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By- Griessman, B. Eugene, Ed.

The Concerted Services Approach to Developmental Change in Rural Areas: An Interim Evaluation. Center Research and Development Report No. 1.

North Carolina Univ., Raleigh. N.C. State Univ. Dept. of Adult Education.

Spons Agency- Office of Education (DHEW), Washington, D.C.

Bureau No- BR-7-0348

Pub Date 68

Grant- OEG-2-7-070348-2698

Note- 151p.

EDRS Price MF- \$0.75 HC- \$7.65

Descriptors- *Community Change, Community Development, Developmental Programs, Federal Programs, *Interagency Coordination, Low Income Counties, *Manpower Development, Occupational Surveys, Program Descriptions, Program Evaluation, *Rural Areas, Rural Development, Vocational Education

Identifiers- Arkansas, *Concerted Services in Training and Education, CSTE, Minnesota, New Mexico

In 1965 Concerted Services in Training and Education (CSTE) began operation in three selected rural counties of New Mexico, Arkansas, and Minnesota with objectives of: (1) developing general operational patterns for alleviation and solution of occupational education problems, (2) identifying employment opportunities and occupational education programs for low income youth and adults, (3) developing ways for providing services needed to help people become employable, (4) demonstrating that occupational education programs can significantly increase employment opportunities, (5) demonstrating that a cooperative occupational effort based on local involvement will result in continuing community development, and (6) determining the relationship of educational and occupational patterns to the present and emerging needs of communities and making recommendations for adjustments. Some tentative conclusions pending full analysis of data are: (1) The program has created a vehicle for communication between agencies, (2) The program should be inaugurated in one county with future expansion to surrounding areas, (3) The local coordinator should have approval of area leaders, (4) many trainees have secured employment, (5) No marked increase in available jobs is evident, and (6) both obscurity and excessive publicity can be detrimental to program success. (DM)

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THE CONCERTED SERVICES APPROACH
TO DEVELOPMENTAL CHANGE IN
RURAL AREAS:
AN INTERIM EVALUATION

B. EUGENE GRISSMAN

EDITOR

DEPARTMENT OF SOCIOLOGY AND ANTHROPOLOGY

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH

Center Research and Development Report No. 1

CENTER FOR OCCUPATIONAL EDUCATION

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH

1968

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION—BUREAU OF RESEARCH
DIVISION OF COMPREHENSIVE AND VOCATIONAL
EDUCATION RESEARCH
PROJECT NO. BR-70348—GRANT NO. OEG-2-7-070348-2698

VT007460

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For additional information regarding the program of the Center, please write to:

Dr. John K. Coster, Director
Center for Occupational Education
North Carolina State University at Raleigh
1 Maiden Lane
Raleigh, North Carolina 27607

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THE CONCERTED SERVICES APPROACH TO DEVELOPMENTAL
CHANGE IN RURAL AREAS:
AN INTERIM EVALUATION.

Project No. 7-0348
Grant No. OEG-2-7-070348-2698

B. EUGENE GRIESSMAN, Editor

1968

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Center Research and Development Report No. 1

CENTER FOR OCCUPATIONAL EDUCATION
North Carolina State University at Raleigh
Raleigh, North Carolina

PROJECT PERSONNEL

B. EUGENE GRIESSMAN

Project Director

ARKANSAS

VERNON SMITH, Evaluator

DENVER B. HUTSON, Consultant, Head, Department of Vocational Teacher Education, University of Arkansas

JOHN A. ROLLOFF, Consultant, Director, Research Coordinating Unit, Department of Vocational Teacher Education, University of Arkansas

ALVIN L. BERTRAND, Consultant, Professor, Department of Sociology and Rural Sociology, Louisiana State University

MINNESOTA

LOIS MANN, Evaluator

GEORGE DONOHUE, Consultant, Professor, Department of Sociology, University of Minnesota

CHARLES E. RAMSEY, Consultant, Professor, Department of Sociology, University of Minnesota

NEW MEXICO

MARK HANSON, Evaluator

RICHARD HOLEMON, Consultant, Chairman, Department of Educational Administration, University of New Mexico

HORACIO ULIBARRI, Consultant, Associate Professor, Department of Educational Administration, University of New Mexico

PREFACE

The paradox of affluence and poverty in American society demands that the most creative minds and the most imaginative ideas be focused upon the alleviation of this affliction. Attacking the paradox demands an investment of financial resources. But at the same time, prudence demands that the combination of minds, ideas, and dollars produce a measurable effect expressed in terms of variables that relate to the well being of the people to whom the treatment is applied.

The concept underlying the project developed by the Interdepartmental Task Force on Concerted Services in Training and Education in Rural Areas can be expressed in the relatively simple question: Can existing resources and programs available to people in impoverished areas be mobilized, channeled, and coordinated to produce increments in the many variables of interest? But the simplicity of the concept is somewhat misleading. The execution is relatively complex. At the federal level, the planning and administration of the program has involved the time and experience of a relatively large number of professional representatives of several departments and agencies. At the local level, the development and implementation of the program has been delegated to professional personnel who have been given the freedom to use their initiative, intelligence, and powers of persuasion in the operation of the program.

In the quest for solutions to the penetrating and crucial problems that confront contemporary American society, institutions and agencies have

encouraged the design and establishment of pilot, developmental, and experimental programs by which innovative ideas, practices, and procedures may be tried out and tested. The infusion of public and private foundation funds into these projects has been sizeable. An assessment of the effect of these projects raises a number of critical questions including: (1) How realistic are the objectives of the project? (2) To what extent is it likely that the effects of the project will be sustained over a reasonable time span? (3) Can the ratio of costs to benefits be assessed to a reasonably satisfactory degree? (4) Can and should the project be replicated? (5) Assuming that the objectives are attained and that the desired effects are achieved, is it reasonable to expect that the program outlined in the project will be incorporated into the program of an existing institution or agency? Or is it more likely that a new institution or agency will need to be established to operate the program?

The Center for Occupational Education has undertaken an evaluation of the Concerted Services project to assess the effectiveness and efficiency of the project and also to provide information for those decision makers who must decide whether the project should be expanded and extended to other counties. Under the leadership of Dr. B. E. Griessman, a team of evaluators and consultants has been assembled to develop the strategies for the evaluation and to collect the data needed to ascertain whether the project has had the desired effect. Resources from four universities--the University of Arkansas, the University of Minnesota, the University of New Mexico, and Louisiana State University--have been marshalled and converged on the evaluation of the project. It

is the largest single project being conducted under the aegis of the Center. The magnitude of the evaluation is proportionate to the complexity of the problem of evaluation. Factors and conditions contributing to the complexity of the evaluation process include (1) the difficulty of assessing the input of the Interdepartmental Task Force on the effectiveness of the project--it is extremely difficult to adequately assess the input of 25 administrators of federal programs who meet regularly to ponder the question of how their programs can be meshed together at the county or area level to yield degrees of effectiveness above that possible when the programs are operating in near isolation; (2) the dissimilarity of the three pilot areas; (3) the dissimilarity in background, experience, and training of the Coordinators; and (4) the necessity for the Coordinator to operate almost anonymously.

This report is an interim progress report. The "hard" data are being collected at the time this report was prepared. Hence these data have not been analyzed by the social and behavioral scientists on the evaluation team. On the basis of evidence collected to date, one tentative observation is offered: This project is long on ideas and dedication of personnel, low on costs, with benefits that appear to be highly promising.

This report has been reviewed by the following members of the faculty of North Carolina State University at Raleigh who have recommended that the report be published in the Center Research and Development Report Series:

C. Paul Marsh, M.S., Professor of Sociology and Anthropology

Selz C. Mayo, Ph.D., Professor and Head, Department of Sociology
and Anthropology

Charles V. Mercer, Ph.D., Associate Professor of Sociology and
Anthropology

The Center acknowledges the splendid cooperation of the members of the Interdepartmental Task Force in Concerted Services in Training and Education in Rural Areas and the Coordinator of the Concerted Services projects; the professional contribution of the evaluators and consultants; the service performed by the report review panel; and the excellent leadership of Dr. B. E. Griessman, the Project Director.

John Coster, Director
Center for Occupational Education

INTERDEPARTMENTAL TASK FORCE ON CONCERTED SERVICES IN TRAINING AND
EDUCATION IN RURAL AREAS

(Est. under E. O. 11122 superseded by E. O. 11307)

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Office of Education
D/HEW

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U. S. Employment Service
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C. B. Gilliland (Executive Secretary and Washington Liaison)
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Social and Rehabilitation Service
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Merwin S. Hans
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OEO

Henry L. Taylor
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John H. Southern
Economic Research Service
D/Agriculture

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INTRODUCTION

In the fall of 1965 an experimental program of developmental change known as Concerted Services in Training and Education (CSTE) began operation in three selected rural counties of New Mexico, Arkansas and Minnesota under the aegis of an Interdepartmental Task Force. The new program represented the culmination of two years of activity by executive committees and meetings of federal, state, and local officials.

To evaluate the CSTE project, the Task Force decided to engage the services of an outside evaluation committee. Thus, the Center for Research, Development and Training in Occupational Education of the North Carolina State University at Raleigh was eventually authorized to conduct the evaluation. Subsequently, subcontracts were negotiated between the Center and the University of New Mexico, the University of Arkansas, and the University of Minnesota for the purpose of conducting interviews, supervising participant observation, and collecting other relevant data. The Center has assumed responsibility for coordinating the various activities and assisting the subcontractors with their research efforts.

Evaluation activities are not yet complete. In fact, interviews are being conducted and other information is being gathered at the time of this writing. This report therefore represents an attempt by the evaluators to report their findings mid-way through the project; it is designed to convey impressions and relevant data to administrators who must make decisions about the future of the program. Hopefully the report will provide information about the program's strengths and weaknesses written from the point of view of an independent observer.

For purposes of analysis, it is useful to visualize Concerted Services as a concept or model of directed change, independent of the specific individuals who have taken part in implementing the program. The individual characteristics of specific personnel are relevant only to the extent that they inform us what type of individuals seem to play particular roles to maximum advantage.

An ex post facto research design has been utilized. In many cases we have attempted to reconstruct events which took place before the CSTE program began in an effort to establish meaningful bench marks as to progress, and to isolate, where possible, the relationships between independent and dependent variables.

This report is an examination of a particular approach to directed change, a description of the setting in which it has occurred, a delineation of its components, and an assessment of some of the effects. The first section is a description of the program. The second section presents a position on the strategy of evaluation. The research procedures are described in this section. The next section contains reports from the three study areas. The final section represents a tentative appraisal of various aspects of the program.

THE CONCERTED SERVICES APPROACH TO MANPOWER
DEVELOPMENT IN RURAL AREAS

THE CONCERTED SERVICES APPROACH TO MANPOWER DEVELOPMENT IN RURAL AREAS¹

Pilot projects in three rural counties in Arkansas, Minnesota and New Mexico have demonstrated that government agencies working together can substantially improve the education and increase the employment opportunities for residents of rural areas. Six federal agencies joined hands with state and local groups to bring new educational and training opportunities to St. Francis County, Arkansas; Todd County, Minnesota, and Sandoval County, New Mexico. These new programs made it possible for hundreds of persons to obtain worthwhile jobs. Steps are now being taken to expand the program within these counties and to extend this promising new approach to other rural communities.

This paper describes the development of the Concerted Services approach and its implementation on an experimental basis. It explains how surveys were used to determine which programs were most urgently needed, the arrangements made to provide educational and training programs, and the measures taken to encourage residents to take full advantage of the new opportunities. Experiences to date with the program in St. Francis County, Arkansas illustrate some of the activities conducted.

¹This section of the report is a description of the program written essentially from the administrative point of view. Its author, Dr. John S. McCauley, is co-chairman of the CSTE Task Force. The purpose for its inclusion here is two-fold: (1) to familiarize readers with the Concerted Services approach, and (2) to provide a clear statement of CSTE objectives.

DEVELOPMENT OF THE CONCERTED SERVICES APPROACH

The need for a new approach to rural manpower development became increasingly evident in the early 1960's when it was recognized that rural counties were not participating effectively in the new federal education and manpower programs that were being established. Most rural communities provide only limited opportunities for education and employment. In addition, the health and welfare services are generally far more limited than those available in urban areas.

Nearly half of the poverty in the United States is in rural America. One out of every three rural families has a cash income of less than \$3,000 a year. The families of hired farm workers, migratory farm workers and sharecroppers are chronically poor, with incomes often less than \$1,000 a year. Out-migration has depleted the supply of the more productive workers, while apathy and lack of motivation--due in part to the accumulated effects of inadequate nutrition and health care--affect those who remain.

In spite of the multiplicity of problems, few rural residents have been aware of the existence of programs which could have helped them. Moreover, most rural counties do not possess the technical competence required to analyze their manpower needs. They fail to make appropriate application for government help. The few programs that do become established usually are capable of meeting only a portion of the problem which confronts the rural resident. In order to make these programs truly effective, it is essential to provide additional supportive aid designed to meet the total need of the individuals concerned.

In recognition of the need to develop a cooperative approach by federal agencies to meet these problems, an Inter-Agency Task Force, under the joint chairmanship of Dr. Walter Arnold of the U. S. Office of Education, Department of Health, Education, and Welfare, and Dr. John S. McCauley of the U. S. Employment Service, U. S. Department of Labor, was established in 1964. The Task Force was set up by the cabinet-level Rural Development Committee which had been established by Executive Order 11122 issued by the late President John F. Kennedy on October 17, 1963. The Task Force included representatives from the Department of Agriculture; Commerce; Health, Education, and Welfare; Interior; Labor; Housing and Home Finance; and the Small Business Administration.

Objectives of Pilot Projects

After considerable discussion and review of the problems involved in developing educational and training programs in rural areas, the Task Force established the following major objectives for the pilot projects:

1. Develop general operational patterns for concentrating the efforts of all of the available agencies and resources on the alleviation and ultimate solution of occupational education problems; and, as necessary, on the health, welfare, socio-economic, and related problems of those residing in the three communities.
2. Identify existing, as well as potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.
3. Develop ways through which these rural communities can provide education, vocational guidance, training and other services needed to help people become employable. This would include development of plans for:
 - increasing basic educational skills
 - improving general conditions of health
 - improving appearance and personnel characteristics
 - providing vocational counseling
 - developing occupational competency

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.
5. Demonstrate that a cooperative occupational education effort based on local involvement will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.
6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs, and if warranted, make recommendations for necessary adjustments.

Approach Used

In developing plans for a Concerted Services approach, the task force placed heavy emphasis on developing flexible arrangements that could be adapted to meet local needs and, at the same time, could be implemented within the existing budgets of the participating agencies. It was agreed to observe the following principles:

1. Education and training programs were to be designed to meet specific needs identified by a survey carried out by the public employment service in collaboration with local advisory committees.
2. Every resident of the pilot counties was to be considered a potential participant. However, preference was to be given to persons needing additional education and training in order to obtain employment.
3. The right of each individual to decide the nature and extent of his own participation was to be respected. Persons desiring education and training in order to qualify for employment outside the county would receive the same consideration as persons who plan to remain in the county.
4. Each agency's normal channels of communication, administration, and project funding were to be followed to the fullest extent possible.
5. A coordinator under the general supervision of the task force, was to be employed in each county.

To explain the Concerted Services approach and to discuss the proposed pilot projects, members of the task force met with regional officials of the federal agencies participating in the program. Many helpful suggestions were made during these sessions. Regional staff members then arranged a series of meetings with appropriate state officials. The time and effort spent in these discussions were a good investment. The state and regional officials developed a deep interest in the Concerted Services approach and were most helpful in implementing the pilot projects.

In order to assure the necessary coordination and to give the needed "spark" to the project it was deemed advisable to select a coordinator who had a high degree of familiarity with the particular county. For example, in St. Francis County, Ed Henderson, Jr., who had been high school basketball and football coach for 16 years, was chosen Coordinator. An office was provided in Forrest City about two blocks from the heart of the business district. This location facilitated liaison with the local office of the Arkansas Employment Security Division and with that office's manager, Mr. George Baskin.

Arrangements for employing the county Coordinator in Arkansas were handled by the Federal-State Employment Security System; in Minnesota by the Agricultural Extension Division, and in New Mexico, by the Vocational Education System. Mr. C. B. Gilliland of the Department of Agriculture provides liaison between the task force and the coordinators. At present the coordinators are: Mr. Ed Henderson (Arkansas), Mr. Henry Gonzales (New Mexico), and Mr. Sherman Mandt (Minnesota). Mr. William Dorsey was the first Coordinator in Minnesota.

ST. FRANCIS COUNTY²

Survey of Needs and Resources

The first steps in assisting the community were to make careful assessments of (1) the manpower needs of employers, and (2) the educational and training needs of individuals. A mobile team of seven interviewer counselors contacted employers and workers. In an effort to facilitate the gathering of information from widely dispersed county residents, the mobile teams set up headquarters in 19 different communities in the county, including Forrest City. Seventeen of these temporary offices were located in communities with less than 750 population--of which eleven were in unincorporated areas. The teams operated out of various locations, such as churches, country stores, and other available rent-free facilities. One of the best responses from county residents was obtained at the Pilgrim Rest Baptist Church which was located in a small rural community. With the cooperation of church and other officials, the team was able to register and process a total of 110 applicants in one day. These facilities sometimes challenged the ingenuity of the staff. Walter Allen, EF Rural Area Representative, recalls that the team had to furnish its own light in order to keep night-time office hours at the Baptist church. This was accomplished by using six-volt lightbulb with power supplied from the battery of an automobile owned by one of the team members.

The team provided by the Arkansas Employment Security Division spent approximately six months in St. Francis County. During that time

they contacted 3,760 applicants approximately two-thirds of whom were not registered with the Employment Service Local Office in Forrest City. In addition, they tested 1,004 applicants, giving 904 GATB and 110 SATB test batteries. A total of 527 applicants were counseled. As of January 31, 1967, 308 persons registered with the smaller community's program had been placed from a total of 734 job referrals.

The results of the survey of manpower and other resources in St. Francis County were published in September and October 1966 by the Arkansas Employment Security Division. As a result, the manpower capabilities and economic potential of the area were brought much closer into focus, thus creating both a "selling point" for bringing into the area new establishments and a climate for expanding facilities. Special compilations of this information has also been used by Chambers of Commerce in various communities within the county in attempts to attract new industry. Furthermore, the labor economist assigned to the mobile team developed a slide-out "fact sheet" to be used in conjunction with industrial development efforts. The fact sheet provides current information on population, work force, the potential skills of those persons covered in the Employment Service manpower inventory, weekly wage rates for selected occupations, information on nearby metropolitan areas, a list of industrial sites, transportation facilities, natural resources available in the area, and the available power resources.

Educational and Training Programs

The Forrest City Employment Security Division office has used the information gathered on the characteristics of the work force in

developing MDTA training projects. To date, MDTA training has been organized for over 370 persons, including 142 persons who have successfully completed training as licensed practical nurses, operating engineers, rough carpenters, and a variety of occupations in the general field of basic electronics. Another 135 are currently enrolled in farmer-upgrading training, licensed practical nursing, and welding, as well as in basic education. Classes for stenographers and additional electronics programs have also been scheduled. Without the communications and publicity brought about by the Concerted Services project, it would have been very difficult to recruit applicants who could benefit from this training.

Plans have been made to provide basic education for 363 persons, and some programs are already underway. Classes for 42 persons are being conducted under the provisions of Title V of the Economic Opportunity Act. Basic education classes are also being conducted in collaboration with the Out-of-School NYC program, and a total of 38 young people have enrolled on this basis. Basic education for another group of 30 trainees has been coupled with an MDTA welding program.

Concurrent with the activities of the Concerted Services program in St. Francis County has been the development of a vocational education program. Construction of the Crowley Ridge State Vocational and Technical School is almost completed, and the school will be ready to open in September, 1968. Meanwhile, the school under the direction of Conway Wilson has already graduated 141 students in home economics and trade extension courses taught at sites scattered throughout Forrest City. In addition, 132 trainees are currently training as licensed practical nurses,

electronics handlers, analyzers, and assemblers; while in October 1965, hardly any vocational education existed. Many of these students were recruited and all have been screened through the local Employment Security Division office. Mr. Baskin, the local office manager, indicated that the Concerted Services program has contributed immeasurably toward making his office the manpower center for the community.

Other Services

Other kinds of assistance to the residents of the area were offered. An information sheet on each of the 3,760 individuals covered by the survey was provided to Duane Couchman, the field representative of the St. Francis County Office of Economic Opportunity. His staff of three neighborhood workers found these sheets invaluable in locating and making contact with the area's rural people in determining the nature of the specific assistance required.

The names and addresses of 700 heads of households not having indoor water or sewage facilities were given to the local FHA office. John Knox, county FHA director, plans to have his home economist contact 126 of these persons whose net family income falls below the \$3,000 poverty level to inform them that low interest FHA loans up to \$1,500 can be made available to them for the improvement of water and sewage facilities. In addition, the Arkansas State Department of Health, Bureau of Sanitary Engineering, has developed a report analyzing the number of sanitary facilities available to those persons covered in the inventory. As a result, it was recommended that a sanitarian be employed in St. Francis County to assist in securing proper sewage disposal and in improving the water supply.

Another aspect of the economic development of St. Francis County is the creation of a recreational facility known as the "Village Wynne and Forrest City. This project will involve the creation of a 1,200 acre man-made lake and adjoining recreational facilities on land which, heretofore, was ninety percent unusable. The St. Francis Wildlife Association has supported this project and cooperated in a survey of interest from area landowners. The results of this survey were surprising. All of the persons canvassed, with one exception, were interested in having such a facility located in the area. Some even indicated a willingness to donate part of the land. The Soil Conservation Service conducted a survey for the dam site, and a consulting engineers' firm was retained to make borings and soil tests. It was determined that location of a dam in the Crowley Ridge area would be economically feasible. The St. Francis Wildlife Association then persuaded the State Planning Commission, the State Game and Fish Commission, and the Parks and Publicity Commission to designate a State Park to be located in eastern Arkansas. Both houses of the Arkansas legislature voted unanimously to locate this park in the Crowley Ridge area of the county. The development of this recreational facility and the completion of the improved highway system between St. Francis County, Memphis, and Little Rock, should be a major step forward in the economic growth of the area. It is highly unlikely that this project would be anywhere near its present stage of development without the effort of all the organizations involved--the Concerted Services approach.

PLANS TO EXPAND THE PROJECT

The pilot projects have only been in operation for slightly more than one year. Nevertheless, there is general agreement that the Concerted Services approach has been highly successful. Residents of St. Francis County have taken advantage of the additional educational and training opportunities that have been provided. They are especially pleased with the expansion in job opportunities that has been associated with this project. Mr. Henderson explains that "coordination is the key to experimental Concerted Services projects now underway. It has long been known that people in rural areas lack certain types of government assistance that are available in urban areas."

As a result of the good progress that has been made, the pilot project will be continued for at least another year in St. Francis County. Requests for similar projects have been received from two adjacent counties, Cross and Lee. Considerable interest has also been expressed in extending the pilot projects in Minnesota and New Mexico.

In considering the measures that should be taken to extend the program, it is recommended that:

1. Further program expansion within the counties currently conducting pilot projects should be pushed. Some residents who need additional education and training are not yet participating. Furthermore, persons who have already completed one aspect of the program, such as basic education, should be encouraged to take additional courses. Expanding programs to the saturation point in a rural county would provide data for a cost-benefit analysis, which would throw light on the feasibility of the federal government attempting to involve a high proportion of rural residents in manpower programs.

2. In extending the program to adjacent counties, satellite centers should be established to provide partial services to the smaller counties. It would be helpful to find out how many satellite counties could be successfully supported from a central point. This approach for expanding Concerted Services projects would make it unnecessary to incur the relatively heavy cost involved in establishing a coordinator in every county requesting participation in the program.
3. In extending the project to other States, implementation should begin in just a few counties and then, in the light of this experience, be adapted to the needs and resources of other sections of the State.

Experience to date with the pilot projects has shown that federal and state agencies working together can effectively bring educational training opportunities to rural residents. This approach provides an effective means for introducing new programs, such as training programs for welfare recipients under Title V of the Economic Opportunity Act, the expansion of the Farm Labor program to include logging, and the HRD program of the public employment service. High priority should be given to extending this promising new approach. The nation can ill afford to let the disadvantaged residents of rural areas remain unassisted. It is inconsistent with an expanding economy to permit this vast source of potential manpower to remain untapped. The manpower policies and techniques that are being developed in the Concerted Services program offer new hope to rural America.³

NOTES

²The remainder of the paper deals almost exclusively with the Arkansas program in order to provide an illustration of the approach.

³For a more detailed statement about the approach, see John S. McCauley, "Manpower Development in Rural Areas," Employment Service Review, Vol. 5, Numbers 3 and 4 (March - April 1968), pp. 10ff.

AN APPROACH TO THE EVALUATION OF
DEVELOPMENTAL CHANGE

B. Eugene Griessman

AN APPROACH TO THE EVALUATION OF DEVELOPMENTAL CHANGE¹

Most nations of the world are currently investing substantial resources in projects that are intended to advance economic and social development. This is particularly true in the United States. The various programs that have been generated by this strong commitment to intentional social action include such diverse undertakings as educating the retarded, teaching vocational skills to the youth and elderly, and improving livestock and crops through research innovation.

Often as not a particular program's life depends upon how decision makers view its effectiveness. Administrators, knowing of social scientists' long-term concern with the problem of induced social change, have begun to seek their assistance in evaluating many of these undertakings and in providing information that can be utilized in the decision-making process.

What is Evaluation:

Evaluation is applied research: its purpose is the measurement of the effects of some specified activity. It has been defined as "the procedures of fact-finding about the results of planned social action."² Defined another way, evaluation is the measurement of desirable and undesirable consequences of goal-oriented behavior.

However, these definitions tend to ignore a basic premise of evaluative research: providing information upon which decisions may be made. Thus, more often than not, evaluative effort is likely to fit the conventional schoolman's stereotype of what evaluation is: something required

from on high that takes time and pain to produce but really has very little significance for action. Daniel S. Stufflebeam suggests that evaluation be thought of as the process of acquiring and using information for making decisions associated with planning, programming, implementing, and recycling program activities.³ With these considerations in mind, let us consider what is involved in evaluative research.

The Use of Conceptual Models

A rigorous evaluation involves the use of a conceptual model. The researcher uses a conceptual model in somewhat the same manner as a traveler uses a road map. It provides him with a beforehand idea of the ways in which discrete elements of empirical data fit together in a meaningful way. The words "fit together" immediately suggest that we are dealing with relationships. Indeed, the main hypothesis of an evaluation procedure, as is true for all research, concerns the relationship of independent to dependent variables.

Social events involve multiple causes, multiple effects, and crisscrossing interrelationships. Thus, no single factor is a necessary and sufficient cause of any other factor. Consequently, the relationships between any two independent and dependent variables, or any program and its effects, must be stated in terms of probabilities and not certainties. This kind of analysis calls for a model of interactional effects in which neither complete explanations nor complete program effectiveness are possible.

This point is more than an academic one. An evaluator typically feels a commitment to make his evaluation as useful a procedure as

possible, and this is as it should be. An evaluation can be so general that the possibilities for making specific applications are minimized. But it can be so specific that it has no possibilities for broader applications. The latter point has been made in the following manner: "It is our position that unless an attempt is made to conceptualize the program activity into broader principles of action, one will not be able to apply findings to other programs or even to the same program at a later time or in a different place."⁴

Recently an evaluation model known as the CIPP Model has been proposed.⁵ It suggests four generalized stages of evaluation--context input, process, and product.

The major objective of context evaluation is to define the environment where changes are to occur, the environment's unmet needs, and the problems underlying those needs. Input evaluation involves listing relevant capabilities of the appropriate agency, strategies that might be employed, and designs that might be appropriate achieving the objectives associated with each program goal. Process evaluation deals with the procedures that are actually being employed. Finally, product evaluation deals with the extent to which objectives and goals have been achieved.

The choice of a model has definite implications for the strategies that will be involved in the evaluative effort. Strategies and procedures are discussed in the following section.

Strategies and Procedures

An evaluation involves asking questions. In fact, asking questions about a problem worthy of study might well be considered the first step in the scientific process. If an evaluation is to be scientific and rigorous, certain kinds of questions must be asked.

It is reported that when Gertrude Stein was dying in Paris, some of her friends stood by her bed. She opened her eyes and asked: "What is the answer?" There was no reply because they did not know the answer any more than she did. "Well then," she asked, "What is the question?"

We often fail to get the right answers because we fail to ask certain kinds of questions, but just as surely we sometimes are unable to ask some questions because we do not know them. It is more than a truism that there is no such thing as a right answer to the wrong question.

Some of the key questions involved in an evaluation of a program of directed change are: (1) What are the objectives? In other words, what did the program set out to accomplish? The researcher can undertake his evaluation without indulging in value judgements by couching his study in terms of the program's objectives. (2) Are the objectives stated in such a way that they can be dealt with in a scientific manner? The objectives may need to be operationalized.⁶ (3) What is the setting or context in which the program is being conducted? Contrary to the popular saying, facts seldom "speak for themselves." They must be interpreted within a context; interpretation is the component that distinguishes evaluation from mere measurement. (4) What are the inputs and costs of the program? And (5) What are the results?

Indeed, these questions generate several others: How do we know it was the program that really produced the effects? And, what conditions modify the effectiveness of the program? "Evaluative research has a significant contribution to make to the understanding of how, why, and under what conditions social action is effective for inducing change."⁷

The results of a project may be classified in terms of the intended changes. These may be thought of in three categories: (1) changes in individuals--their information, skill, attitudes, (2) changes in social relationships and institutions, (3) changes in social overhead capital (e.g., increasing investment in education, public health, transportation, increased training of public administrators, civil police, etc.).⁸

Typically administrators desire the longitudinal dimension in an evaluation. This brings about the need for obtaining base-line data. The task is simplified if the evaluative effort coincides with the initiation of the project under study. Frequently, however, an evaluation begins after the program is already in operation. In this case it is necessary to reconstruct the setting as it existed prior to the initiation of the program. This reconstruction should be thought of in terms of the particular variables that are specified in the operationalized statement of program objectives. Frequent utilization of data of a quantitative nature usually strengthens this phase of the study and lends itself to further analysis.

Often this task is not as difficult as it might at first appear. In some cases the required information can be handily procured. A great body of statistical data about human populations is collected by government, business and private agencies. Even in underdeveloped areas where

statistical services are not well developed, substantial sources of data can be tapped. though these are often ignored. Sometimes the memory of informed persons can be relied upon to give a reasonably satisfactory picture of earlier conditions.

Examples of possible sources of information about conditions in the setting for the study include newspaper accounts, interviews with reporters and editors, government agency reports, specialized investigations such as dissertations, registrations of crimes, court actions, payrolls, censuses, public school records, and interviews with local knowledgeable.⁹

Application

The conceptual model and the concerns that were presented in the previous section are relevant to the evaluation of Concerted Services. The paid personnel formally related to the program include a local "coordinator," a small office staff in each pilot area, a liaison officer in Washington, and a task force made up of representatives of the various cooperating federal departments and agencies. The coordinator in turn interacts with local committees, agency representatives, and appropriate local citizens.

As originally conceived the tasks of the coordinator would include identifying local needs, securing local involvement in initiating proposals for assistance, expediting these proposals, and working with the various government agencies represented in the community. Thus, the evaluation encompasses more than the activities and output of a single program, but rather involves the process and impact of a number of interacting social systems.

Is CSTE producing the effects that are desired? We are attempting to answer this question by planning our strategy in terms of the stated objectives of the program. This is particularly important since the objectives represent the interests of the various governmental departments that are participating in the project. These stated objectives are presented on page 6 of this report. For example, one of the program objectives (No. 3) specifies the provision for vocational counseling. The availability of this kind of service and the extent to which it has been utilized are being measured as a part of the evaluation.

How can we know if it was CSTE that really produced the effects?

This question can never be answered finally and unequivocally, but one way to get at the question is by utilizing experimental and control units. In other words we can determine whether the changes occurring in the pilot areas are also occurring in matched units of the population that are not participating in the program. Before-and-after readings from identical experimental units also can be utilized as a basis for cautious inferences.

What did the program do that produced the observed effects? In

order to answer this question, evaluators have been recruited and are now residing in each of the geographical areas. Their methods for acquiring data include participant observation, critical event analysis, interviewing, and the utilization of census and other statistical data.

Role theory is being utilized to help analyze the ways in which separate social systems are linked together to form social organization networks. Alvin Bertrand has suggested that "the cultural, situational,

and personality aspects of all social systems are automatically accounted for when the elements which are actor-centered are analyzed. Said another way, elements such as belief, sentiment, goals, power, sanctions, stress-strain, rank, and facilities are inherent in any consideration of norms, roles, status positions, and other actor-related units of social structure."¹⁰

During the time that CSTE has been an operating program, various behavioral expectations have come into existence. These structure the types of interaction patterns and tend to determine their frequencies. The evaluation therefore involves a consideration of the structural components of the program. The role of the Coordinator is investigated in terms of expectations, interaction patterns, and linkages with various social systems.

Role analysis helps the evaluation learn what the program did that produced the effects. It also provides leads for forecasting the conditions under which one might anticipate modifications in the effectiveness of the program.

Summary and Conclusion

The current widespread commitment to planned change has generated a demand for evaluative research. Administrators increasingly are being confronted with the need to make decisions about various programs. Thus, social scientists have been called upon to assist in these activities, primarily in the capacity of developing research designs and in constructing various evaluative instruments.

An evaluative effort can be so specific that its applicability is severely restricted. However, judicious use of a conceptual model enables a researcher to avoid this hazard. One model that has been developed takes four elements of evaluation into account: context, input, process, and product.

The product or results of a program may be thought of in terms of change, expected and unintended. Three categories are suggested: changes in individuals, changes in social relationships and institutions, and changes in social overhead capital.

Typically, evaluators attempt to measure change through time. In order to facilitate this task, a strategy is proposed for gathering data and reconstructing the historical setting of a particular program.

As a case study, the procedures that are currently being utilized in the evaluation of Concerted Services (CSTE) are briefly described. This federal program is interagency in structure. The evaluation, therefore, is not limited to the activities of a single project, but rather involves the impact of several interacting social systems.

It is contended that a legitimate function of evaluative research is that of providing decision makers with useful and accurate information. Thus, timeliness of results becomes a pertinent topic. The continued existence of a particular project may depend as much on the mood of a legislative body or the availability of funds as upon a favorable report from the evaluators.

It is not here suggested that concern for the time factor should tempt one to do careless research or to generalize from scanty evidence.

Instead it suggests that the evaluator keep his own efforts in perspective.

Almost three decades ago Robert S. Lynd suggested that social science should give more aid in the solution of contemporary social problems when he posed the question, "Knowledge for what?"¹¹ Perhaps before the evaluator can supply a reasonably satisfactory answer to that question he, must first ask: Knowledge for whom, and when?

NOTES

¹Based upon a paper presented at the Annual Meeting of the Subcommittee on Training, National Manpower Advisory Committee, Chicago, Illinois, December, 1967.

²Herbert H. Hyman et al., Applications of Methods of Evaluation (Berkeley: University of California Press, 1961), p. 3.

³Daniel S. Stufflebeam, "The Use and Abuse of Evaluation in Title III," Theory Into Practice, Vol. 6, No. 3 (June, 1967), pp. 126-133.

⁴Edward A. Suchman, "Principles and Practice of Evaluative Research," An Introduction to Social Research, ed. by John T. Doby (New York: Appleton Century Crofts, 1967), p. 329.

⁵Stufflebeam, op. cit., pp. 136-133.

⁶For a detailed description of the steps involved in operationalizing the stated objectives, see George M. Beal, Ross C. Blount, Ronald C. Powers, and W. John Johnson, Social Action and Interaction in Program Planning (Ames, Iowa: Iowa State University Press, 1966), Ch. 7.

⁷Suchman, op. cit., p. 329.

⁸Samuel P. Hayes, Jr., Evaluating Development Projects (second edition; Paris: UNESCO, 1966), p. 15.

⁹Ibid., pp. 32-33

¹⁰Alvin L. Bertrand, Basic Sociology: An Introduction to Theory and Method (New York: Appleton Century Crofts, 1967) pp. 143-144.

¹¹Robert S. Lynd, Knowledge for What? (Princeton: Princeton University Press, 1939)

C O N C E R T E D S E R V I C E S
I N
N E W M E X I C O

INTERIM REPORT

Mark Hanson, Evaluator
Richard L. Holemon, Consultant
Horacio Ulibarri, Consultant

I. THE CONTEXT OF THE PROGRAM

Introduction to Sandoval County

Sandoval County is an anthropologist's dream, rich in the traditions of ancient cultures. But the county would be viewed by an economist as an area that generally has been passed over by the economic revolution and is slowly suffocating for want of economic inputs.

The county first came in contact with western civilization in the year 1539 when a Franciscan monk, Fray Marcos de Niza, planted a cross on the top of a small hill overlooking the Indian town of Hawikuh and claimed the territory in the name of God and Spain. The legend of the Seven Cities of Cibola began on that hilltop, and its promise of wealth fired the enthusiasm of the Old World and initiated the migration into the area.

In 1821 the area became independent from Spain and became a department of Mexico. In 1850, New Mexico became a territory of the United States following the war with Mexico. On January 6, 1912, New Mexico became the forty-seventh state to enter the Union.

Geography

Sandoval County comprises about 3800 square miles of New Mexico land whose major watershed terminates in the Rio Grande. Of this area only about 9000 acres can be irrigated.

The pueblos of Zia, Jemez, and Santa Ana, and the small communities of San Ysidro and Jemez Springs receive their water from the Jemez River. Most of the county's rainfall is in the Jemez and Nacimiento Mountains at the northern part of the state, and this does little to

aid the parched lands to the southwest. Because little water is available, two-thirds of the county is composed of arid, badly eroded, range land, part of which only the rattlesnakes will claim. A local government official reports that, "This lack-of-water situation has us strapped. Industry won't come into the area because we lack water, and only a limited amount of stock can graze the area."

Land is distributed in such a way as to block any sizeable growth in the number of farms. Of the total land in Sandoval County 20 percent is tribal, 14 percent National Forest, 30 percent privately-owned, 4 percent State, and 32 percent other Federal lands. Of the privately-owned land, two thirds belongs to six large ranchers, which accounts for most of the sales of livestock and more than half of the commercial crops sold in the County. In 1964 there were 160 commercial farms in the County. Of this number, three farms reported sales of \$40,000 or more; three farms reported sales of \$20,000 to \$40,000 and 109 farms reported sales of \$50 to \$2500.

Most of the timber that is suitable for selling is located on national forest land. A local merchant reported that, "A major reason why business and industry won't come into this area is due to the uncertainty of land titles. Who wants to move into the area if they can't be sure they have a clear title?"

Population

Despite the "population explosion" the population of Sandoval County increased about 180 per year between 1910 and 1968. The fact reflects the flight from Sandoval County of its younger members who hope to find better opportunities in other areas of New Mexico and the United States. A local mayor said that, "In the thirteen years I have lived in this town I have seen only two high school graduates stay here after graduation." As compared to the rest of New Mexico, Sandoval County has 26.8 percent of its population in the 20-44 age group; and New Mexico, as a whole, has 33.5 percent in this same age group.

The New Mexico Bureau of Business Research estimates that the population of Sandoval County as of July 1967 was 18,500. Of these 20 percent are Anglo, 42.9 percent are Indian, and 37.1 percent are Spanish. The Indians are of the Navajo and Pueblo tribes, with a few Apaches living far to the North. The Pueblo Indian population is estimated at 6,380 and the Navajo at 1,556.

Economy

Sandoval County is one of the 100 poorest counties in the United States. In 1966, with a population of 16,000, Sandoval County had a per capita income of \$1,030; in 1965, the per capita income was \$953; and in 1960, it was \$684.

In 1968 the per capita income for Sandoval County is approximately half that of the New Mexico per capita income, and is the lowest of the 32 counties in the state.

The Indian Community Action Program Office estimates that 85 percent of the Indian families earn less than \$3000 per year; and 65 percent of the 85 percent less than \$1000 per year.

<u>Sandoval County</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
Employment	2,348	2,013	2,399
Unemployment	372	260	314
Rate of Unemployment	13.7%	11.4%	11.6%

Because of the poor quality of the land, only 7.1 percent are employed in agriculture while 84 percent are on a wage or salary. For the second quarter of 1967, the average weekly earnings for those employed in industry was \$80.53. The government provides nearly 40 percent of the county income in the form of wages and transfer payments; for example, that income accruing to persons for which they have rendered no current service, including Old Age, Survivors, and Dependent's Insurance payments, corporate gifts to charitable organizations, other social-insurance and pension benefits, State-Welfare payments, and bad debts of consumers.

The Department of Public Welfare carries a large case load. Late in 1965 they report a case load of 534 and the total number of persons covered, 967. Late in 1967, they report total cases of 584 and total persons covered, 1,130. This means that approximately 1 of 18 persons in the county receive some benefits from the Department of Welfare.

Health

Providing adequate health facilities in rural areas such as Sandoval County is a chronic problem throughout the United States. In northern New Mexico the problem is critical. The Presbyterian Medical Services of the United States has completed a five-county health survey of the northern New Mexico area. It reports malnutrition, tuberculosis, infant diarrhea, pneumonia, and accidents as the major health problems in the area. Chronic dental conditions also exist due to lack of treatment and inadequate understanding of dental care on the part of the indigenous population. The infant mortality in these five counties is reported as only approaching rates last seen in the entire country in the year 1940.

The county has the services of two public health nurses who serve the entire county although the Indian pueblos and the schools have their own nurses. The county has no hospital, so those requiring hospital attention go to Albuquerque. No medical doctors work in the county, although there are two osteopaths. No dentist works in the county on a permanent basis. Immunization programs, nursing conferences, prenatal clinics, and health advice are provided by the health nurses on periodic trips regularly scheduled through the county.

A housing survey, conducted in Bernalillo, the major center of population in the county showed that of the 880 housing units in the planning area, only 15 percent were found to be standard. Fully two-thirds of all occupied units were classified as qualifying for demolition.

Education

Local citizens, as well as community leaders, all tend to be very proud of their educational system. The highest teacher salary schedule in the State of New Mexico can be found in one of the county's school districts. This is because the local resources are heavily supplemented by federal funds which underwrite Indian education.

Perhaps the major problem that exists in the school system is with the cultural mix that is found in the schools. Roughly, 50 percent of the students attending the public schools are Indian, and this requires special training on the part of the teachers, which is not always available. These young Indian students often suffer from lack of linguistic ability in English, and this often is a factor in the high proportion of Indian student dropout.

Another difficulty exists because the State Mandatory Attendance Law does not apply to Indian students living on a reservation. This means that a number of young Indians are able to evade the educational process which is so vitally needed by their race. A school administrator reported that, "We somehow have to reach more and more of these young Indian students who are prone to drop out or never really get in. Our hands are tied in that we have no real control over them." One local school administrator reported that he would like to branch out into the area of vocational education, but he was told that federal funds could not be made available since a vocational complex already existed in Bernalillo which was designed to serve the entire county. This would mean that students in large numbers would have to be transported across distances of up to 200 miles.

II. CONTENT OF PROGRAM

Although the evaluation team does not contend that Concerted Services was solely responsible for the development of the following projects, discussions with school officials, agency directors, government officials, and local citizens led to the conclusion that Concerted Services provided assistance at some point in the development of each of these projects. In some cases the projects would probably never have existed, and in other cases the projects probably would have developed, but not as quickly or as smoothly:

1. High school vocational program (Vocational Act of 1963)
Bernalillo Public Schools, Bernalillo, New Mexico
2. Vocational Complex (Elementary and Secondary Education Act of 1965 (\$121,980); and Economic Development Administration (\$279,000) - (Funded but not constructed)
Bernalillo Public Schools, Bernalillo, New Mexico
3. Title V Program (Office of Economic Opportunity Act of 1964)
Sandoval County Department of Public Welfare, Bernalillo, New Mexico
4. Adult Basic Education
 - (a) Classes for Title V and Beautification Project trainees under Title II-B, OEO
 - (b) Home Education Livelihood Program, New Mexico Council of Churches
5. Housing Authority, Workable Program, Citizens Advisory Committee, Bernalillo Recreation and Community Center Committee--Town of Bernalillo
6. Cementing of Ditches, ASCS, USDA (increased cost-share phase)
7. Initial Contact with GSA on the Steel Buildings from Los Alamos for Community Center - Sandoval County CAP, Bernalillo, New Mexico

8. Heavy Equipment School in Bernalillo for 48 students in coordination with the Employment Security Commission, State Vocational Education Office, Bernalillo Public Schools, Bernalillo, New Mexico
9. Students in Training under MDTA and RAR programs in Bernalillo, Technical Vocational Institute, Farmington, El Rito, Santa Fe, Roswell, in coordination with the Employment Security Commission, State Vocational Education Office, Bernalillo Public Schools.
10. Smaller Communities Survey in Sandoval County conducted by the Employment Security Commission which resulted in the compilation of Report of Selected Characteristics and the Manpower Resource Report.
11. Updating of OEDP Progress Report for Sandoval County in 1967 enabling Sandoval County to continue as an EDA county (depressed area).
12. Membership of Sandoval County in the North Central New Mexico Economic Development District as a result of reactivating the OEDP Committee into the EDA of Sandoval County.
13. Initial contacts with the Presbyterian Medical Services of the Southwest for proposed medical services for Sandoval County.
14. Assisted VISTA workers with preparation of first proposal for the Sandia Vista Club.
15. The MDTA Division of New Mexico had never made a request for excess equipment due to the fact that the State Division was not aware of being eligible. Through the efforts of CSTE heavy equipment was acquired through the National Manpower Division in Washington, which was the first time that the National Office was aware that they could issue equipment. This set an example for acquiring equipment for more State MDTA programs in the State.

III. EFFECTS OF THE PROGRAM

Two of the most potent forces in rural community development are: (1) ideas, and (2) organizations to develop them. Rural communities that are poor usually lack both.

After observing the Coordinator for several months, it is obvious that he recognizes that a community has a spirit and a morale. The morale of Bernalillo was low. Earning a living absorbed most of the townspeople's time; for recreation they were forced to turn toward Albuquerque. Those without funds for transportation have not had a source of organized recreation. The task of the Coordinator was to find a way to capture the imagination of a large segment of the community and engage it in a project of self-help that would result in something the community could be proud of. Mayor H. J. Torres of the Town of Bernalillo makes clear the need of recreation facilities when he says, "The Town of Bernalillo has no recreational facilities. The youth and adults of the area are dependent on outside resources for recreation. The Youth rely on the schools for some type of recreation, and this is obtained only during the school season. Other activities are pursued by having to commute eighteen miles into Albuquerque, New Mexico."

Starting with the idea that a need existed for recreation, the Coordinator was able to locate nine Denver Steel Houses that could be made available to Sandoval County by the General Services Administration. Using this information to rally interest among State, Federal and local Agency Directors, a mass meeting was called by the office of Concerted Services on July 24, 1967 for the purpose of organizing a committee for

the development of a program in recreation. The following attended:

(1) Sanitarian, Department of Public Health; (2) Vice-President, Bernalillo Task Force OEO; (3) County Commissioner, Corrales; (4) President, Bernalillo Task Force OEO; (5) DPW, Title V; (6) Extension Service; (7) Randle Press; (8) Soil Conservation Service; (9) Chairman, EDA of Sandoval County; (10) Beautician Director, OEO; (11) County Assessor; (12) County Director, DPW; (13) Coordinator, Concerted Services; (14) HELP, Council of Churches; (15) State Director, HELP; (16) County Commissioner, Cuba; (17) City Council, Mayor.

The plan that the CSTE Coordinator unfolded was an ambitious plan which included buildings for the recreation center, land which had to be donated or purchased, a swimming pool, and a 14-acre lake. He declined the nomination to be chairman because he felt his task could best be served as an adviser rather than as an immediate director. In all, four committees were named: (1) Bernalillo Community and Recreation Center Committee; (2) Planning and Construction Committee; (3) Finance Committee; and (4) Pond Committee.

An obvious attempt was made by Concerted Services at this point to marshal the resources of a maximum number of agencies. This would mean that expectations would be placed upon them and they would feel pressures toward working in a concerted effort on the program. No single agency probably could have marshaled the technical skills and know-how than that brought to bear by the Recreation Committee.

A major task had been to raise the \$610 necessary to transport the houses from Los Alamos to their respective towns in Sandoval County

where they will serve as community centers. The director of the local CAP organization provided leadership in this effort. Concerted Services aided in the task of raising money for the shipment of the house to Bernalillo. A Turkey Bingo was held on December 17, 1967, from which \$905 was raised; a Bazaar held on February 24 and 25, 1968, brought in \$352; a Raffle of a donated gas lamp brought \$45; a basketball game between an OEO sponsored team and a CSTE team had over two hundred people attending, with a gate of \$175. (The first house has recently been transported from Los Alamos to Bernalillo and the work of turning it into a community center is progressing rapidly.)

Coupled with the Community Center, the Coordinator dovetailed the idea of requesting 200 units of low-rent housing from the Housing and Urban Development Association. A meeting was called by Concerted Services on August 27, 1967, and eleven Agency Directors attended for the purpose of forming a Housing Authority. Filling out the necessary forms for the proposal and developing a Working Program required several months, and most of the burden fell on Concerted Services. At this point it could be argued that Concerted Services was allowing itself to do too much of the work. The Housing Committee was making the necessary decisions as to what to do, but the actual doing wound up in the hands of a very capable staff member of Concerted Services. The argument of the Coordinator was, "If we didn't do it, then it wouldn't get done." Perhaps this was the case, but in our judgment this is one of the several cases where Concerted Services may have accepted the workload too soon.

The housing project is still being developed. On April 4 the Regional Officer from HUD attended a meeting in the office of Concerted Services in which he explained the next steps that must be followed by the community. Many more months will pass before Bernalillo is certified by HUD, but it is evident that the town is rising to meet the challenges that are being presented to them.

What started as an idea for a community center has now developed into an idea for a Bernalillo City Park. The following organizations are involved and are contributing to the effort:

- Soil Conservation Service - provides technical assistance for park and pond in landscaping and seeding.
- State Game & Fish Dept. - stocking pond with fish.
- New Mexico Timber Co. - donate lumber.
- Title V, DPW - labor.
- Mainstream Operation OEO - labor.
- Forest Service - vigas
- Concerted Services - coordinate agencies/meetings/ reactivated entire project/secretarial assistance.
- Dept. of HUD - Senior citizens housing/low-renting housing/community center.
- State Park & Rec. Com. - technical assistance.
- State Engineer - water rights for pond.
- GSA, Surplus Property - excess buildings for community centers.
- ASCS - cost sharing.
- Town of Bernalillo - supplies/appointed committees/other.
- State HELP, OEO - information
- Veterans of Foreign Wars - fund raising effort

Rotary Club	-
Senior Citizens Club	-
Catholic Daughters	-
Sheriffs Posse	-
Fire Department	-
Woman Club	- fund raising effort.
High School students	-
Junior High students	-
Merchants	-
PTA	-

Manpower Development Training Program

The use of MDTA and RAR funds in Sandoval County before Concerted Services was very limited. Because Sandoval County has been declared a depressed county it has access to RAR funds through which most of their training projects have been financed. The reasons behind this are numerous. Often the potential sponsoring agencies simply did not know that money was available for training purposes. This lack of information at the local level concerning potential sources of funds is one of the dysfunctional gaps that Concerted Services has filled. Through the coordinator's Washington liaison he receives the latest information on available monies. He also systematically reads the appropriate laws which reveal sources of funds that can be, and have been, made available. For example, the Vocational Skills Complex Proposal, which has been approved (EDA funds) for \$279,000, was a result of this practice. Hopefully, construction will begin on this project in the near future.

Sponsoring agencies at the county level are usually reluctant to take on the task of manpower training. Their superiors at the state level do not usually request them to submit proposals for funds, and few people at the county level expect them to. In the words of one agency director, "There are a lot of headaches with those manpower training programs, and damn few rewards."

The task of the Coordinator becomes one of patiently "educating and gently pressing" a local agency to accept the responsibility. This requires a sophisticated understanding of the program requirements, good timing, and a strong rapport on the part of the Coordinator, with respect to the potential sponsoring agency. In the words of a school administrator, "MDTA programs are hard to administer. Selling a program to the superintendent is very important, and I think Henry (Gonzales, the Coordinator) really did this." Another school administrator reported, "Gonzales clued us in as to the possibility of doing manpower training."

The next task for the Coordinator has been writing a major share of the proposals. When asked why this was the case, the informant simply replied, "Because he knows how." Proposal writing requires at least two areas of expertise: (1) knowing the technical requirements that must be met, e.g., labor codes, building codes, required equipment, etc.; and (2) knowing what information the funding agency directors want to know when the proposal finally reaches their desks. In our judgment the Coordinator is very competent in both of these areas. The coined term for this process is "grantsmanship expertise."

MDTA projects have trained 126 individuals since the beginning of Concerted Services in October 1965 to March 31, 1968. As of December 31, 1967, 120 individuals had been trained; and, of that number, according to data provided by the coordinator 74 were employed, 26 unemployed, and 20 unknown. Currently, the evaluation team is making its own analysis to determine the accuracy of the figures. The important thing about these trainees is that they previously made up what the President called "the hard core unemployed." A local mayor in one of the small isolated towns in Sandoval County recently said that "Before these federal training projects began, the kids around here who didn't receive a high school education never really had a chance. Now, from time to time some of them get into one of these training projects and are able to locate a job. This never really happened before."

Title V programs (Office of Economic Opportunity Act of 1964) are administered by the Department of Public Welfare in Sandoval County. Their household specialists, park maintenance, and teacher aid programs had limited success due to a low level of employment found for their graduates. The Building Trades Program was inspired by the Coordinator, who had found out during a Washington visit that Title V money was available. He subsequently "sold" the program to the local Department of Welfare and then greatly assisted in writing the proposal, and finally fought the good fight with various federal officials in getting it approved. Unemployed parents received training in carpentry, electricity, plumbing, painting, and plastering. The actual training is done on the houses of welfare clients, and a maximum of \$300 per house

for materials is available. The owner of the home is expected to participate in the remodeling (usually rebuilding) and their pride in the finished product is obvious to anyone who visits them. Their yards are clean, the interior of the homes are usually decorated and bright. The trainees in this program also receive two hours of adult basic education every training day.

As of March 31, 1968, 85 trainees had finished the training program. Of these, 51 had received employment and 34 were unemployed. In 1966, 45 homes were remodeled; in 1967, 67 homes were remodeled; and, to date, in 1968, 17 homes have been remodeled. This program is being phased out due to a new welfare law, but the Coordinator has been successful in acquiring two 2-month extensions on the program's life.

The State Department of Welfare reported that for 1967 Sandoval County, under Title V, had almost twice as many trainees and twice the funding than any other county in New Mexico, excepting Bernalillo County where the City of Albuquerque is located.

Adult Basic Education

The Smaller Community Survey conducted by the Department of Labor indicated that over 600 people wanted to take courses in basic education. The HELP organization was funded for \$1,399,509 out of Title II-B of the EOA Act of 1964 for the purpose of providing adult basic education. The Coordinator was able to get Sandoval County included in this project, which covered the tri-county area of Sandoval, Taos, and Mora. Of the total, \$515,000 was earmarked to train 450 people from Sandoval County

in adult education. A portion of that proposal is quoted to demonstrate how it falls within the framework of Concerted Services:

The purpose of our request for a grant for these three counties is to initiate programs of instruction for individuals who have attained age 18 and whose inability to read and write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real abilities or to obtain training for such employment.

Mr. Gonzales was then contacted by the Tri-County Program Director of HELP requesting aid in contacting potential teachers to work in the program. The Coordinator was able to provide substantial aid in locating the necessary teachers.

Health

Since his arrival in Sandoval County, the Coordinator has attempted to find some way of bringing medical aid to the northern part of the county. A medical clinic sits empty in the town of Cuba because for several years no doctor has been willing to go into this isolated area for the purpose of practicing medicine.

The Coordinator contacted the Presbyterian Medical Services of the southwest early in 1966 after he was informed that they were interested in identifying rural poor areas for the purpose of establishing comprehensive medical centers. The Coordinator immediately contacted Mr. Harnish, Chief Administrator of the organization, and explained the health needs in the Cuba area. Mr. Harnish reported to us that, "I didn't know anything at all about the Cuba area until Gonzales contacted me."

The project proposal is being submitted to OEO and/or HEW, and requests funds for eight Comprehensive Medical Centers. This proposal, which is still pending, stresses an entirely new concept in rural medicine. They were referred to as "miniature Mayo Clinics" for rural areas. Some of the revolutionary features of the proposal include a telephone-television tie-up to the Albuquerque Medical School, which will provide specialized service to the local doctor; linkage to the State Department of Health, ambulance service, and air service to fly doctors into remote areas, or patients out of them.

Until some action is taken on the proposal, the Presbyterian Medical Services has been able to secure the services of a Catholic medical priest who will begin his medical practice in Cuba in June of 1968.

On February 26, 1968, the Coordinator received a letter from the president of the Navajo Indian Torreon Chapter House requesting a meeting with the Presbyterian Medical Services for the purpose of explaining the program and the implications it had for the Navajos in the area. The Coordinator had previously informed the Navajo leader that such a meeting might benefit them. The Coordinator made the necessary arrangements, and on March 15, 1968, he introduced the speaker at the Navajo Chapter House to approximately one-hundred fifty Navajos. It was obvious that the Coordinator was well known to the Indians because of his efforts that helped bring adult education to their area.

Another service that the Coordinator performed for the Indians was to set up an agreement by which the Indians in the Checkerboard area would not have to travel clear across the state to the Indian

Hospital at Crown Point. The Coordinator went to see the Commissioner of the Bureau of Indian Affairs at Washington, and requested that the Commissioner take steps toward providing a contractual arrangement for out-patient care of the Navajo at the Cuba Health Center. This arrangement was set up and supposedly will take effect when a doctor arrives in the Cuba area.

Mr. Harnish of the Presbyterian Medical Services was quite complimentary in his attitude toward the Coordinator and his work. He said, "There never was a situation where Gonzales wasn't able to produce what he said he would." Harnish is particularly pleased with the type of coordination Gonzales is providing because, in his words, "To some people 'coordination' means 'domination', and this hasn't been the case with Gonzales."

Some of the actions taken by the Coordinator do not require tremendous skill and power politics, but a simple awareness of what is happening in the state. A Health Planning Council was appointed by Governor David F. Cargo, which allowed the State to receive a \$25,000 Federal grant. The Coordinator, upon hearing that such a council had been formed, immediately checked to find out if a member on the committee was from Sandoval County. When he found that no one from the county was on the council, he mentioned the fact at a Technical Action Panel meeting and suggested they take some form of action to insure representation from Sandoval County. A letter was sent to the Governor, and a new member was appointed to the council by him.

Economic Development Association

Our society tends to recognize groups and numbers, especially if they hold high status positions. This fact is well understood by the Coordinator, and he has been effective in establishing or reactivating several organizations for the purpose of pursuing project funds, health goals, and similar activities.

The Sandoval County Area Redevelopment Association was a defunct organization which had not met since 1963. Even though it was no longer an active organization in 1965, Mr. Gonzales began a practice of contacting the chairman of this organization requesting that he endorse certain training projects which were being submitted for funding. In 1965, a letter was sent to the Honorable Jose Ruiz, Chairman of the Board County Commissioners, Sandoval County. This letter was sent by the Assistant Secretary and Director of Economic Development, Department of Commerce. The letter said, in short, that Sandoval County was statistically qualified under the Public Works and Economic Development Act of 1965 (Public Law 89-136) for designation as a redevelopment area. Before Sandoval County could be officially designated as a depressed area an Overall Economic Development Program had to be presented.

Mr. Gonzales read this letter and took action to reorganize Sandoval County Area Redevelopment Association into a progressive organization. Sandoval County was designated as a redevelopment area and became eligible to receive Economic Development Association funds. In May of 1967 a meeting was called by Concerted Services for the purpose of reorganizing the Sandoval County Area Redevelopment Association.

Letters were sent out by Concerted Services under the name of the chairman of that organization. In attendance were: Chairman of the Redevelopment Association, the All-Indian Pueblo Council representative, Federal Sand and Realty Company, County Commissioner, Jemez Mountains Electric Cooperative, Inc., County Director of the Department of Welfare, Title V Director, County Health nurse, the Aging American Program Director, Cuba Public Schools representative, Sandoval County CAP Director, City Council member, OEO Board President, Extension Service, representative from the Employment Security Commission, Concerted Services Coordinator, Secretary of Concerted Services. The minutes report a statement by David Dale to the effect that Federal Area Redevelopment Association no longer exists and has been replaced by the Economic Development Association. It is interesting to note that the individual who was elected President of the reorganized organization had been personally invited by Henry Gonzales to attend that meeting. The new President's leadership has been a primary force in effective activity of that organization. During the election of officers the following informative incident is recorded in the minutes: "Fred Abousleman added further in his motion to name Henry A. Gonzales (who volunteered secretarial help from his staff) advisor and consultant to the committee. Phillip Gonzales seconded this motion, which carried unanimously." The fact that Mr. Gonzales was placed in the position of advisor and consultant suggests the confidence that is placed in him by the members present at the committee meeting. This is also very consistent with his role of not accepting official leadership positions, but only acting in an advisory capacity. Specific functions of the committee include such activities as:

1. Identifying specific problems handicapping the county's economy.
2. Assessing the natural, human, and service resources of the county.
3. Identifying the development potentials.
4. Formulating economic and human development objectives.
5. Establishing project priorities and responsibilities.
6. Planning and implementing chosen courses of action on all development projects.
7. Conducting continuous program evaluation and redirection as is necessary.

In the minutes of June 8, 1967, "Fred Abousleman made a motion that Henry A. Gonzales and his secretary be authorized to assist the chairman and the secretary to update the OEDP report which will be inspected by Chairman Dale and Secretary, Louise Brown." This points out the important function Concerted Services was serving in its performance of those mundane tasks of doing essential busy work that made it possible for EDA to continue operating smoothly and efficiently.

At this point of our evaluation of Concerted Services, individuals who have graduated from training programs in Sandoval County are being interviewed. It is too early in this analysis to attempt to point out meaningful patterns. Certain trends are becoming evident although more data will have to be evaluated before any conclusive judgments can be made.

One trend that is becoming evident can be identified as a psychological need for a lifetime resident of Sandoval County to maintain his residence in the county. This is especially true with the Pueblo

and Navajo Indians, as well as with the Spanish-Americans. Several have indicated that they would not leave their home even if they were offered a job with twice the salary.

Another trend is the negative outlook toward future employment for those who received a job after training. This basic insecurity keeps many trainee-graduates from even going out into the job market in search of work after the program has ended.

Many of the trainees are reporting that no one has tried to help them receive employment after they graduated. After graduation they didn't know what to do with themselves and did the only thing that they knew; to go home and wait. For those who were able to get employment it was often a temporary type work and, in many cases, unrelated to their training.

Many trainees felt they had a very successful training program and were able to locate work within the area of their training soon after graduation. Their attitude tends to be very positive, and this is reflected in their views about training programs as well as their views about their own future.

IV. APPRAISAL OF THE PROGRAM

The critical question at this point of the analysis is, does the concept of Concerted Services really work? It would be imprudent to make an unqualified judgment at this point, but the evidence amassed by the evaluation team is beginning to indicate that Concerted Services is making a meaningful contribution--with respect to its objectives--that no other existing organization could or would make, with the possible exception of OEO's CAP organization.

This is not simply because the Coordinator is--as he was recently described by a school administrator--"a dedicated, energetic, and knowledgeable man." It is because of the "inherent" inter-organizational and intra-organizational dysfunctional forces that can retard, even prohibit, the efforts that can strike deeply at poverty.

Our final report will deal at length in identifying these dysfunctional forces and present an analysis as to how an agency such as Concerted Services can resolve or neutralize them. The criteria for measuring success can, and will, take many forms in the final report. But, in this interim report, the concrete entities of a new High School Vocational Education Program, a funded Vocational Skills Complex, 450 students in Adult Basic Education, 126 students through Manpower Training Programs, a new EDA Committee, and many others as yet unmentioned, demonstrate achievements that go a long way toward telling the story of Concerted Services in Sandoval County. We do not contend that Concerted Services was solely responsible for these programs, but we do feel that its contribution was significant in their development.

C O N C E R T E D S E R V I C E S

I N

A R K A N S A S

I N T E R I M R E P O R T

Vernon Smith, Evaluator
Denver B. Hutson, Consultant
John A. Rolloff, Consultant
Alvin L. Bertrand, Consultant

CONCERTED SERVICES IN ARKANSAS

I. THE CONTEXT OF THE PROGRAM

Until recently St. Francis County could be described as a rather rural, northeast Arkansas county. Its economy was based upon agriculture, primarily cotton. Forrest City, its county seat, served the surrounding trade area in a quiet, unpretentious manner.

Ten years ago a major industrial plant was opened in the county and the transition to a diversified economy began. It has continued as new industries have entered the area and older ones have expanded.

Three years ago the county was selected as the site for a new program entitled Concerted Services in Training and Education. St. Francis County was chosen because of its educational and employment needs and potentials on the basis of rather carefully specified qualifications. The willingness of local citizens to cooperate with state and federal administrators also figured in the decision. Local leaders saw the program as a method for coping with local problems and a stimulus toward a viable economy. Administrators of CSTE hoped that experiences in this county would be useful in developing strategies for directed change in other rural areas.

General Socio-Economic Data

Approximately 37,000 persons live within the county's 638 square miles. Between 1964 and 1966 the population of the county increased from 35,000 to 36,500 and the number of households from 8,620 to 9,040. Accompanying this change was the increase in total consumer spendable income and per-household spendable income; respectively, \$37,046,000 to \$47,341,000 and \$4,298 to \$5,237.

At the end of 1964, 49.2 percent of the households reported annual incomes of less than \$3,000 and 43.3 percent reported annual incomes between \$3,000 and \$9,999. By the end of 1966 these percentages had changed to 41.8 percent and 44.5 percent, respectively.

The total retail sales for the county during the three-year period increased from \$33,280,000 to \$38,612,000 whereas the total retail sales per household increased from \$3,861 to \$4,271 (Appendix A). A comparison of the difference between consumer spendable income per household and total retail purchases per household by year shows the residents of St. Francis County are in a better position financially in 1968 than in 1964. In 1964, \$437 of income remained after household expenditures for what can be considered as essential items, -- food, drugs, general merchandise, apparel, home furniture, automotive and service station services. The corresponding amount for 1966 was \$966. This indicates that today the residents have more money in their pockets for items less essential to subsistence.

Employment Information

The Forrest City Office of the Arkansas Employment Security Division, Department of Labor serves a five-county area: St. Francis, Lee, Prairie, Cross and Monroe Counties. For this reason most of the following employment information does not deal solely with St. Francis County. This, however, does not invalidate the statistics as indicators of employment activities in St. Francis County since the area is comparatively homogeneous and the Employment Security Office is located in Forrest City.

Employment trends for the Forrest City Employment Security Division Office (ESD) may be summarized as follows:

1. The effect of the Smaller Communities Study (SCS) during 1965 on the number of new applications has decreased to the point where it is no longer significant.
2. Fewer workers are needed on the farms with the result that the displaced workers are seeking employment in non-agricultural activities.
3. The number of non-agricultural job openings is increasing. Increases are due to the location of new industries in the area as well as the expansion of local plants.
4. With the openings of new plants and the expansion of several plants in the past several years the number of qualified local persons available for these new jobs has decreased. It is anticipated that a larger gap will appear between the number of openings received and the number of placements.
5. It is anticipated that the number of non-agricultural openings will increase whereas the number of new applications will decline. With the expansion of Warwick Electronics during 1968, it is further anticipated that the need for qualified employees available for placement will become even more critical than it is at the present.

Agricultural Activity

The economy of the five county area served by the ESD Office has traditionally been based upon agriculture. In the last few years several trends have served to de-emphasize agriculture as the basis for the economy of the area and as a source of employment.

With the coming of mechanization, abetted by enforcement of the minimum wage law, many agricultural workers have found themselves unemployed. Several other factors have also reduced the number of workers available for agricultural employment. Prior to the desegregation of the schools, the Negro schools operated on a split term. This practice permitted children to be available for farm work during the harvesting and planting seasons. The split term was abandoned in 1963 when the public schools were desegregated. Several people have indicated that this development caused a shortage of

workers that was acutely felt by farmers who had not yet mechanized. Furthermore, in Arkansas it is illegal to employ individuals under the age of 16. The enforcement of this law has further reduced the number of persons available to the agricultural labor market. These developments have temporarily ameliorated the problem of displaced farm workers. The minimum wage law and discontinuance of the split school term has resulted in large scale laying-off of women and children, but not adult males. Adult males can now work for a higher wage than ever before, but family income has decreased. Unskilled seasonal employment does exist; however, many persons are leaving the farm to find employment in the city.

Total Civilian Labor Force

The total civilian labor force for St. Francis County is increasing slightly. Of interest here is not this increase per se, but the evident change in the ratio of agricultural employees to non-agricultural employees. This information is presented in Table I.

Education

St. Francis County was divided into five school districts during the 1965-66 school term. The districts by number and name are as follows:

- #7 Forrest City
- #27 Hughes (One-fourth of this district is located in Crittenden County)
- #18 Palestine
- #28 Wheatley
- #53 County (This small Negro school district was incorporated into District 18.)

Distribution by age and race is computed every two years. Total enrollment during the period between the 1963-64 and 1965-66 school years increased by only 37 students (10,842 to 10,879); the non-white enrollment decreased by 105, whereas the white enrollment increased by 142 students.

TABLE I

Civilian Labor Force by Selected Months - St. Francis County

	<u>September 1965</u>	<u>September 1966</u>
Total Civilian Labor Force	11,325	11,475
Unemployment	300	400
Unemployment Rate	2.6	3.5
Employment	11,025	11,075
Agriculture	2,875	1,800
Non-agriculture	8,150	9,275
Domestic Service, Self employment, and Unpaid family workers	2,125	2,325
Manufacturing	2,350	3,000
Food	175	125
Lumber	125	125
Non-manufacturing	3,675	3,950
Construction	200	300
Public Utilities	450	475
Trade	1,300	1,300
Finance, Insurance, and Real Estate	175	175
Service	425	425
Government	1,075	1,225
Other	50	50

Source: The Arkansas Region XIII Cooperative Manpower Plan, Fiscal Year 1968. Data for 1967 are not available.

The number of graduates from the high schools is of particular significance. In Arkansas, school attendance is mandatory through sixteen years of age or completion of the tenth grade. The number of twelfth grade students (480) during the 1966-67 school term represented only 71 percent

of the number enrolled in the tenth grade (679) during the 1964-65 school term. Ninety percent of the seniors (431) in 1966-67 graduated from high schools. This number represented only 63 percent of the number present in the tenth grade (679) during the 1964-65 school year.

Professional Staff

Teacher salaries are increasing in the county but the turnover rate is described as a problem. The average salary of the teacher with the B.S. or B.A. degree increased from \$3,914 during the 1964-65 school term to \$4,500 during the 1966-67 school term.

The number of vocational teachers and guidance personnel remained constant at 19, although the total number of high school teachers increased from 324 to 337 between the school terms of 1964-65 and 1966-67. District 18 in 1966-67 employed 19 teachers but did not have anyone classified as a vocational education teacher.

II. CONTENT OF THE PROBLEM

This section briefly describes some of the major programs and agencies that the CSTE Coordinator has worked with in the area served by the program. They are in practically every case autonomous entities with their own objectives, personnel, and budgets. The following sections of this report trace ways in which the Coordinator has related Concerted Services to several of these programs and agencies. These then are the components in developmental change:

Smaller Community Survey

An Arkansas Employment Service mobile team of seven interviewer counselors, under the Smaller Communities Program of the U. S. Department of

Labor's Bureau of Employment Security, conducted a six-month survey (1965-1966) in St. Francis County soon after the inauguration of CSTE. The purpose was to assess the manpower need of employers and the education and training needs of individuals. In an effort to facilitate the gathering of information from widely dispersed county residents, the mobile team interviewed in 19 different communities. They operated out of county stores, churches, and other available facilities.

Over 3700 applicants were contacted, two-thirds of whom had not registered with the Employment Service local office in Forrest City. Of the 775 referrals, 308 persons were immediately placed in jobs. The results of the survey of manpower and other resources in the county were published by the Arkansas Employment Security Division.

Adult Basic Education

Adult Basic Education (ABE) has existed in St. Francis County for three years. Prior to the 1967-68 school term the program was funded by Title II of the OEO Act. Funds are now provided by the State Department of Education through the Department of Health, Education, and Welfare. Funds are provided for instructors, tests, and administrative costs. Two types of programs are offered in the community: AGE involves grades 1-8; General Educational Development (GED) involves grades 9-12. The term "conventional" ABE will be used to distinguish State Department of Education sponsored ABE classes from those programs that have other goals in addition to ABE or from those that offer services to a specific segment of the community.

Total participation in all ABE classes increased from 183 students in

1965-66 to 495 in 1966-67. Four-hundred-eighty students had received or were receiving some form of ABE on December 31, 1967. It was noted that whereas 1158 students have received ABE in the three-year period, only 626 received training in what can be considered "conventional" ABE classes. A total of 532 individuals received some form of ABE through other programs (General Education Development, MDTA, Title III-B, Title V and NYC). This indicates ABE has been offered to many segments of the community.

The ABE classes in the county are all offered on a racially integrated basis; however, de facto segregation exists. Practically all of the enrollees in the "conventional" ABE courses have been Negro. The ABE coupled programs have been more successful in attracting students from both races apparently because these programs are accompanied by some immediate monetary gain.

Prior to the 1967-68 school year, a counselor was not available for the ABE classes in any of the four school districts. During the current school year a "roving" counselor has been present in District 7. This person serves as a full-time counselor at an elementary school and works three hours per week with the ABE classes in the district. His specific role is to contact participants with low attendance and try to encourage them to return. The most frequently mentioned problem of truants is transportation.

Manpower Development and Training Act

The Manpower Development and Training Act (MDTA) was enacted in 1962. It is intended to reach the unemployed and underemployed, provide them with skills necessary for employment, and place them in full-time jobs. The MDTA program is administered by the U. S. Department of Labor. The local ESD Office directs and coordinates activity at the local level. A primary task

of ESD is identifying potential trainees and matching them with a shortage occupation. The State Department of Education then designs a program to train the previously identified unemployable person so that he is potentially employable in a specific occupation. When training is completed it is then the responsibility of the ESD to place the trainees.

Generally a training class has approximately 20 persons. Due to the dispersed nature of the rural population it is frequently necessary to go beyond county lines in order to secure a minimum number of trainees. With the exception of classes for Licensed Practical Nurses, all students have been recruited from the five-county area served by the Forrest City ESD Office. All of the classes have been taught in St. Francis County. The skill-training taking place in the county has been conducted under the regular vocational program. Training can be referred to as basic vocational training because the trainee has little or no knowledge of the skill when the training begins.

Appendix B lists by occupation all MDTA courses offered in St. Francis County since September 1, 1965. On the basis of these data it would appear that even though MDTA classes are offered to anyone qualifying within the five-county ESD region, the courses are particularly related to the needs of St. Francis County.

There has been one attempt to link a specific ABE class with an MDTA course. The original plan called for establishing a MDTA course in welding. A certain level of proficiency in mathematics is required in order to adequately complete such a course in welding. For this reason it was planned that students in the welding class would also participate in an ABE class that was established specifically for the welding course. The program

that was developed is considered a success by both the ESD Office and the CSTE Office.

Neighborhood Youth Corps

The Neighborhood Youth Corps has three major programs: an in-school program, and out-of-school program, and a summer program. The in-school program provides part-time work and on-the-job training for students of high school age from low-income families. The summer program provides these students with job opportunities during the summer months. The out-of-school program provides economically deprived school dropouts with practical work experience and on-the-job training to encourage them to return to school and resume their education, or if this is not feasible, to help them acquire work habits and attitudes that will improve their employability.

The students are not employed by a hiring unit of a sectarian or religious nature but rather by local, state and federal agencies. Students have received \$1.40 per hour since January 1, 1968.

A total of 75 students have enrolled in the St. Francis County out-of-school program. Fifty-eight of these enrollees were nonwhite. The number of participants in the in-school program from St. Francis County has varied from 181 in 1965-66 to 44 in 1966-67. Through December 31, 1967, there were 132 students in the program for the 1967-68 school term. Participation from St. Francis County in the summer program increased from 72 participants in 1966 to 105 in 1967.

Trade Extension

Trade Extension (TE) involves upgrading, updating, retraining, and self-improvement. It is designed for those desiring to improve skills

already possessed.

The State Department of Education provides funds for administration of the course. Each student is required to pay a tuition fee of \$5 per quarter and to purchase his books, supplies and related items. The community provides classroom facilities and equipment. The Crowley's Ridge School of Vocational-Technical Education has provided space, equipment, and staff whenever possible despite the fact that the school is not "officially" slated to open until September 1968. Teachers are paid by the Division of Vocational Education, State Department of Education.

At the present time the Crowley's Ridge School does not have sewage or water facilities. Chemical toilets and National Guard water tanks provide these very basic facilities. Because of this inconvenience, courses involving women or courses other than trade extension short-courses have not yet been offered at the school.

The proliferation of TE courses in St. Francis County is directly related to the work of Concerted Services. Only two courses had been offered in the county prior to the implementation of CSTE. Through fiscal year 1966-67, 266 trainees completed 17 TE courses. During the first half of fiscal year 1967-68, 386 trainees had completed TE courses. This latter figure does not include 96 trainees presently enrolled in courses in progress.

Several operational changes have occurred in the TE courses since their inauguration in February, 1966. Original classes were larger than present classes. Also, classes have been shortened in that they meet fewer times per week and for a fewer number of weeks. These changes were introduced in an attempt to increase trainee interest; administrators of the program feel that results have been successful.

Job Corps

The Job Corps (JC) is a program designed especially for disadvantaged youth between the ages of 16 and 21. The program is made possible by the Economic Opportunity Act of 1964 and is administered by the Forrest City ESD Office. Under this program the participants have the opportunity to leave an unsuitable environment and move to a new location for training. Each enrollee receives room and board, medical and dental care, work clothing, an allowance to buy dress clothing, and a monthly living allowance of \$30. In addition, each enrollee is given \$25 for support of dependents where applicable.

Participation in Job Corps activities has increased since it was first offered by the Forrest City ESD in February, 1965. During 1965 only 36 individuals were enrolled, but by 1967 the enrollment had increased to 145.

Title III-B

Title III-B (OEO Act) is a program providing for seasonally employed agricultural employees, displaced farm day-laborers, and other unemployed agricultural workers. An objective of Title III-B is to raise the educational level of the students to at least an eighth grade level. These students are simultaneously enrolled in industrial arts training (prevocational) so that they may be placed in permanent jobs, transferred into MDTA training or vocational schools in fields of their interest. The ultimate objective is permanent employment.

Participants receive a stipend of \$30 per week, plus \$5 for each dependent child with a maximum payment of \$40. Any person may attend on a

non-stipend basis so long as openings are available. The program is geared to a seven-month schedule.

The Title III-B school is located in the city of Wynne, Cross County, Arkansas. The Office of Economic Opportunity, located in Forrest City, is responsible for the two-county area of Cross County and St. Francis County.

The school opened in September, 1967. Only 22 of the 80 available openings were filled during the first month. Currently, however, 75 students are enrolled in the program: 63 males and 12 females. The racial composition is 8 whites and 67 nonwhites.

Twenty-five students have withdrawn from the program since the school first opened. Of these, ten left to accept employment (four students were placed by the school). The remaining 15 students generally blamed transportation difficulties as their reason for dropping out of the program.

The program's guidelines require that participants be adult heads of households. This requirement is reflected in the age range of the students 22 to 45. The average age is 33.

The Title III-B school has received 12 slots in the forthcoming MDTA programs in body and fender, and welding. Plans call for moving the more advanced students into these programs. This is a result of planned program linkage.

Health Services

Forrest City Memorial Hospital, which opened in 1958, is the major hospital in the St. Francis, Cross and Lee County area. Its facilities include 102 beds and 25 bassinets. On January 1, 1968 the total staff numbered 213.

The staffing pattern has been described as constant for the past few years. During 1966 staff size ranged from a low of 204 to a high of 213.

The low during 1965 was 190. A hospital administrator reported:

It is almost impossible to get professional staff to come out here. . . .The only way to hire a Registered Nurse is to find one whose husband has moved to the area. We, to a degree, are still filling positions allocated when we opened. Despite this, we are much better off in terms of staff than most hospitals. The annual turnover is less than 2% and this is damn good. Having the LPN School here is one of the main reasons we keep a fairly adequate nursing staff. No hospital will ever have maximum nursing staff but it can approach adequacy and we approach adequacy.

There are eleven doctors of medicine in the county. Ten reside in Forrest City and are on the staff of the hospital. One lives in Hughes (26 miles from Forrest City) and acts as a consultant on the staff.

On the basis of discussions with hospital personnel and analysis of figures, the major problem seems to be one of space. The hospital has only 102 beds yet during the month of January (1968) the hospital had a resident population of 101 patients twice and 99 patients once.

There are five dentists in St. Francis County. All of them reside in Forrest City.

Information obtained from the Smaller Communities Study and the Office of Economic Opportunity Summer Head Start Program indicates some of the general medical and dental needs of the county. The 1967 Summer Head Start Program enrolled 1116 children. Of the 931 examined, 374 were found in need of some form of medical treatment. Two hundred seventy-nine were treated. Eight hundred sixty-one were examined for dental needs. Two hundred thirty requiring treatment were actually treated but only seventy completed treatment.

The Smaller Communities Study of 1965 further indicates a need:

	<u>Yes</u>	<u>No</u>
Ever visited health nurse	489	1158
Nurse ever visited you	130	2109
Immunizations	891	1324

The present Public Health Nurse came to St. Francis County in 1965. At that time her staff consisted of one clerk. With the addition of a second registered nurse in December 1966 services were expanded. The staff has increased from three in December, 1966 to seven in January, 1968. A principal result of staff expansion has been an increase in the type and number of clinics offered to county residents:

Forrest City Immunization Clinic - has remained constant at one clinic per week since before 1965.

Area Immunization Clinic - expanded from one to three per month in 1967.

Crippled Children's Clinic - expanded from one to three per years in 1967.

T. B. Chest Clinic - expanded from one to two per month in 1967.

Family Planning Clinic - first started with one clinic per month in early 1967 and expanded to two per month in 1967.

Some St. Francis County residents utilize the services of a midwife to deliver babies. Public Health Nurse officials view midwives as a "necessary evil." There are presently six registered midwives in St. Francis County. There were twenty-two midwife deliveries during 1967. This is a decrease from 1965 when nine midwives delivered 29 babies.

The Family Planning Clinics have not been offered a sufficient time to have an effect on the birth rate. It is felt, however, that within five years the birth rate, which has remained constant the past five years, will decrease radically due to the cumulative effect of services offered. Last year approximately 100 Intra-Uterine Devices were inserted and more are expected this year. It should be pointed out that this service is new to the county and close cooperation exists between the Public Health Nurse for OEO and Public Health Department. Nonwhite participation in Family Planning Clinics has increased from less than 50 percent to approximately 75 percent.

Public Welfare

The number of recipients in St. Francis County has increased in every classification. The population has also increased but, based on Department of Welfare statistics, the percent age of the estimated population in St. Francis County receiving welfare assistance increased from 8.7 percent in June, 1966 to 10.2 percent in June, 1967. The corresponding figures for the State of Arkansas were 5.6 and 5.9 percent. The total number of welfare recipients in St. Francis County increased 13.3 percent between fiscal years 1966 and 1967 and the amount of assistance received increased 24.3 percent. Major problems involve families with dependent children and the aged.

Title V, (office of Economic Opportunity Act of 1964), commonly referred to as the work experience program, seeks to raise the employability of needy adults. It is designed to assist unemployed parents of dependent children including actual as well as potential

recipients of public welfare assistance. Grants are made to the St. Francis County Welfare Department for projects at the community level. The program in St. Francis County was funded for the period April 1, 1966 through May 31, 1967. During this period a total of \$99,611.39 was expended and a total of 99 trainees were certified. The most trainees at one time was 79. Of the 99 trainees involved in the program during the period it was operational, 31 are no longer on the welfare rolls.

Community Development

Two perspectives are evident among the leaders in St. Francis County. One can be described as generalized (county or city oriented) and the other as particularized (neighborhood or small town oriented). With the exception of Forrest City, leaders of the towns and communities in St. Francis County have a particularized perspective with respect to community development and problems. They see things in terms of needs of the small towns rather than in terms of the needs of the county. These leaders are usually owners of large farms, implement company owners, educators, and ministers. They may serve on county-wide committees and boards but, again, their attitudes tend to be more particularized than those of Forrest City leaders.

Within Forrest City, both perspectives are evident. As one would expect the generalized attitude is more prevalent among county officials and individuals who work for agencies or who serve on community-wide committees. Persons from Forrest City affiliated with county-wide programs seem to have a greater awareness of county

problems and the relationship of these problems to their town than do individuals from the small towns in the county. This generalized attitude varies in specific applications. For example, the Farmer's Home Administration carries on county-wide activities but they are very specifically defined. On the other hand, the MDTA Manpower Committee is county-wide in scope but its objectives are broader.

Voting patterns bear upon the problem of community development. Within the last few years Negroes have begun to register in large numbers. There has been no evident overt conflict with the increase in Negro voter registration. In 1967 a Negro ran for membership on a school board and, while overt racial conflict did not occur, the largest turnout of white voters for a school board election in history was recorded. The Negro was defeated.

An attempt to bring the small farmer and the Negro into the decision-making process is being undertaken. The Coordinator of the CSTE program stated that "to be a success we must find the leadership, because we don't do the work." Committees such as the MDTA Manpower Committee, the OEO Advisory Committee, and the CSTE Advisory Committee have minority group members. On the basis of discussions with members of these committees and from personal observation, it is felt minority group members and small farmers are making their presence known.

Even though the primary role of CSTE is in the areas of training and education, many programs not specifically related to training and education are nevertheless instrumental in determining the success or failure of an education or training program. For example, the Day

Care Center cares for the children of mothers wishing to work or participate in any one of the various training programs. Its operation thus serves to facilitate other training and employment activities.

The March 31, 1968 CSTE Quarterly Report. (Appendix D) lists the various supportive services in which CSTE has become involved to facilitate training and education programs in the area. Involvement of CSTE in these programs has ranged from minimum contact with the Forrest City Public Housing Authority (PHA) to a major involvement with the city of Hughes.

Prior to the hiring of a Director of the Forrest City PHA, the CSTE Coordinator attended meetings of the PHA in the event he could be of assistance. He remarked:

I didn't contribute much. Housing is in a poor state of affairs and I felt there might be some contribution I could make. When they hired an executive I quit going to the meetings and started working directly with him.

In order to qualify for Housing and Urban Development (HUD) funds, it is necessary to complete a general data form (approximately 40 pages). The CSTE coordinator and the PHA director worked for two days completing this form. The CSTE coordinator provided data, helped organize the information, and assisted in the actual writing of a proposal. As a result of their efforts, Forrest City is now qualified to apply for HUD funds which may be utilized for low cost housing projects.

Major involvement of Concerted Services with the town of Hughes grew out of a request by their representatives to assist in collecting information necessary for inducing an industry to locate

in the area. Subsequently the CSTE Coordinator accompanied a delegation from Hughes to Little Rock to see the Arkansas Industrial Development Commission AIDC). AIDC provided the group with an outline of information most industries need in determining feasibility of an area as a site for an industrial plant. General data dealing with manpower in the area, (i.e., size of labor force, skills available, etc.) were collected and put in report form by the CSTE office for presentation by the Hughes group to industrial prospects.

In order to prepare this survey, the CSTE Coordinator worked in close cooperation with the Forrest City ESD office. He was able to put the Hughes group in contact with a representative of the Research and Analysis Section of the Arkansas Department of Labor. This representative was present at a meeting with an industrial prospect in Hughes. Later the CSTE Coordinator accompanied the director of the Hughes Chamber of Commerce, the mayor of Hughes and the chairman of the Hughes Industrial Commission to Chicago to explain manpower resources in the area to an industrial prospect that had expressed interest in Eastern Arkansas as a possible industrial site. The CSTE office received information on this particular industry's manpower needs, returned to Forrest City and began writing programs for developing skills needed by the prospect. Training programs for workers would have taken place through Trade Extension and MDTA. In this case the plant was not located in Hughes due to cheaper electrical rates in another state. However, the Coordinator's efforts serve to illustrate the type of linkage with the community.

A specific listing of the contributions of CSTE to each of the activities found in Appendix D is beyond the scope of this presentation. References will be made to further contributions of CSTE to various programs in the following sections of this paper.

III. EFFECTS OF THE PROGRAM

The specific effects of CSTE are difficult to appraise because many of the activities that have the greatest impact on training and education occur behind the scenes. For example, on April 24, 1968 the Coordinator of CSTE met with the Director of Crowley's Ridge Vocational-Technical School to discuss the feasibility of a linked education and training program that would involve two distinctive educational programs (General Educational Development and ABE), a vocational education school, and money from three different funding sources.

The program would involve heads of households and operate on a part-time basis so that participants might work while participating in the program. The possibility was discussed of getting stipends from the Concentrated Employment Program (CEP for the unemployed participants. Theoretically, a student would enter an ABE class and receive training in the basic fundamentals (reading, writing, and arithmetic). The aim would not be an attempt to bring about general eighth grade proficiency in any particular subject area, but rather to teach the students those things necessary to prepare them for a particular occupation or vocation.

The Coordinator of CSTE remarked:

Not every page will be covered in the math book but just that which is necessary for reading blueprints or measuring things. Students will receive classroom instruction in such areas as English (how to interpret written and oral instructions like a boss would give) and Human Relations (how to get along on the job).

At this point the students would be ready to enter vocational training classes at the Crowley's Ridge Vocational-Technical School and at the same time be required to attend classes in General Educational Development. The students would have a job orientation and obtain a high school degree. Rather than set a time limit for completion, the course will be individualized to meet the unique needs for each student.

Because there were only three people present at this meeting--the CSTE Coordinator, the Director of the Vocational-Technical School, and the evaluator--it is doubtful that many community leaders will become aware of the involvement of CSTE in the development of this program. This example is by no means unique.

On March 26, 1968, the Coordinator of CSTE met with the Education Committee of the East Arkansas Agricultural Cooperative Council to plan a workshop to co-op managers and boards of directors to receive training in administration of farm co-ops. The council is composed of representatives from cooperatives in five counties. The Coordinator assisted in the program planning, publicity, and served as liaison between the council and instructors at the University of Arkansas. If the workshop materializes, it will make for greater efficiency in the administration of farm co-ops throughout the area.

Perhaps the effects of the CSTE program can best be illustrated by way of follow-up statistics on students of the various programs CSTE has assisted.

MDTA - Employment effective March 31, 1968, in MDTA is as follows: Of 291 people that have completed MDTA training, 239 or 82.1 percent, are gainfully employed.

Title III-B - This program is designed to raise education level, provide work, upgrading, and training for displaced agricultural workers. Total cumulative enrollment is 114 and present enrollment is 56. Of 58 terminations since the program began in September, 1967, 27 are now employed full-time or taking MDTA training.

NYC Out-of-School - This program is designed to raise educational levels, provide work station training, and lead to year-round employment. A total of 247 have been placed on the payroll since October, 1966. 72 are presently employed. Of the 175 terminations, 98 are presently employed or have entered more advanced training programs for which they were previously unqualified.

The following case studies of trainees who have had contact with programs assisted by CSTE give insight into what training can do for persons living in rural areas:

MDTA

28 years old - married - 2 children - farm background - no skills Referred to and graduated from MDTA "Auto Mechanics" course. Later secured loan from Small Business Administration and has been successfully self-employed for several years. Without this training and assistance, he feels he would probably be a farm laborer.

Veteran - 9th grade dropout - married - one child - 33 years of age - only experience was in unskilled jobs out of home area. Completed MDTA "Electronic Technician" course; then referred to television manufacturing company at \$2.12 per hour. Now employed as "analyzer" at \$2.67 per hour.

A smaller community applicant whose only experience was as a domestic in private homes at \$4.00 per day. Was referred to and successfully completed training as licensed practical nurse. Now employed at local hospital at \$1.45 per hour. Will soon take state examination which will qualify her for \$300 per month.

Age 26 - high school dropout - married - one child. Former unemployed "Punch Press Operator." Referred to and completed Electronic Technician course and was immediately placed at Warwick Manufacturing Company at \$1.60 per hour. Now earning \$2.67 per hour.

NYC

19 years of age - support of mother and three sisters - 9th grade dropout - experience only as car washer and similar jobs. Completed one year of NYC (pipeline repair), then referred to MDTA training for basic education and welder. A Smaller Community applicant, he will soon complete training and employment is certain at \$2.20 per hour.

Short descriptive statements such as the above are interesting, but to grasp the full meaning of Concerted Services' involvement in training programs in St. Francis County, the following letter written to the CSTE Coordinator is particularly revealing. It was dated January 15, 1968 and was sent by the NYC project director.

I should like to take this opportunity to thank you and your staff for another job well done. Last October 3, 1967, a school for nurse's aides was started at Forrest Memorial Hospital. Out of this school we have twelve (12) Neighborhood Youth Corps enrollees permanently employed. I would like to tell you about one of the students.

John Doe is a 21 year old, Negro male. His father is a displaced farm laborer who now works on a garbage truck for Forrest City Sanitation Department. His mother is a former farm laborer and is not working at the present time. This family of eight (8) was living in a three room house in the Sun Rise Community and had an income of \$2,000 per year.

John dropped out of school in the ninth grade to help the family income. He worked as a farm laborer and as a sawmill worker until the work phased out.

John was enrolled in the NYC Out-of-School program on November 4, 1966. With the aid of Employment Security Division testing, NYC counseling and remedial education classes, John showed an aptitude and desire to be a hospital orderly.

With the combined efforts of Concerted Services, Crowley's Ridge Vocational-Technical School, Employment Security Division, and the Neighborhood Youth Corps, a nurse's aid training program was started at the Forrest Memorial Hospital on October 3, 1967.

John graduated from this training class on November 23 and was employed at the hospital as an orderly. He is now married and has two children. His wife is a former NYC enrollee and also is permanently employed as a nurse's aide.

This is one of many people helped by the combined efforts of several agencies, coordinated by Concerted Services in our two-county CAP area.

It is difficult to measure quantitatively the impact of CSTE on any given program. Operationally, CSTE provides information and assistance as needed and coordinates activities of different agencies in such a fashion as to bring about greater efficiency, impact and outreach. It is not the responsibility of CSTE to administer any program. For these reasons one cannot say that CSTE is the direct cause of any given student finding full-time employment but one can say that CSTE facilitates achievement of this goal.

The purpose of CSTE, as implied in its name and stated in its objectives, is to provide information and assistance as needed and coordinate activities of different agencies in such a fashion as to bring about greater efficiency, impact and outreach in the areas of education and training. It should not be assumed, however, that CSTE is not involved, or has not been involved, in other areas of the community; these other areas are considered supportive to education and training.

Interviews with community residents, both leaders and non-leaders, revealed that many residents seem to be unaware of the specific aims of

of CSTE. An initial reaction to this statement might be negative, but as one respondent said to this writer, "You have known me for five months. We have discussed my program and its involvement with CSTE, but just how much do you actually know about it?" After a brief discussion of his particular program, he continued:

The fact that you know anything about the program is unusual. No one really knows what I do, and to tell you the truth, no one really cares. This is also the attitude held toward Concerted Services. It is very normal for even leaders to be unaware of the functions and aims of an organization or agency in the community.

Nonetheless the degree of ignorance regarding CSTE is somewhat surprising.

The mayor of one community reported:

The director of CSTE came to see me just right after he was hired. He probably has been down here (in the county) since but I don't know. I have no idea (what the intended purpose of CSTE is). I don't see where it does anything. Looks like a fat payroll and that's all. He said they're supposed to coordinate these agencies, but I can't see where there's been any effective action at all. We've never received any help from his office or asked for it.

A relevant question at this point is as follows: "Would this respondent ask for assistance from CSTE if he were aware of its aims and purposes?" In other words, is this seeming lack of knowledge affecting the efficiency and effectiveness of CSTE?

As previously stated, Concerted Service's primary responsibility has been in the area of training and education. In St. Francis County this involves the Employment Security Division Office and Crowley's Ridge Vocational-Technical School. Frequently overlooked, but also involved in the area of training and education, is the Office of

Economic Opportunity and the vocational programs of the public schools. The director of the local OEO office, the East Central Arkansas Economic Opportunity Corporation, had this to say regarding CSTE and the Coordinator:

At the outset of OEO, the Coordinator of CSTE had been in business for a few months and he had made some contacts in Washington concerning funding, release of funds, and project approval. Can't be specific about his getting project approval (for us), but we opened in 1966. We had complied with all requests made by OEO but 60 days after project approval we had not received our funds. Mentioned this to the Coordinator and he voluntarily called his people in Washington and asked them to look into it. He urged them to see people in charge. This had to be done twice and after the second time the funds were released. Haven't had funding difficulties since then.

Information obtained in the Smaller Communities Survey was used (by our office) for setting up a contact file on low income people in the county. On MDTA programs we've coordinated in terms of recruiting and advising (referring) people for training.

Directors of the Crowley's Ridge Vocational-Technical School and the Employment Security Division Office were equally complimentary of CSTE.

The Director of the OEO Title III-B School, operating in the city of Wynne, Cross County, Arkansas commented:

Without the director of CSTE there would be no school. He helped write the proposal for the school and helped locate money to pay teacher salaries when the funds that would normally cover this did not arrive on time.

These statements indicate that even though many community influentials and some agency administrators are unaware of the specific aims of CSTE and its accomplishments, the program is facilitating the development of programs that bear upon education and training. Leaders in these areas are aware of the purpose of Concerted Service and are making rather full use of its services.

APPENDIX A

General Economic Profile - St. Francis County

	12/31/64	12/31/65	12/31/66
Population (000's)	35.0	36.3	36.5
Households (000's)	8.62	8.94	9.04
Consumer Spendable Income			
Total (\$000)	37046	42345	47341
Per Household (\$)	4298	4737	5237
Percent Distribution of			
Family Income			
Less than \$3000	49.2	45.4	41.8
\$3000-4999	27.1*	18.9	18.4
\$5000-7999	16.2**	17.9	12.8
\$8000-9999		7.5	13.3
\$10000-14999	4.2	6.0	7.9
\$15000 or more	3.3	4.3	5.8
Retail Sales			
Total Retail Sales (\$000)	33280	37187	38612
Per Household (\$)	3861	4148	4271
By Selected Store Type			
Food (\$000)	8052	9093	9031
Drug (\$000)	689	735	753
Gen. Mdse. (\$000)	1791	1948	2039
Apparel (\$000)	2010	2222	2359
Home Furniture (\$000)	1646	1903	2064
Automotive (\$000)	5841	6799	6778
Service Station (\$000)	2984	3309	3316
Passenger Cars	10.68	11.03	11.45
Television Sets			
Est. Household with T.V.	6800	7510	7500
Percent of Households			
with T.V.	79	84	83

* \$3000-5999

** \$6000-9999

Source: Standard Rate and Data Service Consumer Market Data 1965; 1966; 1967.

APPENDIX B

Manpower Development and Training Act: 1965 - 1968

Occupation	Project Number	Date Started	Date Ended	Number Entered	Number Completed	Number Employed
Licensed Practical Nurse	R 5015-2	2-22-65	2-21-66	20	15	15
Operating Engineer	R 6001	9-7-65	3-4-66	20	16	9
Carpentry, Rough	R 6024	1-10-66	9-16-66	20	13	10
Electronic Technician	R 6029-1	2-21-66	5-13-66	20	17	14
	R 6029-2	2-21-66	5-13-66	20	16	14
	R 6029-3	5-23-66	8-12-66	20	17	17
	R 6029-4	5-23-66	8-12-66	16	9	7
	R 6029-5	8-22-66	11-11-66	19	15	13
	R 6029-6	8-22-66	11-11-66	14	10	6
Licensed Practical Nurse	R 6036	12-13-65	12-13-66	20	14	13
Licensed Practical Nurse	R 6041	5-16-66	5-12-67	20	14	6
Farmer General	R 7017-1	12-5-66	12-1-67	20	20	na
	R 7017-2	12-5-66	12-1-67	20	20	na
Licensed Practical Nurse	S 7028	2-13-67	2-12-68	20	na	na
Welder, Combination	A 7105-1	2-6-67	9-15-67	15	11	7
	A 7105-2	2-6-67	9-15-67	17	7	4
Stenographer	A 7135	3-20-67	7-28-67	21	11	7
Television Receiver Analyzer	A 7144-1	3-6-67	6-2-67	15	9	5
	A 7144-2	3-6-67	6-2-67	15	9	3
	A 7144-3	6-5-67	8-25-67	15	12	na
	A 7144-4	6-5-67	8-25-67	15	8	na
	A 7144-5	9-5-67	11-22-67	15	15	na
Licensed Practical Nurse	A 8088	10-7-67	10-1-68	20	na	na
TOTAL				432	297	150

na: Not available

Source: CSTE Office Records; MDTA Files; ESD Records

APPENDIX C

CONCERTED SERVICES IN TRAINING AND EDUCATION
Advisory Committee Meeting
First National Bank of Eastern Arkansas Meeting Room
2:00 p.m., April 23, 1968

A meeting of the Concerted Services in Training and Education Advisory Committee was held on Tuesday, April 23, 1968, at 2:00 p.m. in the Community Room of The First National Bank of Eastern Arkansas, Forrest City. The purpose of this meeting was threefold; (1) review Concerted Services in Training and Education quarterly/cumulative report, (2) discuss programs in progress, and (3) talk about planned or proposed programs.

Those persons in attendance were:

Mr. Garland Greene, St. Francis County Agent, Extension Service, Forrest City
Mr. Ralph E. Jones, Arkansas Vocational Rehabilitation Service, Forrest City
Mrs. E. E. Norman, Farmers Home Administration, Forrest City
Mr. John Knox, St. Francis County Supervisor, Farmers Home Administration,
Forrest City
The Honorable Sonny Hamilton, Judge, St. Francis County
Mr. John Clark, Director, East Central Arkansas Economic Opportunity Corp.,
St. Francis and Cross Counties
Mr. Herschel Smith, Field Coordinator, East Central Arkansas Economic Opportun-
ity Corporation, St. Francis and Cross Counties
Mr. George Baskin, ESD Manager, Forrest City Office
Mr. Vernon Smith, Concerted Services Research Project, Forrest City
Mr. Gazzola Vaccaro, Jr., Vaccaro-Grobmyer Lumber Co., Forrest City
Mr. Walter G. Prewett, Administrator, ESEA Program, Forrest City
Mr. Willard Whitaker, Contractor, Madison
Mr. William Irving, Superintendent of Schools, Forrest City
Mr. William Fogg, KXJK Radio Station, Forrest City
Mr. Conway Wilson, Director, Crowley's Ridge Vocational-Technical School,
Forrest City
Mr. H. P. Hargis, State Supervisor of T & I Manpower Division, D/Education,
Little Rock
Mr. Knox Kinney, Lawyer, Forrest City
Mr. Dwayne Couchman, CSTE Assistant Director, St. Francis, Cross, and Lee Cos.
Mr. Ed Henderson, CSTE Director, St. Francis, Cross, and Lee Cos.
Mrs. Elizabeth Alpha, Secretary, CSTE, Forrest City Office

Handout materials were distributed including CSTE quarterly/cumulative report, follow-up studies on enrollment and employment of persons in three outstanding programs, objectives and flow chart of Concerted Services Project.

Mr. Henderson opened the meeting by introducing staff and guests.

The first major discussion was the CSTE quarterly/cumulative report by Mr. Couchman. The cumulative portion covered a 30 month activity period since the initiation of the Concerted Services Project in October, 1965.

Highlights of the report were the Smaller Communities Survey statistics with emphasis on placements; MDTA Programs presently in progress with cumulative enrollments and completions; and steady increases showing in Adult Basic Education and Trade Extension upgrading classes. Three Neighborhood Youth Corps (In-School, Out-of-School, Summer) Programs were briefly reviewed. Discussions of local Community Action Agency centered around the Head Start and the Title III-B Program for displaced farm workers. Vocational Rehabilitation in-service cases were also briefly discussed. The last four pages of the report were referred to as supportive activities with which CSTE has been affiliated.

The second major group discussion was in reference to the follow-up sheet in the three key projects in the county. It was noted that most of the trainees completing courses remained in the county because training was initially based on the local labor market, therefore, resulting in local placements. To reach a particular group of people, it has been found necessary to employ several resources; for example, the III-B Program which involves ESD, D/Education, OEO, and CSTE. Terminations based on attitude or poor attendance were noted to be at a minimum.

Mr. Henderson briefly explained that CSTE is still a pilot project with research presently being carried out by North Carolina State University. Objectives and flow chart were scanned. Expansion of this Project has recently moved into two additional counties, Cross and Lee; the idea being to broaden the base which is all important to this rural oriented program.

Lastly, the three outstanding proposed programs were discussed. The first of these programs, Cooperative Area Manpower Planning System (CAMPS), involves the six counties of the Delta Area of Eastern Arkansas. Eight departments of government are working together on an area training plan which becomes a part of the State plan. Hopefully, planning can be attained in a systematic and orderly way.

The second of the proposed programs is known as the Concentrated Employment Program (CEP). A 14 county Eastern Arkansas area will be participating in this new program. The program has not been written as yet, however, planning moneys will be available quite soon. Approximately \$2,000,000 is designated for Arkansas to bring about training and education resulting in jobs for trainable persons. ESD is the prime sponsor of CEP in the State, and it is planned that Concerted Services will be the coordinator of the manpower component of the project.

The third proposed program was the renewal of the Title III-B Program for displaced farm workers.

Mr. Henderson concluded that a great deal of activity had taken place with positive results. He opened the meeting for discussions and suggestions.

Questions were asked concerning general upgrading of trainees resulting from training; evaluation results of the CSTE Project; source of statistical information for reports; achievement of trainee motivation; inclusion of women in ABE and pre-vocational training programs; and inquiries as to who writes various programs.

It was agreed that our primary problem was lack of adult basic education. Suggestions were made that the older workers (heads of households) become involved in training programs; i.e., Green Thumb.

Meeting was adjourned at 3:25 p.m.

APPENDIX D

CONCERTED SERVICES IN TRAINING & EDUCATION, Quarterly Report for January,
February, and March 1968, and Cumulative Report from October 1, 1965 through
March 31, 1968 Eastern Arkansas Project

MANPOWER SURVEY
(Smaller Communities Survey)

SCS Follow-Up Activities for January, February, March 1968

Number contacting local office - - - - -	472
Counseling interviews - - - - -	45
GATB's - - - - -	21
SATB's - - - - -	24
Proficiency tests - - - - -	18
Job referrals - - - - -	60
Placements - - - - -	29

SCS Cumulative Activities through March 31, 1968

Number contacting local office - - - - -	5,692
Counseling interviews - - - - -	782
Tested - - - - -	1,678
Referrals - - - - -	1,039
Placements - - - - -	461

SCS Training Cumulative through March 31, 1968

	<u>Referred</u>	<u>Entered</u>
MDTA - RAR - - - - -	70	66
Job Corps - - - - -	40	36
NYC - - - - -	127	125
College Work Study - - - - -	2	2
Title III-B - - - - -	17	17

MDTA & RAR

Training in Progress on March 31, 1968

	<u>No. Trainees</u>
Nurse, Licensed Practical (Clinical Phase) - - - - -	20
Welding Combination - - - - -	20

Total Training in progress on 3/31/68 - - - - - 40

MDTA - RAR Culumative through March 31, 1968

<u>Approved Projects and Enrollment</u>	<u>Initial Enrollment</u>	<u>Completed Training</u>
13 Projects (25 Sections) 460	431	303

CSTE Report

March 31, 1968

 ADULT BASIC EDUCATION

Enrollment during school year 1965 - 66 - - - - -	183
Enrollment during school year 1966 - 67 - - - - -	495
Enrollment during school year 1967 - 68 - - - - -	504
Lincoln Sr. High School - - - - -	32
Eldridge Butler School - - - - -	44
Evans Elementary - - - - -	45
DeRossitt School - - - - -	36
St. Andrews - - - - -	21
Title III-B - - - - -	114
Out-Of-School NYC - - - - -	59
Lincoln Sr. High School (GED) - - - - -	72
Mildred Jackson School, Hughes - - - - -	81
	504
Total cumulative Adult Basic Education enrollment - - - - -	1,182

VOCATIONAL EDUCATION

Home Economics Department

Total cumulative as of 3/31/68 - - - - -	81
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Trade Extension

Trade Extension completed during fiscal year 1966-67 - - -	266
Trade Extension completed during fiscal year 1967-68 - - -	489
Trade Extension in progress 1/1/68 through 3/31/68 - - - -	158
Blueprint Reading (1/2/68)	12
Shorthand (1/2/68)	8
Typing (I), (1/2/68)	15
Welding (1/2/68)	14
Typing (II), (1/17/68)	22
Radio and Communication (1/22/68)	10
Drafting (2/19/68)	17
Drafting (2/19/68)	18
Automobile Tune-Up (3/4/68)	7
Typing, Wynne (3/11/68)	25
Nurses Aide (2/26/68)	10
	158

Total cumulative Trade Extension enrollment - - - - -	913
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NEIGHBORHOOD YOUTH COPRS

NYC In-School Program

In-School, 1965-66	- - - - -	181
In-School, 1966-67	- - - - -	44
In-School, in progress 1/1/68 thru 3/31/68	- - - - -	150
3-county area 1/1/68 thru 3/31/68		
St. Francis County	- - - - -	66
Cross County	- - - - -	46
Lee County	- - - - -	38
		<u>150</u>

Total cumulative NYC In-School Program - - - - - 375

Summer NYC Program

NYC Summer Program, 1966	- - - - -	72
NYC Summer Program, 1967	- - - - -	105

Total cumulative NYC Summer Program - - - - - 177

Out-Of-School NYC Program - 4-county area

Out-Of-School NYC Program, 10/66 thru 12/67	- - - -	175
Out-Of-School NYC Program, 1/1/68 thru 3/31/68	- - -	72
St. Francis County	- - - - -	32
Cross County	- - - - -	27
Lee County	- - - - -	2
Crittenden County	- - - - -	13
		<u>74</u>

Total cumulative Out-Of-School NYC Program for 4-county area from 10/66 thru 3/31/68. Program began 10/66 - - - - - 247

Work Training in Industry (Approved for 20 slots, no. placed - 4)

COMMUNITY ACTION AGENCY, OEO

Head Start

Summer Head Start, 1966 (St. Francis County)	- - - -	903
Summer Head Start, 1967 (St. Francis County)	- - - -	726

Total cumulative Head Start, 1966 - 1967 - - - - - 1,629

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COMMUNITY ACTION AGENCY, OEO - Continued

College Work Study

St. Francis Co. College Work Study 1966 - - - - -	28
St. Francis Co. College Work Study 1967 - - - - -	17
Total cumulative College Work Study, 1966 - 67 - - - - -	45

NYC - Refer to NYC Section of Report

<u>Neighborhood Action Councils Organized</u> - - - - -	8
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<u>Neighborhood Resident Workers, St. Francis Co., Corss Co.</u> - - - - -	3
St. Francis County, Resident Workers - - - - -	2
Cross County, Resident Workers - - - - -	1

<u>Neighborhood Service Centers, funded 6/67, St. Francis and Cross Counties</u> - - - - -	5
St. Francis County Service Centers - - - - -	2
Cross County Service Centers - - - - -	3

<u>Title III-B (Displaced Farm Workers) - approved for 80 slots</u>	
Total enrollees - - - - -	114
Total trainees as of 3/31/68 - - - - -	56

Young Citizens Camp, July '67

Total participants, St. Francis County - - - - -	31
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Other Training and Education Programs

Nutrition and Budgeting - - - - -	80
Sewing - - - - -	24
Basic Reading - - - - -	14
Total other Training and Education Programs - - - - -	118

<u>Proposed Project: OJT Training Program</u> - - - - -	40
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JOB CORPS

Local Employment Security Division Office has had a cumulative total of 299 enrollees with 20 enrollees as March 31, 1968. This office serves a five county area.

VOCATIONAL REHABILITATION

Total number of in-service cases 3/31/68 - - - - -	35
St. Francis Co. - 20, Lee County - 7, Cross County - 8	

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WELFARE**Work Experience and Training Program**Total number of persons certified 4/1/66 thru 3/31/68 - - - - - 99

**ELEMENTARY & SECONDARY
EDUCATION ACT**ESEA Programs are functioning in St. Francis,
Cross, and Lee Counties

HOUSINGCity of Forrest City, St. Francis County, approved
for 200 PHA units.City of Hughes, St. Francis County, approved for
40 PHA units which are now under construction.

Self help housing project in Cross County.

Nine County Workshop held in Forrest City on
11/30/66 concerning FHA Low Rental Units, Day Care
Centers, Housing for the Elderly, and Neighborhood
Facilities Grant.Information from Smaller Communities Survey con-
cerning heads of households was placed in the hands
of FHA. FHA has been in contact with 20 of these
families concerning primarily home improvement loans
in the Wheatley area as water/sewer facilities are
being developed.

WATER/SEWER SYSTEMSRural Development Authority appointed by County
Judge in St. Francis, Lee and Cross Counties.
All three counties have planning proposals underway.

Wheatley water/sewer project is under construction.

Widener received loan-grant for city water supply
system. FHA approved loan-grant in August 1967.
Bids have been received for this project. Project
is now nearing completion.Hughes has received grant for Water Pollution
Control Board to upgrade sewer system.Colt and Palestine projects are in the development
stages.

BUSINESS & INDUSTRIAL DEVELOPMENTS

EDA Project funded in June 1967 for access roads to Forrest City Industrial Park and water/sewer facility for Crowley's Ridge Vocational-Technical School. Vote to approve 1-mill tax called in Forrest City on 11/14/67. This 1-mill tax was passed in city election, 11/14/67.

Information from Manpower Inventory and Economic Base Report used for presentation to industrial prospect in Hughes in September 1966, October 1967, and Nov. 1967.

Wide distribution has been made of St. Francis County industrial brochure by Forrest City and Hughes Chambers of Commerce.

Major Equipment Co., Inc., has located in Forrest City using 2 OJT slots in training initial personnel. Total employment for this firm is estimated at 15.

RECREATION FACILITY

Village Creek Project, located in Crowley's Ridge between Wynne and Forrest City, has progressed with a feasibility study.

1. Survey for dam site completed by Soil Conservation Service.
 2. Wynne and Forrest City Chambers of Commerce, Wildlife Associations of St. Francis and Cross Counties combined resources to purchase the services of a consulting engineers firm to make borings and soil tests. These tests indicated the dam to be economically feasible.
 3. State Planning Commission, State Game & Fish Commission, and Publicity and Parks Commission designated a state park to be located in E. Arkansas.
 4. Arkansas Senate voted unanimously that this park be located at Village Creek.
 5. The House of Representatives has approved the project.
 6. Bill signed by Governor Winthrop Rockefeller.
 7. Village Creek is now carrying a high priority among State development proposals.
 8. On Saturday, 1/6/68, the Publicity and Parks Commission voted to conduct a feasibility study and begin construction on this project as funds became available.
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**RECREATION FACILITY
Continued**

9. Publicity and Parks Commission and Governor's Office have approved funds to initiate feasibility study.

**ACTIVITIES OF ADVISORY,
PLANNING & DEVELOPMENT
COMMITTEES AND BOARDS**

March 1966 - Preliminary Overall Economic Development Plan submitted to the D/Commerce by St. Francis County Development Council. OEDP updated March 1967, and March 1968.

Rural Development Authority appointed March 30, 1966.

Hughes Industrial Committee interviewed prospect in September 1966, October 1967, and November 1967.

Eight Neighborhood Action Councils (CAA organized in St. Francis and Cross Counties)

St. Francis Wildlife Association planned for recreational complex in St. Francis County, Arkansas.

Housing Authority formed in Forrest City.

Community College Committees formed by Chamber of Commerce, in Forrest City.

CSTE Coordinator participated in Brookings Institute on Urban Development held in Forrest City.

CSTE Coordinator participated in Human Resources and Personal Guidance Workshop.

Crowley's Ridge Vocational-Technical School completed and awaiting water/sewer facilities.

St. Francis County Association for Retarded Children held organizational meeting on 3/28/67.

ESD Manpower Advisory Committee

CAA Executive Committee

Vocational-Technical School Advisory Committees

Arkansas Delta Region XIII representatives organized a Cooperative Area Manpower Planning System in May 1967. Delta Region XIII CAMPS Plan was developed and submitted to Employment Security Division Office, Little Rock, on June 2, 1967.

ACTIVITIES OF ADVISORY
PLANNING & DEVELOPMENT,
COMMITTEES AND BOARDS
Continued

CSTE Coordinator serves as vice-chairman of Area Committees in preparing for FY 1969 plan with each Technical Action Panel.

Technical Action Panels, St. Francis, Cross & Lee Counties.

Farm and Home Management Workshop sponsored by Farmers Home Administration.

Area TAP meetings to review program proposals for small farmers.

CSTE Coordinator participated on Workshop Panel at Governor Winthrop Rockefeller's Conference on Education held in October 1967.

CSTE Advisory Committee organized in Cross County.

Cross County Mentally Retarded Day Care Center opened March 6, 1968.

Liaison made with East Arkansas Economic Development District.

Concentrated Employment Program planned for 14-county area in East Arkansas. The 3 CSTE counties are a part of this program.

CSTE Coordinator participated in Governor's Council Meeting for Child Development Programs.

Emergency Food Stamp Loan Program expanded to cover Cross and Lee Counties.

CSTE established liaison between all Region XIII TAPs to explain proposed Cooperative Workshop for boards of directors and managers and Agriculture Department's involvement with CAMPS.

CSTE is serving on Vocational Education Advisory Committee for Marianna School District to establish liaison with necessary agencies for proposed new Vocational Education Program.

CSTE Director and Assistant Director attended night classes at Memphis State University concerning funding of government programs.

C O N C E R T E D S E R V I C E S

I N

M I N N E S O T A

I N T E R I M R E P O R T

Lois Mann, Evaluator

CONCERTED SERVICES IN MINNESOTA

I. THE CONTEXT OF THE PROGRAM

Three Minnesota counties--Todd, Wadena and Otter Tail--comprise the area now served by Concerted Services. These are predominately upland plains bordered by valley hills and ridges. Diversified farming is evident throughout the area.¹ Dairying predominates, but there is an increasing number of beef cattle. Todd County's pig market at Long Prairie has been well known for years. However, there is a growing interest in finishing hogs for market in the area. The main crops in the area are corn, oats, and hay. Hay crops are largely alfalfa, clover, and grasses. Potato production is gaining in importance as a cash crop in the sandy outwash areas as irrigation is developed.

Nearly all the land is in private ownership except in the northeastern sections of Wadena County. Publicly-owned land is primarily county and state controlled and is generally managed for forestry and recreation.

There were fewer farms in all three counties in 1964 than in 1959.² Wadena County had the sharpest decline--about 15 percent fewer farms. The other two counties lost a smaller percentage of farms than the state as a whole.

Todd County had the lowest average farm size (200.7 acres) of the three counties. However, the average value per acre was the highest, \$99.47. The average farm size for Minnesota in 1964 was 260.1 acres, and the average value per acre was \$168.90.

The average age of farm operators was 49.7 in Todd County, 50.0 in Wadena County, and 50.7 in Otter Tail County. In Minnesota the average age of farmers was 48.9 years.

All three counties showed a slight population increase between 1960-1964.³ The urban growth in each county was much greater. Wadena had an increase in urban population of 36.3 percent, Otter Tail 28.7 percent, and Todd County 11.5 percent.

TABLE I

1964 Income, By Household

	<u>0-\$2499</u>	<u>\$2500-\$3999</u>	<u>\$4000-\$6999</u>	<u>Over \$7000</u>
	Percent	Percent	Percent	Percent
Otter Tail	40.0	21.8	24.5	13.7
Todd	47.3	21.6	19.4	11.7
Wadena	44.1	23.6	22.9	9.4

Source: Current Economic Progress Report for the Upper Midwest: 1964, prepared for the Upper Midwest Research and Development Council, University of Minnesota, Minneapolis, Minnesota: North Star Research and Development Institute, October, 1965. pp. 134-135.

In 1966 the average unemployment rate in Minnesota was 3.5 percent, while Otter Tail and Todd County had an unemployment rate of 4.6 percent and Wadena 6.4 percent.⁴ The county work force estimate showed a total work force of 18,073 for Otter Tail County. Of those, 17,234 had total employment and 839 were unemployed. Todd County had a work force of

8,893. Of this total, 8,484 had total employment, and 409 were unemployed. Wadena had a total work force of 4,264, with a total employment of 3,990 and 274 unemployed. Over 30 percent of the total work force was classified as agricultural employment.

Todd and Otter Tail Counties each had two industries that employed more than 100 people.⁵ Three of the four were food industries; a printing industry in Todd County now has over 250 employees.

TABLE II

Industries in Todd, Wadena and
Otter Tail Counties, 1963

Number of Employees	Number of Units
20, or less	94
21 - 99	24

Source: Bureau of the Census, Census of Manufacturers, 1963, Minnesota.

Forty-eight of the smallest units were food processing industries, many of which are cooperative creameries. Printing plants, stone and clay producers and manufacturers of transportation equipment, electrical machinery, furniture, and woods products are located throughout the three-county area.

In 1960, the median school years completed for the population 25 years and over was 8.7 years for Todd and Otter Tail Counties, and 8.8 years for Wadena County. The proportion of the population that had

completed less than five years of schooling was 6.2 percent in Todd County, 6.3 percent in Otter Tail County, and 8.7 percent in Wadena County. The proportion of the population aged 20 years and older that completed high school was 27.4 percent in Todd County, 28.7 percent in Otter Tail County and 32.1 percent in Wadena County.

At present Todd and Otter Tail Counties have more than 100 common school districts and 20 independent school districts with high schools.⁶ Two area vocational schools and one junior college are located in the three counties. Three state colleges are just beyond commuting range and three other area vocational schools are within commuting range. Adult Education programs are offered through the high school districts and vocational schools, in addition to off-campus courses offered by Moorhead, Bemidji, and St. Cloud State Colleges in all three counties.

All three counties have had county agricultural and home agents as well as additional extension specialists as part of the University of Minnesota Agricultural Extension Service. County nursing services, school nurses, and regional mental health services are available in the three counties.

The larger the community, the more likely there will be adequate medical services. A regional hospital is located at Fergus Falls that is building a staff of specialists. By contrast the small communities have difficulty in attracting younger doctors.

All the county nurses report cooperation in community and school health programs. They indicate that follow-up checks for detected health problems have increased as parents have assumed more of this responsibility.

One of the largest medical bills of the Title V Program has been for dental work. The cost of medical services for welfare recipients has increased to the extent that it has become an issue among county officials.

According to the 1967 Census of Governments, the highest functional expenditure in Todd County and Wadena County was for welfare, followed by highways and education. In Otter Tail County welfare was the second highest functional expenditure.

The project area may be characterized as having (1) a comparatively low income, (2) marginal agriculture, (3) an older population, (4) lack of industry, (5) and large welfare case loads. These conditions probably contribute to the out-migration of young people from the areas.

Indicators of limited community resources are inadequate medical services, curtailed public services, diminishing tax bases and limited business and cultural development. In a number of the communities there is a monolithic and conservative leadership structure that resists changes which do not reinforce the status quo.

The problems to be solved may demand changing the institutions of the communities involved before the people can be assisted. One view is that change must generate from the people themselves, and it is within this view that Concerted Services has an assignment to help develop human resources. The role of the Concerted Services personnel and programs should not be assumed to be singular in nature, but rather multi-faceted. At times the role may be described as catalytic; at other times it is that of initiator or legitimizer; at all times, it is that of facilitator.

II. CONTENT OF PROGRAM

The introductory statement of the annual report of Concerted Services, Todd County, 1965-1966, states that "It has long been known that people in rural areas lack certain types of government assistance that are available in urban areas." It was to be expected then that the program of Concerted Services would include the application for federal programs in the pilot counties. By July 1, 1966 all seven school districts in Todd County had made their applications for P.L. 89-10 (Elementary and Secondary Act, 1965) funds and were approved under the Elementary and Secondary Education Act. These federal funds made possible additional faculty to reduce class sizes. The funds also provided for remedial reading, teacher aides, school nurse services, expanded libraries, counselors, and special service projects. The Bertha-Hewitt school district developed a library demonstration center under a supplemental allotment of Title II of P. L. 89-10. This facility is currently used as part of the remedial and advanced instruction offered in the district summer school program.

Five farmer-general MDTA courses were conducted from May 1966 to May 1967.⁷ In addition, a graphic arts course was proposed for Long Prairie and conducted as a satellite from the Staples Area Vocational School.

The Title V (Office of Economic Opportunity Act of 1964) program was explored and encouraged by the Coordinator. In the fall of 1965 the Todd County Welfare Director was sent to a meeting in St. Louis to familiarize himself with the program.⁸

About fifty Todd County families participated in Title V during 1965 and 1966. Approximately forty received on-the-job training, and eight received schooling that year. One person received assistance in completing educational requirements for a teaching certificate.

The Smaller Communities Survey was conducted in the fall of 1965 in Todd County. The Coordinator worked closely with the survey director. In addition to sharing office space, they also shared recognition for their activities in behalf of the project.

A total of 6,009 people were registered in Todd County. Of these, approximately 47 percent were employed. About half of the unemployed were housewives or students. Approximately one third of registrants who were qualified and trained were unemployed.⁹

The Coordinator spent many hours in meetings with committees and groups to determine community needs and possible projects.¹⁰ A Concerted Services Advisory Committee was organized by combining the Todd County Community Action Council and the Todd County Resource Development Committee. During the first year of the project several new committees were organized in Todd County communities. A group of Eagle Bend citizens formed a Nursing Home Committee, and a Senior Day Center Committee was organized in Long Prairie.

The Coordinator met frequently with representatives of federal and state agencies. Efforts to reactivate the Technical Action Panel (TAP) Committee in Todd County were successful. A manpower advisory committee was organized. A network of communication was established between the

agricultural-related agencies of TAP and the employment-education agencies of the manpower committee.

The phone calls, discussions at coffee break, and office visits that are a part of the process of initiating, legitimizing, and facilitating programs in the rural as well as the urban system should not be underestimated. Although not counted as formal meetings, the informal "get togethers" sometimes contribute more effectively to the success of a new idea than a formal meeting. Indeed, the public meeting is often merely a means of formalizing what has already been agreed upon at the coffee break.

In October, 1966, there was a change of Coordinators. The area served by Concerted Services was extended to include Wadena and East Otter Tail Counties in September, 1967, and West Otter Tail in 1968. The Concerted Services office was moved to Wadena where it now serves an area that covers about 3,493 square miles. Included in the area are 34 communities that range in size from 60 to 14,000 inhabitants. An assistant coordinator, employed in April, is now receiving in-service training.

Meetings proposed in 1966 concerning specialty crops information, marketing, and irrigation development were held during the following year and a half. Contacts with key individuals, committees, and organizations were made in communities to determine plans for industrial development. As a result, well-attended area meetings were held in Long Prairie, Staples and Wadena.

The Coordinator obtained information about Small Business Administration loans and public housing for interested individuals in Perham, Long Prairie, Grey Eagle, and Staples and Wadena. The Coordinator brought local educational needs to the attention of the Minnesota Department of Education. The need for law enforcement training, adult basic education, and industrial development programs was among the topics discussed.

Efforts are being continued to increase the involvement of the University of Minnesota research and extension resources in assisting the project area needs. For example, area workshops have been conducted on irrigation, youth work, and help for the aged by university specialists. Natural resource programs have been emphasized as part of the economic development of the area. The Coordinator has developed a working relationship with the Upper Great Lakes Commission, the Northern Great Lakes Resource Development Committee, and the Northern Great Lakes Commission. He has organized a recreational development committee in Otter Tail and Wadena Counties and has been instrumental in coordinating the Tri-County Technical Action Panel as an aid to facilitating communication. A directory of agency personnel in the three county and district offices has been compiled and distributed by the Concerted Services office.

Programs such as Ground Water Studies and LAWCON¹¹ require the endorsement of the County Boards of Commissioners. The eventual support and financial commitments for these programs can be attributed directly to the contacts between the Coordinator and the Commissioners, and other influential persons.

A MDTA advisory committee was organized in Todd and Wadena Counties in 1968. The Wadena County Manpower Survey was organized and conducted during the last two weeks in March, 1968. One of the immediate results of this survey was the assignment of a Minnesota Employment Security staff member to spend one day a week in the Concerted Services office in Wadena in order to assist with the unemployed.

Meetings have been held to bring together extension and welfare personnel and county commissioners in order to coordinate programs for low income families in the three counties. Hospital, nursing home and senior day care center personnel have been brought together to determine the need for trained aides as well as to exchange information. A training and employment program for aides is being planned.

The three-county Agricultural Stabilization and Conservation Service committees met to determine special practices that would benefit low income farmers. State agency people have been invited and have attended Tri-County Technical Action Panel. The meetings have been arranged by Concerted Services personnel and sponsored by other agencies.

III. EFFECTS OF THE PROGRAM

The program has brought advantages for the project area. The manpower survey was one of the first special assignments for Todd County because of its designation as a pilot project. The Todd County school applications for 89-10 funds received prompt attention in 1966. That same year, seven of the fifty-four applications approved in Minnesota were from Todd County.¹²

The major efforts of the Coordinator appear to be indirectly related to the objectives of Concerted Services; citizen groups and other agency programs have carried through the ideas and the programs that fulfill the objectives of the Concerted Services program.

However, not all the efforts of the Coordinator have met with success. A new doctor could not be obtained for the new hospital at Bertha. A swimming pool for Eagle Bend was selected from a list of locally proposed projects by Washington officials because the project was felt to have the best chance for success. When the announcement of the swimming pool project brought a deluge of adverse opinion, the project was canceled.

In some cases the Coordinator has been called upon to endorse projects that were unrealistic but were interpreted by local leaders as an objective of Concerted Services. For example, the Bertha Junior College Committee requested the assistance of the Coordinator in applying for a State Junior College in Bertha. The Coordinator sent a letter to the Minnesota Junior College Board explaining the Concerted Services project and the need for an area junior college. The request was turned down.

Occasionally the Coordinator has endorsed the promoted high risk projects apparently in order to maintain enthusiasm for local development. For example, when Eagle Bend citizens looked at their community and decided there was a need for a Nursing Home, the Coordinator recommended that a committee be set up to collect necessary information. He then arranged for a meeting in St. Paul with Minnesota Department and Federal Housing Authority representatives and the Eagle Bend committee. The request was turned down by the Minnesota Department of Health.

Educational programs have had difficulties. The Concerted Services efforts to introduce the MDTA farmer-general courses throughout Todd County in 1966 was successful. The first year, 91 men completed the course that was taught in five school districts.¹⁶ The course could not be offered again the following year because no financial assistance was available.

Expenses for unanticipated adult training courses are not included in the budgets of school districts. Hiring and retraining additional faculty for courses that depend on yearly appropriations from local, state, and federal programs is difficult. High school teachers are not always able or willing to take on the additional hours required for adult training and education courses.

Another aspect of the adult education dilemma is the problem of a dispersed population in a large geographical area. In rural areas where adult education is needed, it is difficult to bring together the teacher and the prospective student. The likelihood of small classes and a shortage of teachers create difficult problems. The Coordinator assisted

the Title V¹⁴ Directors and area school personnel in Wadena and Staples in a joint program development for those eligible under Title V criteria. In turn, this led to another problem: Individuals who were not eligible for Title V began to ask why they could not have the same opportunity.

In obtaining an extension of the Title V program for the fiscal year 1967-68, the Concerted Services Coordinator played an important role by getting local and state support to express the necessity of extending the program. The welfare offices and the Title V offices are just beginning to report substantial progress, but the program is to be phased out by July 1, 1968. Again, the problem has been lack of people to justify its existence, even in two-county areas. However, this is not an urban area with available teachers, a large population to fill classrooms, and a variety of available jobs. Apparently urban criteria must be met in order to qualify for participation.

A number of the projects that the Coordinator has promoted have been favorably received. The Graphic Arts 21 class that did not remain a satellite course in Long Prairie is presently in the curriculum at Staples Area Vocational School.

Even though the farmer-general course has not had continued funding, a number of the participants still meet as a class without pay or travel expense. A pilot farmer-general program was held in the Staples area in 1963. A survey¹⁵ of the fifteen farm families indicated that their net income increased by \$1412.64 for each of the first three years following the course. In 1966, members of this class had doubled their net income and tripled their gross income. Evaluation of the MDTA farmer-general course participants is expected to show similar results.

Another course offered at Staples Area Vocational School was Adult Basic Construction. There were 15 low income farmers who attended classes from January through April, 1968. Several of the men had attended the farmer-general course. The location of new industries in Staples is creating critical housing needs. With an anticipated increase in housing construction, it is expected that these men will find a ready local market for their training.

The instructor felt that the course, originally designed to be a high school secondary vocational course, was more successful with the adults. Upon hearing about it, other adults have requested the course. Vocational School personnel credit Concerted Services with setting up this course.

A meeting for the Superintendents of Schools of Todd, Wadena and East Otter Tail Counties was arranged by the Coordinator in January 1968. Announcements were mailed from the Concerted Services office, but were signed and sponsored by the Directors of the Wadena and Staples Area Vocational Schools. The topics of the meeting were listed as follows:

1. To what extent should schools be involved in community development?
2. Is there a benefit in having a unified area?
3. Do schools have something to contribute in economic development of the community?
4. How can schools help existing industries?

Of the eighteen superintendents invited, fifteen attended. As a result of this meeting, a listing of all the adult education courses offered in the area was compiled in the Concerted Services office and distributed to the schools.

Several meetings of personnel from Extension, Welfare, Vocational Rehabilitation, and Nursing Homes have been conducted to see what could be done for the older citizens. In May 1968 these agency representatives met with personnel from the OJT program, vocational schools, Employment Security, and Minnesota Department of Education to explore the possibility of developing training programs for employees of the nursing homes and hospitals. The Coordinator maintains that the state economic development agencies, as well as the vocational schools, should be involved in this project area.

A number of observers feel that the small rural community can no longer retain an independent, competitive identity and expect to achieve the same success of the larger growth centers. An alternative to isolation is to join with other communities in order to be in a better competitive position in the national system.

In this connection the "Towns United" organization is an example of regional organization that is presently being explored by five small communities in Todd County. The mayors, editors, school superintendents and industrial development committee chairmen of Browerville, Clarissa, Eagle Bend, Bertha and Hewitt, have organized an area industrial development corporation. Area development personnel of a utility company are assisting "Towns United." The representatives of these communities intend to look at their combined resources, strengthen what they have, and work together. Already schools in two districts are sharing a superintendent. Even though "Towns United" is not officially sponsored by Concerted

Services, early references to such an organizational effort date back to April 1967 in the Coordinator's weekly reports.

During February 1968 the Wadena Board of County Commissioners and the TAP Committee requested a manpower survey. The Coordinator requested and arranged the date, place, speakers, and sponsors for two information meetings about economic development and the importance of a manpower survey. Notices were mailed from the Concerted Services office. A letter was written and signed by the two Area Vocational School Directors who served as sponsors. The first meeting was held in the afternoon at Staples. Approximately 40 people attended. Over 200 attended the second meeting that was held the same evening in Wadena. The outcome of this meeting was well publicized in three counties. By April 7 the county Coordinator of the survey was describing the survey as very successful; registration exceeded the goal of 4,000 people.

The involvement of Concerted Services in the process of developmental change is illustrated in the evolution of an irrigation project for the area. Soon after the Concerted Services office opened in the fall of 1965 an irrigation research proposal was discussed with personnel at the Staples Area Vocational School.¹⁶ Later that year irrigation research was discussed with the County Agent and the Directors of Agricultural Extension Service and Experiment Stations. In March 1966, Extension personnel agreed to develop the program. The next month the Superintendent of Schools at Staples was discussing the possibility of a research farm and advised the selection of technical and advisory committees. By October 1967, the Soil Conservation Service and Farmers Home Administration had become

involved and an irrigation information meeting was planned by the Director of the Area Vocational School with other agency personnel.

On November 28, the irrigation information meeting was held at Staples. The Coordinator served as chairman. Over 200 people from six counties attended. Farmers, agency personnel, vo-ag instructors, irrigators, ground water study committees, bankers, Production Credit Association and Federal Land Bank representative, businessmen, school board members, university personnel, and other interested citizens were present. The objectives of the meeting were listed by the program planners as follows:

1. To inform the audience about what had been done.
2. To indicate what was being planned and receive instructions.
3. To demonstrate the amount of local interest in irrigation so that the University of Minnesota Institute of Agriculture personnel would support the program.

The results of the meetings were:

1. The director of the Experiment Station announced that an area irrigation specialist would be located in Staples.
2. A commitment was made by the University of Minnesota to conduct irrigation research in the area.
3. Information about ground water study became available to other counties.
4. Local irrigators organized later, primarily with guidance from the county extension agents.

In the early 1960's some of the leaders and school personnel in Staples recognized that the community was headed toward economic difficulty.

Some young, dynamic leaders who had vision of a future for this community worked to bring Concerted Services to Todd County. They were ready to work with the Coordinator when he arrived. Concerted Services was one more tool to help bring the vision closer to reality.

IV. APPRAISAL OF THE PROGRAM

Some obstacles have prevented solution of identified problems: the cutback in federal funds after a program has been set up, the shortage of teachers to provide basic adult education, and limitations of vocational schools that prevent desired "slot-in" opportunities. The distance of the project area from a metropolitan area has aggravated local problems by encouraging the out-migration of youth and discouraging industry from coming into the area.

In the foregoing sections, several important considerations and resulting guidelines are implicit:

1. The three counties, like much of rural America, are lagging far behind the nation and the state in objective indices of the enjoyment of a high quality of living.
2. Rural leadership is oriented to a system of organization of the past that deters sacrificing advantages of local autonomy for advantages in national economic programs.
3. The role of any change agent is necessarily circumscribed by these conditions. The professional must live and operate within two incompatible systems: the local community system and the cosmopolite-professional system.
4. Success depends upon informal discussion, cooperation with the local power structure, and subtle and hidden social processes.
5. Evaluation of the role of the change agent and the function of the change agency is, limited by the "hidden" nature of the most important roles and processes. Indeed, to the extent that the change agent generates development on the part of the people themselves, this is the extent to which he has been successful, and they feel that they did it without him.

At this point in the study, then, the evaluators feel that: (1) the programs mentioned above were not present before CSTE entered the area,

(2) the programs were begun during the existence of CSTE in the area; and (3) clearly, the Coordinator played minor to major roles in their establishment. This is the least that can be said.

V. SUMMARY

On September 20, 1965, three hundred people met in Todd County to launch Concerted Services. Two years later Wadena and East Otter Tail Counties were added to the project area. Six months later West Otter Tail residents requested that they also be included in the program.

The three counties typify the marginal agricultural counties of west central Minnesota. Here the trends toward larger farm size, school consolidation, higher incomes, and urbanization have occurred at a slower rate than in other sections of Minnesota.

Todd County was originally selected partly because of its low median income and because of its rural location. Advantages were already present: the Staples Area Vocational School and the aggressive leadership of its director, the Staples school superintendent and faculty, an established and accepted county extension program, an active county welfare staff, and public health programs that had been operating for a number of years. Two comparatively large industries, a dry milk plant and a printing company, as well as smaller industries related to agriculture supplemented the agricultural industry in the county.

By mid-summer of 1965 the Economic Opportunity Act Program had been set up in almost all the counties in the northern half of Minnesota. The school districts, MDTA, Minnesota Employment Security, and the Department of Education were interested in utilizing funds from federal programs in rural Minnesota. Additional programs in the adjacent counties included Project Head Start, Green Thumb, NYC, and work-study programs.

"Without the director (Coordinator) of CSTE there would be no school. He helped write the proposal for the school and helped locate money to pay teacher salaries when the funds that would normally cover this did not arrive on time."

Improving general conditions of health. The Presbyterian Medical Services is scheduled to begin work in Cuba, New Mexico this summer. A proposal has also been submitted for the purpose of securing additional medical assistance for Sandoval County (see p. 48). In Arkansas, the Practical Nurses School has reportedly helped alleviate the labor shortage at the local hospital (see p. 69).

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Developing occupational competency. The follow-up statistics on Arkansas students in MDTA and NYC listed on pp. 21-23 are indicative of the fact that many individuals who have been trained have secured employment.

Objective 4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

The experience of Arkansas trainees already referred to under objective three is also relevant here. The majority of persons trained found

Because there were so many agencies at work in the area--federal, state, and local, private and public--the need for coordination and communication was evident. The Coordinator's weekly records give evidence of much time spent in discussing local programs and projects with the people who could either halt or support the desired action.

The direct involvement of the Coordinator with trainees has been very limited. This has been done primarily by the Community Action Council Director, Title V Directors, OJT placement personnel and school counselors. But indirect involvement of the Coordinator has been extensive. For example, he has helped bring the school counselor, administrator, and Title V Director together to secure the needed instructor for adult education classes. He has urged action from many people to renew the Title V program one more year. Although his efforts were not successful in securing continuation of the MDTA general-farmer course a second year, the Graphics Arts 21 course was funded a second year, and a campaign is on for another class.

The philosophy of the present Coordinator is that it takes more than training to get a job. Employment opportunities must also be present. His expressed interest in community development through industry, planning, and education bears this out. Each week the county newspapers have new developments to report. A successful manpower survey conducted in Wadena County, an air field proposed for Long Prairie, two new industries announced for Staples, and two school districts merged in Todd County are among the most recent news items.

NOTES

¹ United States Department of Agriculture, Minnesota Broad Program Area Framework Program, 1968. Soil Conservation Service, St. Paul, Minnesota.

² Bureau of Census, Census of Agriculture, 1964. Statistics for The State and Counties, Minnesota (Washington: U. S. Government Printing Office, 1967).

³ Population increase 1960-1964, Otter Tail 2.4%, Todd 1.3%, Wadena 1.6%. Current Economic Progress Report for the Upper Midwest, 1964, prepared for the Upper Midwest Research and Development Council, University of Minnesota, Minneapolis, Minnesota: North Star Research and Development Institute, October 1965, pp. 130-131.

⁴ Minnesota Department of Employment Security.

⁵ Bureau of the Census, Census of Manufacturers, 1963, Minnesota (Washington: U. S. Government Printing Office, 1966).

⁶ Source Interviews - County Superintendents of Schools.

⁷ Participating Schools were located at Claissa, Long Prairie, Bertha, Browerville and Staples. One hundred and twelve men enrolled and ninety one completed the course.

⁸ Source - Survey Interviews

⁹ Manpower Resources of Todd County, Minnesota, Department of Employment Security, December 1966, pp. 18-19.

¹⁰ Programs in operation in Todd County on September 1, 1965: Staples area Vocational School, Neighborhood Youth Corps, Resource Development, USDA Agencies, OEO, MDTA Agencies, farmer-general course conducted in Wadena. Programs approved or in process September 1 - December 31, 1965: Smaller Community Program-Manpower Survey, Graphic Arts School, MDTA, Farmer-General Courses, MDTA, Neighborhood Youth Corps, OEO, Work Experience Program, OEO, Elementary and Secondary Education Act, ESEA, Dormitory at Staples proposed, Irrigation proposals, Industrial Development, Sewer and Water Systems applications and Federal Crop Insurance. Programs being planned or considered: Wood products, dairy products marketing, specialty crop production, loans for small businesses, new aids for farm management, use of credit. Programs in operation May - September 1966: Manpower survey, counseling, testing, training referrals and job placements, Job Corps, Neighborhood Youth Corps, On-the-Job training, vocational rehabilitation, vocational education, irrigation demonstration, research farm proposal deferred one year, elementary and secondary education act, Title I, Higher Education Act, Welfare-Title V, Adult Basic Education, Food Stamp Program, Medicare, Community Action, Upward Bound, beautification project, senior citizens, applications made for water and sewer systems grants, worked with Community Industrial Development, marketing dairy products meeting held, irrigation crops to be studied, Housing Authority formed at Long Prairie, worked towards activation of Technical Action Panel.

¹¹LAWCON - Land and Water Conservation Fund provides up to 50 percent of acquisition and development costs on approved county or municipal recreation projects.

¹²Weekly Report - Coordinator

¹³Bertha, Browerville, Clarissa, Long Prairie and Staples.

¹⁴Title V. Economic Opportunity Act. This program is to be discontinued June 30, 1968.

¹⁵Naley, Lennen R., Final Report on Farmer-General Programs Conducted in Todd County Minnesota, 1966-67. Staples Area Vocational School. (Mimeographed)

¹⁶Weekly Reports of Coordinators

SOME TENTATIVE CONCLUSIONS

On October 16, 1963 the late President John F. Kennedy issued an executive order establishing the Rural Development Committee. From this Committee an experimental action program emerged that eventually came to be known as Concerted Services in Training and Education. It was inaugurated in three pilot areas during September 1965.

The formal evaluation of Concerted Services was begun November 1967 and the final report of the evaluation is scheduled for completion in the summer of 1969. On the basis of accumulating data, however, it is possible to draw several conclusions about the program and raise a few questions about its contemplated expansion. It should be borne in mind that this interim report is based upon evidence that is still somewhat fragmentary and to some extent, impressionistic. Thus, this caveat is underscored in the following observations:

Context. Analysis of the context or setting of the projects points up the fact that the problems of unemployment or underemployment, comparatively low per-capita income, and high out-migration, as well as limited educational, health, and cultural opportunities are common to each of the pilot areas. But further study has shown that the pilot areas also represent three distinct settings, each with dissimilar problems. Thus, the criteria for "success" in one area are not necessarily appropriate to the other two.

Inputs. The inputs or components of the various projects have been somewhat dissimilar. In Todd County, Minnesota, for example, a vigorous program of occupational education was in operation prior to the

inception of Concerted Services. When Concerted Services was inaugurated in St. Francis County, Arkansas, the Crowley's Ridge Vocational-Technical School had already been approved by the state legislature and funds had been authorized. But no such facility existed in Sandoval County, New Mexico.

The Minnesota Coordinators used the services of the Staples Area Vocational School as a major vehicle of development and training. In Arkansas the Coordinator worked toward a full utilization of the new Crowley's Ridge Vocational-Technical School. In fact, the CSTE office in St. Francis County was shared with the school's director while the facility was under construction. In New Mexico the Coordinator helped to bring the first such program into the area.

The differences that characterize the program in each area has distinct advantages for the Task Force. As experimental projects, they demonstrate what can be done with the Concerted Services concept in different geographical regions as well as in areas that represent diverse stages of human resource development.

Process. Participant observation techniques have been utilized to help understand the process of developmental change. This report has traced several projects as they evolved from an idea to a tangible effort in human resource development. The informal discussions, the involvement with the local power structures, and the subtle and hidden social processes are clearly part of the overall effort. In this context, the Minnesota research team remarks: "Evaluation of the role of the change agent and the function of the change agency is, therefore, severely

limited by the 'hidden' nature of the most important roles and processes. Indeed, to the extent that the change agent generates development on the part of the people themselves, this is the extent to which he has been successful, and they feel that they did it without him."

Product. Each of the reports reflects caution in referring to the product or effect of Concerted Services. The writers conclude that:

One cannot say that CSTE is the direct cause of any given student finding full-time employment, but one can say that CSTE facilitates achievement of this goal. (Arkansas)

The critical question at this point of the analysis is, does the concept of Concerted Services really work? It would be imprudent to make an unqualified judgment at this point, but the evidence amassed by the evaluation team is beginning to indicate that Concerted Services is making a meaningful contribution - with respect to its objectives - that no other existing organization could or would make, with the possible exception of OEO's CAP organization. (New Mexico)

At this point of the study, then, the evaluators feel that: (1) the programs mentioned were not present before CSTE entered the area; (2) the programs were begun during the existence of CSTE in the area; and (3) clearly, the Coordinator played minor to major roles in their establishment. This is the least that can be said. (Minnesota)

This note of caution does not necessarily minimize the importance of the Concerted Services approach. It stems from the fact that the evaluation encompasses more than the activity or output of a single program but involves the process and impact of a number of interacting social systems and a variety of causes and effects.

Changes are indeed occurring in the pilot areas. The following developments--in terms of CSTE objectives--are listed as representative products of the total interrelated effort.

Objective 1. Develop general operational patterns for concentrating the efforts of all the available agencies and resources on the alleviation and ultimate solution of occupational education problems; and, as necessary, on the health, welfare, socio-economic, and related problems of those residing in the three communities.

The operational patterns vary in each of the pilot areas. However, certain common features are evident. For example, each of the Coordinators utilizes an advisory committee. The Coordinators meet with the Technical Action Panel and other committees and periodically organize conferences that are in the community interest. Analysis of the Coordinators' records indicates that a great deal of their time is devoted to informal meetings with leaders, elected officials, and administrators.

The Task Force may wish to consider preparing a statement of these operational procedures. As envisioned here, this document would not contain a set of inflexible rules. Instead, it would provide a statement of the "general operational patterns" that have been useful in the experimental phase of the program.

Obviously some of the procedures that have been developed have been more satisfactory than others. Their documentation would exploit the Coordinators' experiences, conserve gains, and be useful in orienting new Coordinators.

At the Washington level the Task Force "pattern" apparently has had useful results. "If Concerted Services had done nothing in the field," one of the Task Force members commented, "the fact that it has created a vehicle for agencies in Washington to talk together means that it has been a blazing success."

It is clear that the agencies and departments have gone beyond the ritual of sending a functionary to attend stated meetings. Funds have

been channeled into the program, and Task Force members have become actively involved in its various activities.

If the Coordinator is to be thought of as one who "concentrates" all of the available agencies and resources on community problems, then the Task Force may be thought of as concentrating resources at the Washington level. Failure at this level would tend to be reflected at the local level.

If CSTE is continued and expanded, a continuation of the Task Force idea seems feasible. In order for the Task Force to be a responsive instrument of change at both the national and local level, its members should be of sufficiently high rank to speak to and for their respective agencies with authority.

The pattern of inaugurating the program in one county and then gradually expanding it appears to have definite advantages in each case, residents in adjoining counties eventually have initiated requests for Concerted Services. This means that the program has been introduced into the new counties, not as an imposition from Washington, but as a program that has been requested by area residents.

The plan to recruit a local man who meets objective standards but who also has the approval of area leaders is a positive feature. Here again the Coordinator has not been viewed as an outsider. But his role has been structured in such a way that the Task Force is a significant referent for him. The Coordinator's role is legitimized by local leaders which means that he can introduce new ideas into the local social system.

Objective 2. Identify existing, as well as potential employment opportunities and occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

Existing agencies, particularly the Employment Security Division, generally have been utilized for identifying employment opportunities. But the manpower surveys may be viewed as an effort to assess employment opportunities. The Smaller Community Surveys were conducted in the three original pilot counties soon after CSTE was inaugurated. As recently as April 1968, a survey was completed in Wadena County, Minnesota in which approximately 5200 registrants were reported.

The existing occupational education programs have been investigated in each area. In New Mexico practically none existed. In Arkansas and Minnesota existing services were identified and, in some cases, restructured so that unemployed youth and adults could take advantage of them. The Arkansas experience with MDTA (see pp.63ff) illustrates identification and utilization of an existing occupational education program.

Objective 3. Develop ways through which these rural communities can provide education, vocational guidance, training and other services needed to help people become employable. This would include development of plans for:

- increasing basic educational skills
- improving general conditions of health
- improving appearance and personal characteristics
- providing vocational counseling
- developing occupational competency

Increasing basic education skills. The Arkansas School for Displaced Farm Laborers (see pp. 67, 68) currently has 75 students enrolled. An objective of the program is to raise the educational level of the students to at least an eighth grade level. The school director reports,

"Without the director (Coordinator) of CSTE there would be no school. He helped write the proposal for the school and helped locate money to pay teacher salaries when the funds that would normally cover this did not arrive on time."

Improving general conditions of health. The Presbyterian Medical Services is scheduled to begin work in Cuba, New Mexico this summer. A proposal has also been submitted for the purpose of securing additional medical assistance for Sandoval County (see p. 48). In Arkansas, the Practical Nurses School has reportedly helped alleviate the labor shortage at the local hospital (see p. 69).

Vocational counseling. In Minnesota's Wadena County, persons requiring the assistance of the Employment Service once drove to Little Falls, the nearest office. This meant this residents in the northern part of the county were required to travel as far as 60 miles for assistance. At the present time, however, a representative of ESD comes to Wadena once a week where he shares office space with Concerted Services.

Developing occupational competency. The follow-up statistics on Arkansas students in MDTA and NYC listed on pp. 21-23 are indicative of the fact that many individuals who have been trained have secured employment.

Objective 4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

The experience of Arkansas trainees already referred to under objective three is also relevant here. The majority of persons trained found

employment. The final report will indicate the extent to which this employment is an "improvement" over their previous experience in the world of work.)

The New Mexico trainees seem not to have been as successful in securing employment as Arkansas trainees but, here again, the data are not yet complete. It should be borne in mind, however, that unusual problems, both cultural and geographic, vitiate the industrialization process in Sandoval County.

Efforts to secure new industries have not been dramatically successful in New Mexico, Minnesota, or Arkansas. Several comparatively small industries have moved into the pilot areas and some expansion of existing plants is reported, but no marked increase in available jobs is evident.

This shortcoming is not the fault of the Coordinators alone. The geographical area itself, its needs, and the competition from other regions are relevant factors. Too, one might question how much training the Coordinators received in learning where and how to secure outstanding new industries for their areas. Expertise is obviously required in this very competitive field.

This goal could be achieved by other means. For instance, the Task Force might delegate the task to a committee member or employ an individual to assist primarily in the field of helping secure industry for rural areas.

Objective 5. Demonstrate that a cooperative occupational effort, based on local involvement will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

"Towns United" a cooperative venture of five small Minnesota towns (described on p.111) has emerged in the climate of a Concerted Services pilot area. The point is that practically no such activity had occurred previously. Concerted Services has been something of a catalyst for this and similar efforts.

The reorganization of the Technical Action Panel in the Minnesota pilot area also illustrates the influence of CSTE. "TAP had zero effect here before Concerted Services," a local leader observed. "There was no outsider to light the flame. I have been to some poor meetings in my day, but the poorest meeting of all was TAP. Agency heads met socially and looked at one another."

A phenomenon known by social scientists as the "Hawthorne effect" is reported in all three of the pilot areas. That is, the area residents are aware of the fact that they are being studied and this awareness influences their behavior. There is evidence, in one of the pilot areas at least, that this knowledge has contributed to increased morale and self-esteem. Some of these residents take pride in the fact that local efforts are being noticed nationally. Some of the consequences, however, have been negative. Expectations have been raised to unrealistic levels; disappointment and frustration have resulted when miracles did not occur. As the program is expanded the factors that led to the Hawthorne effect will diminish in their impact.

The evaluators report some preferential treatment for pilot counties. In some instances the alleged partiality may be a rationalization by administrators who, having had to choose between several equally meritorious proposals, saw CSTE as a means to justify an otherwise arbitrary decision.

The typical reaction to a report of preferential treatment is negative. Primarily, the idea offends our sense of fair play, and furthermore, special treatment was not originally proposed for CSTE areas. However, some preferential treatment may be justified especially if Concerted Services is thought of as a program for certain rural areas that need a "push." Indeed, the President's National Advisory Commission on Rural Poverty has called for "higher priorities" for those areas that have benefited least from national policy. The very selection of a particular geographical area for the program identifies it as an area of need, but also as one with certain potentials. If CSTE is for only those counties that meet specified criteria, then some preferential treatment may be expected and exploited. This may be a reality of the political process.

Objective 6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs, and, if warranted make recommendations for necessary adjustments.

Funds for vocational education under the Smith-Hughes Act have been potentially available to New Mexico schools for over 50 years. Until 1965, however, they had not been utilized in Sandoval County. As a result, two generations of students have been deprived of opportunities for vocational education.

Soon after Concerted Services was inaugurated a proposal for funds was submitted. After several delays, a \$121,980 vocational complex was approved and constructed. It is now in operation as a part of the Sandoval County School System. (See p. 37)

This major development points up how the inadequacy of an existing educational system was corrected by means of the CSTE approach. Similar, but perhaps less dramatic, examples could be cited from the other counties.

None of the existing government committees have been solely responsible for the activities that have been enumerated here. The focus has been upon the role of a single actor, working in concert with a staff and committees, not a committee per se. It would be an inappropriate use of this evaluation to attribute the changes that have occurred to the activities of one particular committee.

Administrators will have to decide how conspicuous they want CSTE to be. Preliminary analysis of the data shows that a surprising number of influential persons and agency officials know practically nothing about the program. If the Task Force desires wide use of Concerted Services by various sectors of the local community, then the matter of dissemination of information about the program is important. At the same time, too much publicity for the Coordinator could generate adverse reactions from the agency directors and other local leaders. A dilemma is clearly present. Both obscurity or excessive publicity can be dysfunctional for these kinds of programs.

To achieve this goal, attention should be directed to methods of projecting the Coordinator's image in the community. It is unlikely that uniformly satisfactory results will be obtained if the task is left to hastily prepared news releases or to the exigencies of local politics.

Finally, the future of rural communities lies in interdependence with the larger society, not in isolation from it. The reason is rather obvious. Smaller political entities, by themselves, are unable to provide the services that many persons have come to consider necessary for "the good life." Despite the avowals of independence by many local influential persons, governmental linkages will continue to become increasingly important.

In this perspective the vitality of the rural community depends, in part, upon access to governmental resources. Rural counties are at a disadvantage here because they typically have no local residents who possess the requisite knowledge or contacts to facilitate governmental linkages. The President's National Advisory Commission on Rural Poverty has stated: "Few counties, towns, and cities have sufficient resources to alter significantly their conditions, growth rates, or potentials. They all too often lack professional help in their planning"

The CSTE pilot areas have professional services available to them. The uniqueness of the Coordinator's role--characterized by the legitimized access to leaders at the local, regional, and national level--plus his knowledge of available resources means that he has unusual opportunities to help communities engage in fruitful, comprehensive planning and development.

APPENDIX

PILOT PROJECTS--CONCERTED SERVICES IN TRAINING AND EDUCATION*

Preliminary Evaluation by CSTE Task Force¹

The last few years have seen the authorization of many new federal aids to training and education. Responsibility for them is dispersed in several departments and agencies. Rural areas account for about half of the total need for such programs as reflected in family incomes, the release of agricultural workers by technical advances, educational attainment, educational expenditures, and the availability of training facilities. Far smaller proportions of the new program funds are being expended in rural areas or for the benefit of rural residents. In an attempt to learn how to get rural people to participate in the new training and education programs more effectively, three counties are pioneering a joint effort by the federal and state departments and agencies along with local community and county groups.

The three counties selected in 1965 for the pilot projects are St. Francis, Arkansas; Todd, Minnesota; and Sandoval, New Mexico. This pilot effort was launched by the Interdepartmental Rural Development Committee under the chairmanship of the Secretary of Agriculture. The plan of

* Authorized May 1964 by Rural Development Committee established under Executive Order 11122, superseded by Executive Order 11307.

¹ Co-chairmen of the Task Force are Walter M. Arnold, HEW, and John S. McCauley, Labor; Secretary and Washington Liaison, C. B. Gililand, Agriculture. This report was compiled by the Secretary.

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operation was developed by a 16-member Task Force representing six federal departments and agencies

The governors of the three states, appropriate department heads, federal agency regional and state administrators, and county leaders were consulted and supported undertaking the pilot efforts in the counties selected and they or their representatives have been actively engaged in development of the effort. A "County Coordinator" for each county was employed in September 1965. The County Coordinators help the local rural leaders develop the kinds of training and education needed and wanted by the particular community or area. When additional outside resources are needed, they help prepare the applications to the appropriate state or federal agency for the needed assistance. The Coordinators report to the "parent" Task Force through a liaison officer provided by the Rural Community Development Service U. S. Department of Agriculture.

After a year and a half of operation of the CSTE pilot projects, a large measure of success has been attained. Approximately three times as many people in the pilot counties are participating in the new federal aids to training and education as in other rural counties.

The objectives of these pilot projects that are being met include:

1. The development of a general operational pattern for concentrating all of the available resources on the occupational education problems. These include, as needed, assistance from the health, welfare, socio-economic, and related programs required by those individuals and families living in the three pilot areas. Organizations of lay leaders are being used extensively in the CSTE program. In one county as many as 43 advisory committees or organizations are participating in the total

training and education program under this special effort. A basic reason for the success of the effort to date is the fact that local leaders, working with their local program administrators, have been primarily responsible for requesting the type of training and education desired and have initiated the requests for the needed assistance from state and federal agencies.

In the administration of the CSTE effort, the County Coordinator has served as a catalyst or helper for the local people. He is not an administrator of the programs. He has neither authority to approve nor to reject an application for any special assistance the local people want.

2. Through the use of the Smaller Communities Survey Teams of the Department of Labor, an excellent description of the existing and potential employment opportunities existing in the counties was made. The occupational education programs available to youth and to adults in the local areas were evaluated. The relative income and ability of the residents to pay for the needed education and training was summarized and studied by lay committees. All of this information was necessary and important in getting certain additional training and education programs activated.

3. Programs were developed for assisting rural communities to provide education, guidance, and other services needed to help more of the rural people become employable and secure jobs. This was achieved through establishing additional classes or programs for (a) increasing basic educational skills, (b) improving general conditions of health and correcting physical conditions, (c) providing vocational counseling, and (d) by developing occupational competency.

4. The pilot projects were designed to demonstrate that occupational education programs in conjunction with other economic development activities can significantly increase employment opportunities. Several new industries have been brought into these counties since September 1965. Although a survey of the number of current jobs (1967) has not been completed, letters and oral reports from leaders in all three counties show a very definite increase in number of jobs and economic development during the past year and a half.

5. The pilot projects have demonstrated that a concerted occupational effort, based on local involvement, for developing indigenous leadership, individual dignity, initiative, and community awareness which will result in continuing community development. This is illustrated by the newspaper clippings and reports from the key bankers and county educational leaders.

6. This special effort is helping local leaders to determine the relationship of the traditional education and occupational patterns of people in these communities to their present and emerging needs. They have indicated certain adjustments that will need to be made if the level of living of the rural people is to be improved. In Sandoval County classes in vocational agriculture and industrial arts have been started as a result of interest and demand created by the CSTE Committee (Smith-Hughes Law enacted 50 years ago). Furthermore, in Todd County under Titles I and II of the Elementary and Secondary Education Act 33 ungraded elementary schools have been assisted in getting library books, film strips, slides, and phonograph records.

The above summarization is based on personal observation of local Coordinators, Task Force members, and on written reports from local leaders involved in the various county programs. The attached tables and charts indicate the efforts being made and achievement attained.

Probably more significant than the numbers is the new life and spirit of cooperation engendered on the part of the local people in using their own resources supplemented by state and federal aids to help them help themselves in their own rural counties. The amount of extra cost to the state and federal governments for the effort in these three counties has been negligible. Salaries of Coordinators, their secretaries, maintenance of office, and travel expenses have been in the range of from \$20,000 to \$30,000 per county. CSIE programs are those which are administered through the existing agencies. With few exceptions, representatives of such agencies have been enthusiastic in their support of this pilot effort. New programs have made it possible for hundreds of unemployed and underemployed persons to obtain full-time jobs.

Experience to date with the pilot projects has shown that federal and state agencies working together with the local leaders can effectively bring education and training opportunities to rural residents. This approach provides an effective means for introducing new programs, such as job training for welfare recipients under Title V of the Economic Opportunity Act, and the Human Resources Development Program of the Public Employment Service. High priority should be given to extending this promising new approach. The Nation can ill afford to let the disadvantaged residents of rural areas remain unassisted. It is inconsistent with

an expanding economy to permit this vast source of potential manpower to remain untapped. The manpower policies and techniques being developed in the Concerted Services Program offer new hope to rural America.

Many local and state leaders have sent letters of commendation on the effects of the CSTE projects in their counties. Also, various departments and agencies represented on the Task Force have made preliminary evaluations of the pilot projects as requested by the Co-chairmen in their memorandum of May 12, 1967.

CONSOLIDATED UNIVERSITY OF NORTH CAROLINA

WILLIAM FRIDAY, Ph.D. President

NORTH CAROLINA STATE UNIVERSITY AT RALEIGH

JOHN TYLER CALDWELL, Ph.D. Chancellor
HARRY C. KELLY, Ph.D. Provost
WALTER J. PETERSON, Ph.D. Dean of Graduate School

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ARTHUR C. MENIUS, JR., Ph.D. Dean, School of Physical Sciences & Applied Math

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WILLIAM D. TOUSSAINT, Ph.D. Economics
DAVID D. MASON, Ph.D. Experimental Statistics
DURWIN M. HANSON, Ph.D. Industrial and Technical Education
ROY N. ANDERSON, Ph.D. 1946-1967 Guidance and Personnel Services
WILLIAM E. HOPKE, Ph.D. 1967- Guidance and Personnel Services
PRESTON W. EDSALL, Ph.D. 1948-1967 Politics
WILLIAM J. BLOCK, Ph.D. 1967- Psychology
HOWARD G. MILLER, Ph.D. Sociology and Anthropology
SELZ C. MAYO, Ph.D. Sociology and Anthropology

Center Administration and Research Personnel

JOHN K. COSTER, Ph.D. Director

Professors

H. M. HAMLIN, Ph.D. Special Consultant
C. CAYCE SCARBOROUGH, Ed.D. Agricultural Education

Associate Professors

HARRY G. BEARD, Ed.D. Agricultural Education and Sociology
J. WILLIAM CUNNINGHAM, Ph.D. Psychology
LAWRENCE W. DRABICK, Ph.D. Sociology and Anthropology
DONALD W. DREWES, Ph.D. Psychology
LOREN A. IHNEN, Ph.D. Economics
CHARLES V. MERCER, Ph.D. Sociology and Anthropology
TEXTON R. MILLER, Ph.D. Agricultural Education
CARL A. MOELLER, Ed.D. Industrial and Technical Education
TALMAGE B. YOUNG, Ed.D. Industrial and Technical Education

Assistant Professors

LAWTON E. BENNETT, Ph.D. Politics
C. DOUGLAS BRYANT, Ed.D. Agricultural Education
ADGER B. CARROLL, Ph.D. Economics
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GERALD S. LEVENTHAL, Ph.D. Psychology
JOSEPH C. MATTHEWS, JR., Ph.D. Economics
WALTER R. PARKER, JR., Ph.D. Guidance and Personnel Services (Visiting)
CHARLES H. ROGERS, Ed.D. Coordinator of Services and Conferences
JOHN L. WASIK, Ph.D. Experimental Statistics and Psychology
BERT W. WESTBROOK, Ph.D. Education and Psychology
DOROTHY S. WILLIAMS, Ph.D. Sociology and Anthropology

Instructors and Research Associates

CLEBURN G. DAWSON, M.Ed. Sociology and Anthropology
 CHARLES E. LEWIS, M.S. Sociology and Anthropology
 JOHN M. PETERS, M.S. Adult Education
 WILLIAM H. PUDER, M.S. Adult Education
 RICHARD D. ROBBINS, M.S. Economics
 RICHARD L. TEAGUE, M.S. Sociology and Anthropology
 ROBERT T. WILLIAMS, M.A. Industrial and Technical Education

Graduate Research Assistants

MICHAEL D. BUSBY, A.B. History
 ROBERT C. EVANS, M.A. Education
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 COY L. HUDSON, B.S. Agricultural Education
 THEODORE P. LIANOS, M.S. Economics
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 LYNN E. ONDRIZEK, B.A. Psychology
 JAMES R. SELLERS, B.S. Guidance and Personnel Services
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 GEORGE M. WISE, B.A. Sociology and Anthropology
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