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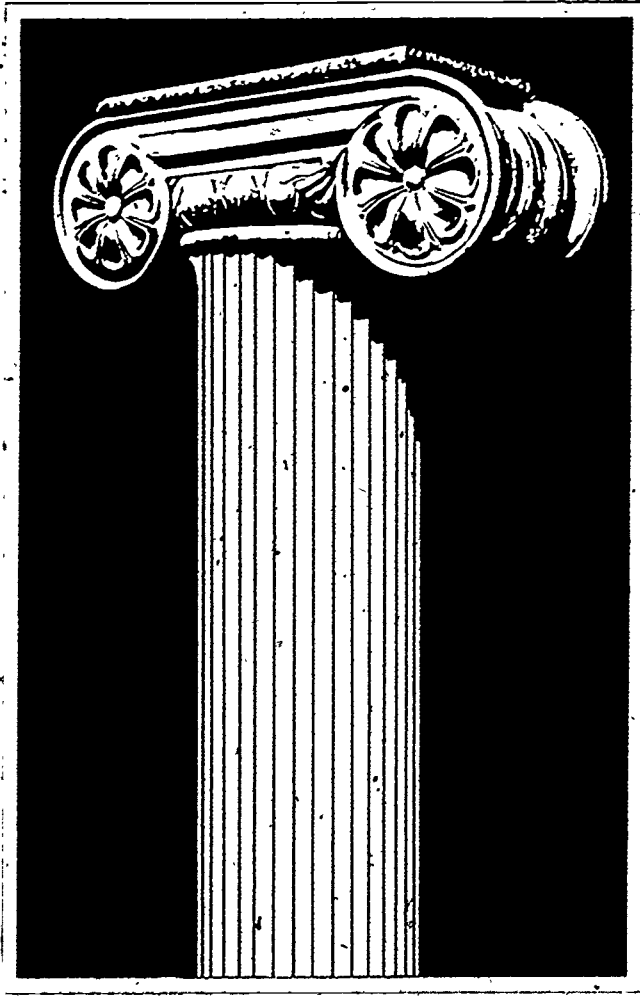
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ABSTRACT The overall effectiveness of Title I is assessed, particularly successful projects are indicated, and means for replicating and expanding worthy projects are recommended. It is concluded that the program has demonstrated the interest and capacity of postsecondary institutions and communities to engage in cooperative problem-solving efforts. Several recommendations are specified: (1) reauthorization by Congress of Title I at the currently authorized level of \$50 million annually; (2) establishment of a Bureau of Continuing Education and Community Service within the Office of Education; (3) delegation of responsibility to the National Advisory Council on Extension and Continuing Education for advising the secretary of HEW on programs relating to the financial and educational well-being of all adult part-time students in postsecondary education; (4) amendment of Title I to provide legislative authority for national emphasis programs, and for financial aid to give technical assistance to state agencies for program development and operational planning; (5) OE provision of technical assistance and guidelines for state programs; (6) increase in state administrative allotments; and (7) increased state-federal cooperative efforts. (LBH)

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PROGRAM EVALUATION



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Title I of the Higher Education Act

NATIONAL ADVISORY COUNCIL
ON EXTENSION
AND CONTINUING EDUCATION

HE 006 SJ

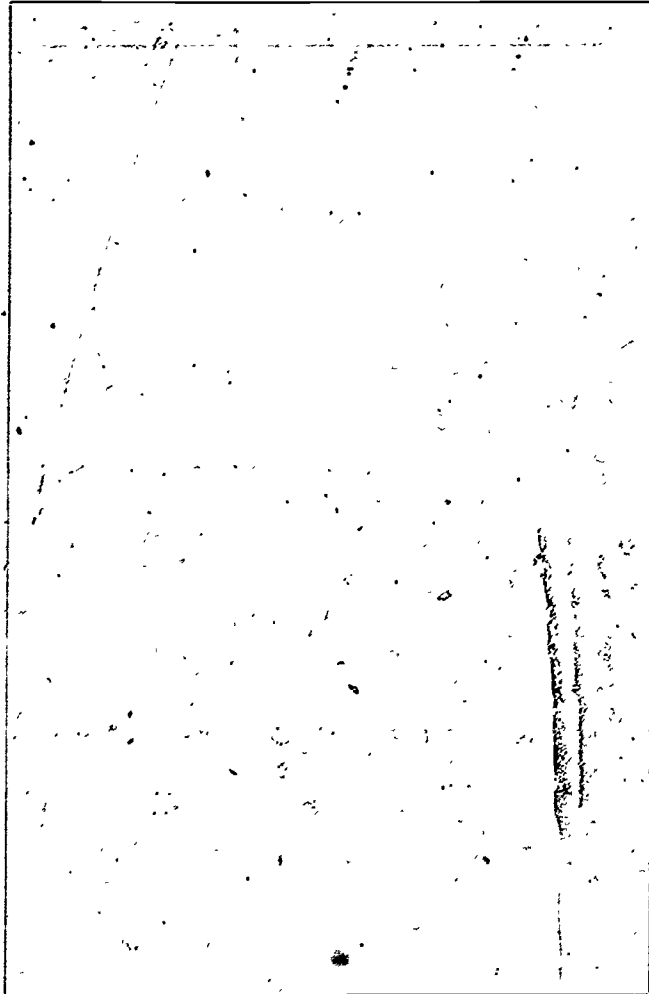
Sec. 103. (a) During the period beginning with the date of enactment of this Act and ending July 1, 1974, the National Advisory Council on Extension and Continuing Education, hereafter in this section referred to as the National Advisory Council, shall conduct a review of the programs and projects carried out with assistance under title I of the Higher Education Act of 1965 prior to July 1, 1973. Such review shall include an evaluation of specific programs and projects with a view toward ascertaining which of them show, or have shown, (1) the greatest promise in achieving the purposes of such title, and (2) the greatest return for the resources devoted to them. Such review shall be carried out by direct evaluations by the National Advisory Council, by the use of other agencies, institutions, and groups, and by the use of independent appraisal units.

(b) Not later than March 31, 1973, and March 31, 1975, the National Advisory Council shall submit to the Committee on Labor and Public Welfare of the Senate and the Committee on Education and Labor of the House of Representatives a report on the review conducted pursuant to subsection (a). Such report shall include (1) an evaluation of the program authorized by title I of the Higher Education Act of 1965 and of specific programs and projects assisted through payments under such title, (2) a description and an analysis of programs and projects which are determined to be most successful, and (3) recommendations with respect to the means by which the most successful programs and projects can be expanded and replicated.

EDUCATION AMENDMENTS OF 1972
(PUBLIC LAW 92-318)

HE 006811

PROGRAM EVALUATION



Title I of the Higher Education Act

NATIONAL ADVISORY COUNCIL
ON EXTENSION
AND CONTINUING EDUCATION

MARCH 31, 1975

The National Advisory Council
on
Extension and Continuing Education

1325 G Street, NW, Room 710

Washington, D.C. 20005

(202) 382-7985

March 31, 1975

Hon. Harrison A. Williams
Chairman, Committee on Labor
and Public Welfare
United States Senate
Washington, D. C. 20510

Hon. Carl D. Perkins
Chairman, Committee on
Education and Labor
U.S. House of Representatives
Washington, D. C. 20515

Gentlemen:

The National Advisory Council has completed its evaluation of Title I of the Higher Education Act as mandated in Section 103 of the Education Amendments of 1972 (P.L. 92-318). On behalf of the Council, it is a pleasure to forward to you the evaluation.

As required by the charge given us, we have: assessed the overall effectiveness of the program; indicated those projects which have been especially successful in meeting the purposes of the law; and, finally, recommended means for replicating and expanding worthy projects.

In this evaluation, the Council was particularly cognizant of the intent of Congress to have the Council identify strengths and weaknesses of the program and recommend improvements. This rationale has largely determined the content and thrust of our analysis and recommendations.

This report is timely. In the light of it, we hope Title I (HEA) will be reauthorized and consideration will be given to our recommendations for its improvement.

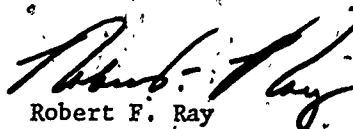
The Council and its staff will be available to provide additional information about the evaluation and to offer assistance in clarifying and amplifying its findings and recommendations.

We appreciate having been given the opportunity to evaluate this important program.

Sincerely yours,



Newton O. Cattell
Chairman-Elect



Robert F. Ray
Chairman

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Acknowledgment

In submitting this report, I wish to acknowledge the dedication Council members have given to this task. The Council is particularly indebted to its title I committee: Mr. Newton O. Cattell, chairman, Mr. Charles W. McDougall; Dr. Charles H. Lawshe; Mrs. Ruth O. Crassweller; Mr. Thomas W. Carr; and Dr. Dorothy Williams. We also recognize the assistance of former Council members, Mrs. Dorothy J. Kieloch and Mr. Mark Guerra, whose terms have expired since this study began 2 years ago.

Mr. C. Richard Parkins, title I project director, has responded effectively to a wide range of Council interests and suggestions in preparing this report. He has made it possible for the Council to complete this task. His work has assured that the report presents the combined thinking of the Council.

Dr. Lloyd H. Davis, executive director, and Mr. Richard F. McCarthy, associate director, have provided advice and assistance during the final phases of the evaluation. Invaluable assistance has been

given by Mrs. Doris V. Potter who has responded to demands in preparing drafts for Council review and has approached the work with great skill and dedication. Mrs. Harriet M. Chadayammury, our Administrative Assistant, has performed essential services in facilitating the completion of the report. We are also indebted to our two independent consultants, Peat, Marwick, Mitchell & Co., and Dr. Larry L. Leslie & Associates, for their technical analysis. We appreciate the fine cooperation provided by Dr. J. Eugene Welden and his staff within the Office of Education; the many State title I agency directors and institutional project directors whose willingness to assist was exceptional. We have benefited by consultation with Dr. Robert J. Pitchell, executive director of the National University Extension Association; representatives of the National Association of State Universities and Land Grant Colleges; Dr. James Farmer of the College of Education, University of Illinois (Urbana-Champaign) and other education professionals.

ROBERT F. RAY, *Chairman*

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Recommendations

Based on its comprehensive evaluation of title I of the Higher Education Act of 1965 ("community service and continuing education"), as requested by the Congress of the National Advisory Council on Extension and Continuing Education in Section 103 of the Education Amendments of 1972, the National Advisory Council herewith submits the following recommendations:¹

1. That the President establish a Bureau of Continuing Education and Community Service within the Office of Education to provide a National focus for Federal programs concerned with education for adults in the world of work and for other postsecondary nontraditional education programs. The responsibilities of the Bureau would include: (See p. 41)

- a. the administration of title I of the Higher Education Act;
- b. the administration of programs relating to the financial and educational needs of adult part-time students;
- c. the administration of related continuing education and community service programs within the Office of Education such as drug abuse education and environmental education;
- d. a central information or clearinghouse function concerned with continuing education and community service projects and programs supported by Federal funds;
- e. coordination with other Department of Health, Education, and Welfare and other Federal programs having similar or related concerns;

¹ These recommendations are discussed in further detail on pages 40-45.

- f. the administration of experimental and demonstration programs to make postsecondary education more relevant to the practical needs of adult part-time students and also to communities in using educational resources to solve social and economic problems.

2. That the National Advisory Council on Extension and Continuing Education have responsibility for advising the Secretary of the Department of Health, Education, and Welfare on programs relating to the financial and educational well-being of all adult part-time students in postsecondary education. This new responsibility will be in addition to and equal in importance to that of advising on the administration of title I of the Higher Education Act and that of reviewing the administration and effectiveness of all Federally supported extension and continuing education programs. (See p. 41)

3. That Congress reauthorize title I of the Higher Education Act at the currently authorized level of \$50 million annually: (See p. 40).

4. That Congress amend title I of the Higher Education Act to:

a. provide new legislative authority for national emphasis programs that would provide such sums as necessary to the Commissioner of Education to be allocated to and administered by the States to expand and replicate projects and programs that would have national or regional impact. Such programs and the funds required to finance them would be requested by the Commissioner at the time of the annual budget request for title I (HEA); (See p. 41)

b. provide for an allocation of 5 percent of appropriations under title I (HEA) to the Commissioner of Education for the purpose of providing technical assistance to State agencies for program development, operational planning, and evaluations designed to improve the State administration of the program; (See p. 42)

c. permit an increase in the administrative allotment to each State from \$25,000 to \$40,000 to provide resources to State agencies for developing operational program plans and conducting periodic evaluations of State title I (HEA) operations.

Such action should be complemented by steps to strengthen the State planning effort for all of postsecondary education so that State priorities for continuing education and community service may be elicited and communicated to the State title I agency; (See p. 43)

d. authorize State agencies to use annually up to \$75,000 or 20 percent, whichever is less, from State allocations to develop the capacity of a select number of postsecondary institutions to engage in community service and continuing education programs not otherwise available. Such grants to institutions would: (See p. 43)

—not exceed \$25,000 or be available to a single grantee for more than 3 years,

—be matched by the recipient institution(s),

—require a commitment from and demonstration of the recipient institution's capacity

to maintain the level of effort in continuing education and community service established by the grant,

—be awarded on the basis of a specific program plan,

—be evaluated by the State agency providing the grant.

e. require all States to have advisory bodies specifically designated to consult with and assist the agency administering title I (HEA.) Such bodies should be representative of the community and not comprised of membership from educational institutions in excess of one-third of their total membership. (See p. 44)

5. That the Office of Education provide technical assistance and publish guidelines to improve the operations of State title I programs. Such assistance and guidelines would pertain to: (See p. 43)

a. improving the planning and project selection procedures of State agencies, including the stipulation that arbitrary limits upon the level of funding or duration of project grants do not constitute valid bases for project proposal approval;

b. improving the operations of State title I advisory committees;

c. improving communications between the national title I office and among the States to encourage the sharing of information about title I projects and programs;

d. encouraging and assisting State agencies to initiate projects to be conducted by eligible institutions within the State.

Prologue

In expressing a fundamental and persistent concern of Americans for relevance in education, President Ford in his Ohio State University speech of August 30, 1974, called for a "new alliance between the world of education and the world of work." By urging "a real partnership between the academic community and the rest of our society," the President was echoing a need of Abraham Lincoln's day that led to the establishment of the land grant university system to serve the "liberal and practical education of the industrial classes in the several pursuits and professions of life," or the theme expressed a century later by Lyndon Johnson when he remarked that "the role of the university must extend far beyond the ordinary extension type opera-

tion. Its research findings and talents must be made available to the community."

Today we face new challenges and new problems. Society is far more urban, more complex, more diverse, with a vast expansion of educational institutions—requiring a review of old approaches and a search for new—all aimed at bringing the world of higher education and the problems and needs of people in their everyday lives closer together. A system in which the doors of our colleges and universities are open in service to all who can use their knowledge, a system in which the faculties and students become directly involved in helping people solve the real problems of the real world has been a re-emerging goal of higher education. Title I is a contemporary expression of that goal. □

The Title I Program

SUMMARY OF LEGISLATION

In passing title I of the Higher Education Act of 1965, Congress established a Federal-State partnership with postsecondary educational institutions to engage in continuing education and community service with respect to community problem solving. Not since the passage of the Smith-Lever Act had the Federal Government joined with colleges and universities to become so actively involved in the problems of America's communities.

Title I combined two different approaches concerning the way in which the Federal Government might support higher continuing education in serving the needs of America's citizens and communities.

The House version of title I declared that the act was to provide a program of support for institutions of higher education in establishing and maintaining community service programs designed to insure that the latest knowledge and techniques are brought to bear on urban and suburban problems. Influenced by the community development interest of the 1960's the House supported educational assistance emanating from a wide range of institutions which would assist communities to solve urgent social problems. The House debate stressed the readiness of many institutions to participate in a problem-solving effort if the necessary boost could be provided. Although the service was for persons in communities, those receiving the assistance were to have clear association to a particular community problem, especially those in urban settings.

Although sensitive to the contemporary problems of communities, Senate spokesmen emphasized the need to strengthen the base on which higher education builds. In the same context, reference was made to a further application of the extension concept and a balanced program of continuing education for adults. Under these conditions, the benefit

to communities might not be quite so immediate; but by developing extension capabilities of a select number of qualified institutions, new educational delivery systems would evolve to serve individuals who had been overlooked by more traditional programs.

There resulted an act which provided Federal participation in continuing education programs for persons who are in some way involved in community problem solving. Under the act, the Federal Government helps the States extend continuing education and community service capacities of their colleges and universities to persons who can apply knowledge to the amelioration of community problems.

In spite of varying interpretations of the law, the following are some common assumptions of the act which must be considered in assessing the title I program:

1. Postsecondary institutions represented valuable resources which if properly stimulated, mobilized, and applied could assist people in solving problems.
2. Title I should support programs for adults to help them solve community problems rather than for purely personal benefit or self-enrichment.
3. Problems, although national in scope, must be solved in a regional or community setting.
4. Institutional participation in the program should be based on an ability, willingness, and commitment to deal with specific problems.
5. Educational institutions must share with communities the task of determining problem areas and priorities to which educational assistance should be applied.
6. Title I should modify traditional educational missions and result in new or stronger community service/continuing education programs.

7. State agencies through their administrative and planning functions should provide sufficient coordination to offset problems that might otherwise occur in such a broad-gauged program. Decisions about projects to be supported and the extent of institutional participation should be a function of the State's management of the program.

The fulfillment of the purposes of title I was, therefore, left to the States and to their public and private colleges and universities with the expectation that different problem-solving purposes would be pursued and a diversity of projects and programs undertaken.

SUMMARY OF TITLE I

Program Activity

Title I (HEA) is a segment of the larger effort of colleges and universities to provide service to communities and adult learners. Its special purpose is—through continuing education and community service—to apply the knowledge and competencies of higher education to the alleviation of community problems. While many colleges and universities had continuing education programs, these programs generally served the occupational, professional, and developmental needs of certain adult constituencies, many of whom were capable of financing or being financed in pursuing essentially personal and professional goals. These programs did not meet the specific needs of communities or large numbers of unserved people who did not have access to the services of higher education. Title I was designed to fill this void.

Forty-six States, the District of Columbia, Guam, and the Virgin Islands began their participation during the first year of title I funding.¹ In each State, the Governor designated an agency to be responsible for the administration of the program. The agency developed a State plan for community service and continuing education which established a number of priorities for community problem-solving. The allocation of funds to the States took place upon approval of the plan by the U.S. Office of Education. Each State and the District of Columbia were en-

¹ Montana, New Hampshire, and South Dakota joined in fiscal year 1967, Indiana in fiscal year 1970, and American Samoa in fiscal year 1974.

titled to a basic grant of \$100,000 with Puerto Rico, Guam, and American Samoa receiving \$25,000 each. The remaining funds were divided among the States on a population-ratio basis. Upon receipt of the Federal funds, the State—applying the priorities established by the State plan—funded community service and continuing education projects at colleges and universities.

Projects and People Served

The authorized appropriation during the period 1966-73 was \$285 million. Actual appropriations for this period totaled \$83 million. This money was allocated to the States. During this period 4,834 awards were made to colleges and universities throughout the country for community service and continuing education projects. The pattern of these awards reflects an intent on the part of the States to focus on individuals who could have an impact on the community problem-solving process. Forty-one percent of the awards and 47 percent of the money, over \$34 million in Federal funds, supported projects for the decision makers in the community, including employees and officials of State and local governments, paraprofessionals, community leaders, and representatives of a wide range of community groups. Particular participant groups included tax assessors, city councilmen, board members of community groups, and State legislators. This emphasis has been maintained during the life of the program. The remaining program funds have been divided among programs serving people related to a variety of problem areas.

The following are some examples of projects and groups of persons served by the program:

Through a counseling and guidance center in the Piedmont region of North Carolina, 431 women have developed specific plans for personal growth and future activity . . . a program at New York City Community College improved the skills of 111 paraprofessionals and support personnel from 26 poverty and community agencies . . . to improve the problem-solving capability of State and local government, the University of Texas, cooperating with the Texas Urban Development Commission, conducted a 2-year research, education, and action program for 250 community and business leaders . . . in Baltimore more than 100 community residents, Morgan

State College faculty and students, city officials, and representatives of State agencies cooperated in an intensive 7-day planning session to develop a community educational facility. . . . 400 senior citizens in Connecticut received counseling in such areas as social security, medicare, wills, and the psychology of aging 133 inmates of West Virginia's Moundsville Prison received college level instruction and intensive pre-release counseling from the faculty of Bethany College.

The geographic areas covered reflect the emphasis of the law on problems of metropolitan areas. Sixty percent of the funds were devoted to projects in urban or suburban areas. Ten percent of the funds assisted rural residents. The remaining 30 percent were devoted to regional or statewide projects.

Over time, the average project grant has increased about in proportion to the rate of inflation. In fiscal year 1966 the average award was \$15,241. In 1973, with an increased appropriation, the average project received about \$21,000. In addition, most projects are funded for at least 2 years. There has been a steady trend away from discrete, one-time projects to larger, more comprehensive activities.

Participating Institutions

A total of 1,214 colleges and universities participated in the community service and continuing education program during its first 8 years. Many of these institutions have served adults outside the traditional campus community for the first time. The largest share of Federal funds has gone to State universities and land grant colleges. While they have never accounted for more than 22 percent of the participating institutions, they have received over 46 percent (\$29,221,300) of the Federal funds. In fiscal year 1973 land grant colleges and State universities received 35.6 percent of Federal program funds—down from a high of 51.7 percent in fiscal year 1968—and accounted for 12.0 percent of all participating institutions. As this has occurred, smaller 4-year public institutions have received a steadily increasing share of program resources. The number of awards being made to private 4-year and 2-year colleges has remained relatively constant.

The most dramatic increase in institutional participation has been among 2-year public or community colleges. State agencies have generally made an

effort to increase their involvement in the title I program. These institutions constituted 12 percent of all participating institutions in fiscal year 1967, 24 percent in fiscal year 1972, and 32 percent in fiscal year 1973. Increased participation also brought an increased share of funds, from 6.3 percent in fiscal year 1967 to 11.6 percent in fiscal year 1973.

PROGRAM ADMINISTRATION

The Office of Education

The U.S. Office of Education (OE) has overall responsibility for the community service and continuing education program and sets national policies, procedures, and goals. OE reviews and approves all State program plans and releases funds to the States. In addition to overseeing the program, OE provides limited technical assistance to State agencies. This takes the form of field visits and regional workshops on program administration for State administrators. OE also collects data from the States and prepares reports for the Congress, the Department of Health, Education, and Welfare (DHEW), and the National Advisory Council on Extension and Continuing Education.

In addition to the State grant program, OE is directly responsible for administering two discretionary grant programs. The Education Amendments of 1972 authorized the set aside of up to 10 percent of annual appropriations for awards to support experimental and demonstration continuing education projects focused on national and regional problems.

Funds sufficient for the initiation of this new authority were appropriated by Congress in fiscal year 1973. Because the money was released late in the fiscal year, this new effort could not be implemented until fiscal year 1974. OE is now administering 11 special projects that are demonstrating a variety of experimental approaches to such problems as the environment, the elderly, prison inmates, women in rural and isolated areas, local government personnel, and consumers.

In 1973 Congress also authorized appropriations for direct grants for projects related to the problems of the elderly. Funds have not yet been appropriated for the program in cooperation with HEW's Administration on Aging.

State Administration

State agencies develop plans and annual program amendments, determine problem priorities, select projects to be supported, and oversee programs of community service and continuing education. The State agency designated to be responsible for the administration of the title I program should have special qualifications with respect to solving community problems and be broadly representative of institutions of higher education in the State. If the agency does not meet these requirements, an advisory council must be established to supplement the State agency.

Although most State agencies possess the qualifications required by the act, all but one have chosen to establish advisory councils. Members of these councils represent both higher education and local communities. They lend their expertise to the development of annual problem priorities and, in many cases, to the review and approval of project proposals.

Initially, the location of State agencies was almost equally divided between the major State universities and State boards or commissions of higher education. A small number of States designated the State education department or a department with a community affairs orientation as the administering agency for title I. Recently the balance has shifted notably. The Education Amendments of 1972 called for the establishment in each State of a commission responsible for all postsecondary education planning. The tendency has been to assign to these newly created commissions the responsibility for administering title I. More than half of the title I agencies are now boards or commissions of postsecondary education, commonly referred to as 1202 Commissions.

The State plan is the cornerstone of program administration. In addition to establishing fiscal and administrative procedures and criteria for proposal development and review, the plan, through a process of annual amendments, determines which community problem areas are to be given priority. The States develop these priorities through consultation with advisory councils, institutions of higher education, and other representatives of community interests.

In the first few years of the program the States

tended to adopt broad areas of concern, such as community development or human resource development, as priorities. The U.S. Office of Education in its guidelines for State program plan development urged the States to carefully document the extent of the community problem being considered, to establish reasonable program objectives and to set long-range program goals. As a result, the trend of State plans has been to focus on more specific needs and participant groups.

Most States issue guidelines on priorities and proposal preparation to all eligible institutions. They have also developed a regular system of communication with the colleges and universities. Newsletters are published and regional and statewide conferences are frequently held to maintain communication among participating institutions.

Program administration at the State level has been complicated by delays and uncertainties in program funding. The original legislation was not signed into law until almost midway through the fiscal year. Appropriations and regulations governing program administration followed, albeit slowly. The result was that most State plans were submitted and approved at the end of fiscal year 1966. Thus projects utilizing fiscal year 1966 funds did not begin until fiscal year 1967.

The situation improved somewhat in subsequent years. However, full appropriations often were not available until the second quarter of a fiscal year. As a result, the program has been consistently "forward funded" for a period of 6 months, that is, funds are allocated in the last half of a fiscal year and projects begun in the first half of the next one.

Beginning in fiscal year 1971, budget requests for zero appropriations caused administrative problems for State agencies. At that time there was an unprecedented turnover in State administrators. Almost 40 percent of the States experienced a change in program leadership.

Federal funds totaling \$25,000 or 5 percent of the total program costs, whichever is greater, may be used by the State to cover administrative expenses. The average annual outlay for administration is approximately \$20,000 in Federal funds. These funds are used to support full-time professional administrators in almost 40 percent of the States. In most of the other States the individuals responsible for

title I spend at least half their time on the program.

The States are also required to meet a portion of program costs, currently one-third with non-Federal funds. The State agencies usually match their administrative expenditures but the bulk of program matching funds are provided by the participating institutions. During fiscal year 1973 institutional resources were the major sources of matching funds in 81 percent of the projects completed, with State and local governments providing 11 percent. The remainder came from participant fees, private contributions, and model cities funds.

National Advisory Council

As a part of its responsibilities, the National Advisory Council on Extension and Continuing Education submits periodic reports to the Commissioner of Education and Congress concerning the operation of title I and recommends modifications for improving the program. With the funding of section 106 of the title I legislation, the Council has been consulted

by the Office of Education concerning priorities for funding discretionary grants under this provision of the law. The current evaluation is a major Council effort which will be of assistance to the national administration of this program. The Office of Education has cooperated fully with the Council in providing data on State programs and institutional projects and has consulted frequently with the Council at various stages throughout the course of the evaluation.

CONCLUSION

Title I has exhibited the project and institutional diversity anticipated at the time of its passage. This brief summary has attempted to telescope title I activities so as to illustrate this essential feature of the program and establish the fact that the program has conformed in principle and to a large measure in practice to the expectations assigned to it at the time of its passage. □

Introduction

The National Advisory Council on Extension and Continuing Education advises the Commissioner of Education on the operation of title I of the Act, and reports annually to the President, the Secretary of Health, Education, and Welfare, and the Congress on federally supported programs of extension, continuing education, and community service.

In responding to the first charge, the Council in its sixth annual report recommended that a national evaluation of the title I program be conducted. As a part of the 1972 amendments to the Higher Education Act, Congress assigned to the Council the task of evaluating the title I program. Funds for this purpose were made available in March 1973; and for the past 2 years the Council has been engaged in a study of the program.

In its charge, Congress assigned the Council three interrelated tasks:

1. to provide an overall assessment of title I of the Higher Education Act of 1965, as amended;
2. to identify projects² and programs which have been most successful, that is, which have shown the greatest promise in achieving the purposes of Title I and the greatest return for the resources invested in them;
3. to recommend the means by which successful title I continuing education/community service projects and programs² can be expanded and replicated.

The Council's mandate requires a determination of both the strengths and weaknesses of the program

² Title I project is a specific, discrete continuing education or community service activity financed with title I (HEA) funds.

² Community service program means an educational program, activity, or service offered by an institution(s) of higher education and designed to assist in the solution of community problems in rural, urban, or suburban areas with particular emphasis on urban and suburban problems.

as well as an indication of projects which have most successfully fulfilled the purposes of the act and have shown the greatest return for the resources invested. To fulfill this task, the Council has:

1. conducted field reviews of 14 State programs⁴ and 60 funded projects;
2. employed two independent contractors to review projects broadly representative of the entire program as well as to gauge their effectiveness in meeting the purposes of title I;
3. analyzed State programs and State plans;
4. compiled 25 full case reports and 85 shorter cases which illustrate the range of activities in the program and aspects of projects which contribute to their performance and thus to their relative effectiveness in meeting the purposes of title I;
5. identified characteristics most strongly associated with projects which demonstrate achievement in assisting with community problems;
6. identified projects which, in its opinion, are most worthy of replication and expansion;
7. consulted with the Office of Education about the operation of the program nationally and at the State level;
8. solicited the opinions of continuing education, extension and community service professionals concerning the operation of the title I program and changes needed to improve its effectiveness.

In addition to presenting results of formal studies of title I undertaken during the past 2 years, the report also presents observations, conclusions, and recommendations based upon the 9 years of the

⁴ State program is the series or collection of projects that are developed according to the requirements and priorities expressed in the State plan and administered by the State agency.

Council's oversight responsibilities for the title I program.

In pursuing these tasks, the Council has raised a series of questions which it considers fundamental to an understanding of the overall effectiveness of the title I program, as well as to conclusions concerning those projects which have most effectively complied with the purposes of the act. The following are these clearly related to the intentions of Congress in enacting title I:

- Has title I resulted in a significant number of colleges and universities directing more of their efforts toward solving community problems?
- Has title I satisfied the expectations of Congress in serving a diversity of people and problems?
- Has title I fulfilled the expectations of Congress with respect to dealing with rural, urban, and suburban problems with an emphasis on urban and suburban problems?
- Has title I strengthened the continuing education and community service capabilities of colleges and universities?

In addition, the Council has considered it important to examine other issues which are related to the overall effectiveness of the title I program:

- Has title I stimulated the application of other resources for solving community problems?
- Has the State administration of the title I program been effective?
- Has the national or Federal administration of the program been effective?

In answering these questions, the Council will also suggest improvements in the operation of the program that will contribute to its impact upon community problems.

In responding to the more specific requirements of its evaluation mandate, the Council will:

- identify those characteristics of projects which show the greatest promise in achieving the purposes of title I;
- identify types of projects which provide the greatest return for the resources invested;
- recommend means by which successful projects and programs can be replicated and expanded.

These issues have provided the structure and determined the content for this analysis of the title I program.

The Council has relied heavily on examples of title I projects to illustrate and explicate effective uses of the program. Case materials are illustrative of the generalizations which the Council has found applicable to those instances of title I projects working most effectively in assisting in the solution of community problems.

Appendix

Attached to this report is an Appendix containing a list of exemplary title I projects which the Council deems worthy of replication and a statement on the methodology used by the Council in its evaluation of the title I program. (See p. 46) □

Questions

1. Has title I resulted in a significant number of colleges and universities directing more of their efforts toward solving community problems?

A major purpose of title I was to release the knowledge of colleges and universities in behalf of assisting persons and communities in solving community problems. Title I was to serve as the incentive or boost which would make higher education more involved in community problem solving.

INSTITUTIONS PARTICIPATING

An estimated 1,214 colleges and universities—nearly half of those in the Nation—have been recipients of title I support. In 1967, 314 institutions had received title I grants. In 1973, 731 institutions were involved in the program, an increase in annual institutional participation of 230 percent. Of the 731 institutions participating, 162 were involved in the program for the first time.

The following table illustrates the numbers and types of institutions participating in the program from 1967 to 1973:

Number of Colleges and Universities Participating in Title I Programs

	1967 ¹	1970	1973
State universities.....	63	90	94
4-Year public colleges.....	122	134	193
4-Year private colleges.....	85	169	196
2-Year public colleges.....	38	96	236
2-Year private colleges.....	6	12	12
Total.....	314	501	731

¹The figures for fiscal year 1967 include only those institutions actually receiving Federal funds while the fiscal years 1970 and 1973 figures include all institutions participating.

When considering the increase in the number of projects from 1967 to 1973, the increase is less marked. The program supported 602 projects in 1967 and 645 in 1973. However, the funding level of projects largely explains the marginal increase in the number of projects. The average project grant per institution was approximately \$15,000 in 1967 and \$21,265 in 1973, an increase about proportionate to the increase in costs. Coupled with this has been the increase in interinstitutional projects which accounts for higher institutional participation in a smaller number of projects.

The following table indicates the 1973 profile of colleges and universities participating in the program:

Funds and Projects by Participating Colleges and Universities, 1973

	Number of projects	Federal funds ¹
State universities.....	218	\$4,878.0
4-year public colleges.....	173	4,369.3
4-year private colleges.....	138	2,770.4
2-year public colleges.....	108	1,609.4
2-year private colleges.....	8	92.9
Total.....	645	13,720.0

¹In thousands of dollars.

Some effort has been made to ascertain the number of institutions which have been introduced to community service and continuing education as a result of title I. It is safe to assume that large public and land grant institutions had extension and com-

munity outreach programs prior to title I, since such institutions were traditionally interested in such activities. However, title I has introduced these institutions to new kinds of community service and continuing education activities. Of 85 projects reported to the Council in a survey of State agency nominated successful projects, 60 percent of these projects were sponsored by major 4-year public universities and land grant institutions. In all instances, the project constituted a new continuing education or community service venture for the institution.

Private 4-year and 2-year institutions have had rather constant participation in the program. In 1967, their combined participation constituted 27 percent of the projects funded. In 1973, 21 percent of the projects and 27 percent of the institutions involved in title I were private.

Although the growth of institutional participation in this sector has been nominal, title I has played a role in introducing community service and continuing education as a part of the educational programs of these institutions. In most instances reviewed by the Council, private institutions which received title I support were engaging in community outreach activity of the kind sponsored by title I for the first time. Title I has facilitated private institutional participation in the program largely because State agencies have attempted to make the title I program accessible to all types of institutions.

As has been cited in the program background chapter of the report, community colleges have experienced a quantum increase in participation in the title I program. As recently as 1971, 102 community colleges were engaged in some form of title I activity. In 1973, the number increased to 236. When compared to 1967 statistics, the increase is from 12 percent (38 institutions) to 32 percent (236 institutions) of total participating institutions. These figures include the many instances of community colleges participating as cooperating institutions in a program having a public university or a 4-year State institution as a major sponsor.

The Council's survey of community college projects indicates that these institutions used title I support largely to activate or extend a community outreach mission which had already been assigned to

the institution. When State agencies were requested to nominate successful projects from their respective programs, approximately 17 percent of those submitted were operated through community colleges. Of the projects available for analysis, 80 percent mentioned as the major institutional benefit derived from title I the creation of new courses or classes for categories of community clients.

In 1973, land grant colleges and State public universities accounted for 12 percent of the institutions participating in the program. In 1967, they comprised 20 percent of the participating institutions. This reflects a trend among State agencies to broaden the base of institutional participation in the program, thus the emergence of new contenders for title I funds.

It is also evident that the national picture of institutional involvement does not conform to what is occurring in a few individual States. A recent study of participating institutions in one State program shows that community colleges have had negligible participation in that State's program. Private institutions in most States still have less participation in the program than public institutions, yet a significant number have produced highly successful projects. The overall picture is one of diverse institutional participation.

Approximately \$46 million in funds have been provided to match Federal contributions. Approximately 82 percent has been provided by institutions; another 12 percent by State and local governments, and the remainder by private contributions and fees. Although the matching funds are provided on a statewide basis, the pattern throughout the program has been to generate matching funds from institutions. This constitutes a major commitment by institutions to the community problem-solving efforts of title I.

As revealed by a survey concerning various administrative aspects of State agency operations, the ability to generate matching institutional funds was a function which agency directors were highly effective in performing. Moreover, there has been a consistent tendency of States to overmatch. During the first 3 years of the program, the Office of Education reports a State overmatch of \$4,192,000, the bulk of

which was contributed by participating title I institutions. This practice has continued throughout the life of the program. Because of the number of institutions which overmatch, certain smaller colleges are able to participate in the program with smaller matching contributions.

Faculty involvement in the title I program represents another form of institutional support to the community problem-solving purpose of title I. Here the picture is uneven. While it is estimated that about 9,600 faculty members have devoted time to the title I program since 1971, 70 percent contributed no more than 25 percent of their time to projects. Approximately 13 percent contribute more than half-time to the title I effort. Those who contribute substantially less time are sometimes a part of a team of resources, and thus the individual 25 percent input must be considered in light of total staff contribution and that individual's role.

The record of community colleges is particularly impressive. In a separate study of community college involvement in title I, it was estimated that 40 percent of the colleges receiving title I support had a full-time administrator allocated to the project.¹

Any consideration of faculty involvement with the title I program must be related to the support which college and university administrators give to the title I program. The findings from this study indicate that the strongest and most durable expressions of institutional commitment occurred when both faculty involvement and administrative support were present.

CONCLUSION

The title I program has demonstrated its ability to induce institutions to contribute resources to assisting people and communities to solve problems. In addition to providing those institutions which had capacities in extension and continuing education with opportunities to pursue new directions, it has also introduced other colleges and universities to

¹Linda Hood Talbott, *The Community College in Community Service: A Descriptive Analysis of the Impact Program of the Higher Education Act of 1965, Title I, unpublished Ph.D. thesis, University of Missouri, Kansas City, 1973, pp. 165-167.*

community outreach and added to the total number of institutions providing assistance to communities.

2. Has title I satisfied the expectation of the Congress in serving a diversity of problems?

Congress designed title I to address a wide variety of community problems. As one Congressman who urged passage of title I suggested, the various uses of the program were as long as the list of community needs. A corollary to this was the requirement that State and local initiative be largely responsible for deciding title I priorities. The realization that direct Federal intervention in community-problem solving was not often consistent with local needs and priorities was a principal justification for drafting a measure to make universities more responsive to the popular demands and views of the society they serve and assist communities in which they have an inherent interest. An open-ended program with a strong emphasis upon State and local initiative established diversity as a characteristic of the title I program.

While Congress did not restrict the problem areas to which title I could devote resources, some important problem areas were suggested. As expressed in section 101 of the act, title I could be concerned with housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. The "such as" clause introducing this list indicated that Congress considered these subjects worthy of consideration but did not intend to restrict States to certain problem areas.

During the first 2 years of the program, the theme of diversity was clearly established. In 1967, the range of problems included government, recreation, employment, youth opportunities, health, land use, community development, human relations, personal development, and poverty. The following table shows the main areas of problem concentration for 3 separate years of the program:

*Percent of Projects in Problem Areas Served by
Title I*

<i>Problem category</i>	<i>1968</i>	<i>1971</i>	<i>1972</i>
Government.....	32	23	24
Community development.....	47	48	45
Health.....			
Housing.....			
Transportation.....			
Environment.....			
Economic development.....			
Community organiza- tional development.....			
Land use.....			
Poverty.....			
Employment.....			
Personal development.....	15	24	30
Human relations.....			
Youth.....			
Aging.....			
Women.....			
Consumers.....			

Emphasis on government and community development has been most pronounced. Other areas have received less concentration. Housing and transportation are problems suggested by the legislation which have received less attention. The community development and personal development areas have been general designations for an array of problem areas.

The same degree of diversity exists at the State level. In 1972, 45 States operated projects in at least four problem areas. Twenty-nine of the States included from 5 to 10 problem areas in their allocation of project funds.

A question which amplifies the diversity of the program concerns title I's responsiveness to changing priorities. Certain themes of the program have remained relatively constant as shown by a strong tendency for title I projects to serve government officials, community leaders, and community service workers. However, certain areas and populations have emerged as recent participants in the program. Projects for consumers, the aging, and women are

relatively new thrusts within Title I. Projects in these areas were mounted with sufficient frequency in 1971-72 to constitute a significant increase in the personal development category.

In addition, the program has given attention to the aging, small businessmen, consumers, educators, and women and has, in many instances, developed projects designed to encompass entire communities in broad educational projects for solving the community's problems.

CONCLUSION

Therefore, from the perspective of the problems covered and the population served, title I projects reveal a high degree of diversity—a characteristic stemming largely from the flexible and responsive nature of the program.

3. Has title I satisfied the expectation of Congress with respect to serving rural, urban, and suburban problems, with an emphasis on urban and suburban problems?

Title I was initially conceived as an urban program. However, the act in its final form provided for a program which could encompass all sectors of society with a special emphasis on urban and suburban problems. The program has served all areas; although demographic demarcations are somewhat misleading in explaining the focus of title I. When the issue of title I's urban thrust was debated in Congress, it was pointed out that the problems of the Nation could not be conveniently linked to precise geographic or demographic areas. The problems of urbanization as well as the problems of urban areas warranted attention. The economic and social dislocations which accompany a predominantly urban society produce consequences for all people and for all communities.

A breakdown of title I projects for 1973 shows the following distribution of projects in terms of demographic areas:

Types of Areas Served by All Title I Projects in 1973

	Number of projects	Federal dollars spent
Standard metropolitan statistical areas.....	262	\$6,818,584
Other urban and suburban.....	109	1,748,933
Rural.....	94	1,606,098
Statewide.....	180	3,546,428
Total.....	645	13,720,043

A separate survey by the Council found that 71 percent of the projects considered outstanding by State agencies were urban. Half of these successes occurred in medium- or smaller-sized cities. The State program basis of title I has permitted considerable attention to moderately sized urban areas. Data indicate that such projects have had a rate of effectiveness in these areas slightly in excess of their participation in the program.

An increasing number of statewide projects indicates a definition of problems which encompasses persons in various geographic or political settings. Statewide projects invariably relate to groups whose problems are not exclusively tied to any specific location. For example, many serve governmental needs which can be more realistically tackled on a statewide basis. Two other such projects reviewed by the Council, one for the aging and another for consumers, required a statewide focus in order to cover an audience as broad as the problem itself.

In spite of this predominantly urban focus of title I, the continuing education efforts of higher education concerned with urban problems are small in relation to the need.

The fact that title I shares an interest in urban problems with other Federal programs does not diminish this need. Title I remains the only Federal program which broadly supports colleges and universities in assisting with urban problems through continuing education and community service.

CONCLUSION

Title I constitutes a helpful but minimal response to the overwhelming needs of urban America. The

program reflects a special concern for urban problems but, because of its application to statewide activity, has also been available to less urban and rural communities. The void which Congress recognized in passing title I continues to exist. Even if title I became exclusively urban in its orientation, its contribution could not match the enormity and complexity of urban problems. The program has shown that links can be established between higher education and community problems which are outgrowths of the urban process.

4. Has title I stimulated the application of other resources toward community problem solving?

The application of other resources to community problem solving resulting from title I initiative has taken various forms. The projects discussed below demonstrate ways in which the program stimulated other resources to assist communities.

APPLICATION OF OTHER FEDERAL FUNDS

Title I's concerns are often compatible with those of other federally assisted programs. The following are examples of title I activity which were subsequently extended through related Federal programs.

A housing project sponsored by the Department of Civil Engineering of Clemson University produced an educational program designed to assist housing counselors to provide the disadvantaged with information about building and financing affordable housing. From this educational effort came an Office of Economic Opportunity grant of \$55,000 for designing model low-cost homes. Based on the designs resulting from the OEO study, the Department of Housing and Urban Development granted the State an additional \$1 million to build 100 homes in the \$8,000 to \$13,000 price range. These additional resources were an outgrowth of an initial title I input of \$28,000 with a \$15,000 institutional matching contribution.

A small grant of \$5,000 launched a training program for women living in a small Indian com-

munity in Maine to enable them to establish and service child care and preschool centers. The number of children eligible for the project was insufficient to be covered by a Head Start grant; yet the special needs of the community warranted some type of preschool program in order to bring greater educational opportunity to the children of a community whose isolation and economic deprivation were acute. In the following year, the program was continued with Head Start funds. A modification in Federal regulations concerning the number of children to be served in such programs made this possible. Child care centers now exist in the community of 500 persons.

A retirement planning program begun by New Mexico Military Institute to serve the higher number of retired and older Americans in the city of Roswell has been continued with funds from the Older Americans Act. The project which provided services and courses concerned with the special problems of retirees provided the basis for a grant from the New Mexico Commission on Aging to the State title I agency to develop continuing education programs for older citizens throughout the State.

The dean of extension of a major midwestern university reports on the effect of title I on his extension program by citing "training programs for police officials initially started about 6 years ago by the University of Missouri through a title I grant. Today, this program has been significantly enlarged and conducted through funding by the University of Missouri and the Law Enforcement Assistance Administration."²

APPLICATION OF LOCAL OR PRIVATE FUNDS

Another form of funding stemming from title I projects comes from private and community sources. Three specific projects are cited to illustrate such occurrences:

A private foundation has recently given a grant of \$25,000 to support the working of the Anacostia Neighborhood Development Project initiated by George Washington University with cooperative support from three other Washington, D.C. institutions: Howard University, Federal City College, and Gallaudet College. The project serves the predominantly minority residents of Anacostia, one of the District of Columbia's most economically depressed areas. Since the inception of the project, the neighborhood center with assistance from the University has provided a legal

² Memorandum from Dr. Carl Scheneman to the National Advisory Council, Oct. 1, 1974.

and consumer service center, special programs in health care, and most recently a special effort to secure a more adequate public transportation system for the area. One of the cooperating institutions, Federal City College, is now considering establishing a Continuing Education Center at the Neighborhood Center. The Anacostia experience indicates that an identifiable mechanism within a community can become a focal point for applying assistance to an area. The foundation contributing the \$25,000 grant was prompted to assist Anacostia because funds could be channeled through a viable organization.

Project Pride in Living in the Minneapolis-St. Paul area was started in 1970 with a title I grant of \$20,000. The purpose of the project is to demonstrate to low-income homeowners and tenants that comfortable, attractive homes are possible through the efficient and economic use of materials. The project has generated the support of local business concerns in supplying low-cost or free materials to low-income residents of the city. A furniture recycling plant has been set up to convert donated materials into usable household furnishings. And most significantly, a local Federal Savings & Loan Association has made available \$1 million in low-interest loans to help low-income homeowners improve their homes. Through demonstration model homes and a series of training courses on home improvement and maintenance skills, the project has applied a range of community resources to improving the quality of life for the city's low-income residents. The model homes and training courses constituted a modest beginning which has been reinforced and extended by the contribution of loan funds and materials equivalent to about \$110,000.

A project begun at the University of Iowa in 1969 to help former alcoholics to develop centers for alcoholics in the State has resulted in 28 community alcoholic counseling and rehabilitation centers throughout the State as well as a major training program at the University for community representatives throughout the Nation who wish to develop clinics and counseling centers for alcoholics. From an initial grant of \$20,597 dealing principally with seven counselors, a substantial program for the entire State has been developed, largely with local support. The program served approximately 824 clients in 1973.

APPLICATION OF UNIVERSITY AND COLLEGE RESOURCES

A frequently applied and legitimate test of institutional commitment to community service or continu-

ing education is the extent to which the recipient institution continues the program and gives it financial and administrative assistance to further its mission. Since title I's role in helping institutions to develop continuing education and community service capacities is discussed in question 5, a detailed analysis of this kind of resource stimulation will not be provided in this section. As the later discussion will show, title I has in certain instances been instrumental in augmenting the assistance which institutions of higher education can provide communities. This is possibly one of the most relevant ways in which title I has worked in building upon initial project investments:

NEW COMMUNITY CAPABILITIES

Projects frequently rated as successful often produced new capabilities within communities that stimulated other community agents to extend the benefits of the project. The result was often an institutionalization of services or programs which had wider and more profound effect upon the community. The following are examples of this effect of title I projects:

A cooperative Community Council for Local Development was initiated by the College of Ganado in Arizona. From a modest title I grant of \$9,000 with an institutional match of \$4,600 a series of workshops were developed to address problems particularly critical to a nearby Navajo community which lacked most essential services such as sanitation, police and fire protection, and ambulance service. The Community Council which resulted from this effort was able to spur the community to provide a sewage development project, a police system, a day-care center, an ambulance service, and a volunteer fire department. In commenting upon the project, the State title I director emphasized "the impact that can be achieved in a small community with a surprisingly small investment of title I funds . . ."

A Community Development Assistance project sponsored by Kansas State University with cooperation from Pratt Community Junior College helped establish a basis for regional planning in a 7-county area of Kansas. The project's education program focused on coordination and planning for 7 counties which lacked an agency to guide development activities in the area. Through a series of regional and local meetings, informa-

tion on such issues as home rule, local taxation, government efficiency, and local and regional planning was provided to government and community leaders. During the project, two regional planning commissions were established and have been designated by the State Department of Economic Development as the area's planning organizations for participation in Federal programs. In addition to the two sponsoring institutions, Wichita State University and the University of Kansas offered staff resources to the project. The League of Kansas Municipalities and Wichita Coalition Planning Program were also active contributors to the project.

A credit extension program started by Manchester Community College in Connecticut began with 214 prisoners at the Connecticut Correctional Institute at Somers, with 150 prisoners completing the program. The project was designed to provide educational opportunities to prison inmates which might assist their reentry to society. The education director of the State correction system was actively involved in the evolution of the project; and the State Department of Correction has chosen to continue the program which has since spread throughout the community college system. The concern of the prison system with continuing education for inmates constitutes a development largely stimulated by the title I project.

Examples cited in other sections of the report give further evidence of title I producing new interests and capabilities within communities which continue and extend the results of title I projects.

CONCLUSION

Title I (HEA) has been effectively used in some instances as a catalyst for other inputs into a community problem-solving endeavor. This use of title I has tended to expand initial efforts, place the community and sponsoring institution in a more secure position to pursue certain objectives, and has often contributed to a wider application of resources either to reach more persons or to deal with new dimensions of the problem not encompassable within the initial project. Such results often cannot be anticipated at the outset of a project; however, the prospect of other resources being directed to a problem through the initiative of a title I grant is a factor which enhances project value.

5. Has title I strengthened the continuing education and community service capabilities of colleges and universities?

Title I projects have demonstrated that a possible and important byproduct of a project can be the strengthened capacity of an educational institution to engage in community service and continuing education. Certain conditions were pronounced where institutions converted initial title I support into a continuing education and community service effort.

Indices of strengthening were noted in assessing the acceptance of community service as an institutional responsibility and the development of the commitment and competencies required for such a program. Of particular importance was the willingness to assign staff and finances to community service and continuing education as well as an administrative acceptance of the importance of such activities within the institution's mission. Institutional strengthening required some visible evidence that the institution was making continued responses to community problem solving.

This section of the report will focus upon means of institutional strengthening, the conditions most likely to enhance the competence of institutions to engage in continuing education and community service, and examples of new capabilities resulting from title I.

New capabilities emerged in all types of institutions. Major public institutions which benefited from title I usually developed new extension or continuing education capacities which augmented their existing programs. Typical of such developments was the addition of gerontology as a major field of extension and continuing education through title I sponsorship at the University of Georgia. An effort by the extension unit of the university's school of business administration resulted in a technical assistance program for the central business districts in several medium sized Georgia municipalities. Both projects are typical of new thrusts for existing extension or continuing education divisions stemming from title I support.

In some States visited by the Council, the major public universities involved in title I created new units to foster community service work initiated by

title I. Centers of local and State government are common organizational outgrowths of title I. Title I projects can either complement existing extension programs or lead to new centers with a special and separate program focus.

Community colleges also exhibited a strengthening process as a result of title I involvement. In many instances, title I projects were used to activate a community service/continuing education mission which was considered basic to the purpose of the institution. A predominant number of community colleges surveyed showed that the residual benefit of title I was an expansion of the curriculum to provide courses for local citizens.

In a Council survey of 85 institutional projects, all but 2 of 17 community colleges in the sample indicated that the most prominent result of title I was the adoption of courses, seminars, or training programs for various community groups. In a separate study of 25 presumably successful projects funded in 1972, two of the four community colleges in the sample used title I to offer a broad range of continuing education programs in communities which lacked such programs. Community colleges were less involved in technical assistance or consulting programs which applied knowledge directly to community problems. They more frequently offered seminars and classes for groups seeking higher professional competence or new career opportunities.

A recently completed survey³ of community colleges produced a related finding with respect to institutional strengthening. Of the 82 respondents included in the study, 49 reported that title I permitted their colleges to provide more college-sponsored workshops and conferences. Another 41 indicated an increase in short courses; and an additional 35 said title I had been used to increase the use of the college facility by community groups. These were all activities which the colleges had conducted prior to title I involvement. Title I expanded participation in these forms of continuing education and community service.

These data suggest that a continuation of project

³ Linda Hood Talbott, *The Community College in Community Service: A Descriptive Analysis of the Impact Program of the Higher Education Act of 1965, Title I, unpublished Ph.D. thesis; University of Missouri, Kansas City, 1973, pp. 165-167.*

spinoffs tends to be more prevalent when they basically agree with the programs of the college and can be continued as course offerings or seminars. The community college study, however, does show that 28 of the 82 respondents provided consulting services to the community—an activity suggesting a more direct form of community assistance.

A separate study concerning the adoption of title I projects as institutional activities is being undertaken with an Office of Education discretionary fund. Tentative results from this study which includes surveys in four States show that 80 percent of the projects adopted activities which were compatible with the institution's existing educational objectives. These projects were initiated by the institution. The application of the institution's interest to client needs and community problems followed. These emphasized individual problem-solving activities and were seemingly more able to generate funds from fees or other forms of reimbursement to continue. They showed a higher prospect for institutional adoption.

In contrast, a smaller number of institutions initiated projects by first ascertaining community problems and matching educational resources to these problems. These projects stressed group, organizational or community problem solving and were considered to be less compatible with existing institutional priorities. Such projects were less likely to develop alternative forms of financial support when Federal funds expired and thus had lower potential for immediate institutional adoption. Both kinds of projects were in demand but were not equally susceptible to being easily incorporated into an ongoing program by the institution.

CONDITIONS CONTRIBUTING TO INSTITUTIONAL STRENGTHENING

An analysis of title I projects which demonstrated an improved capacity to engage in community service and continuing education indicates that this capacity is more likely to occur when the following conditions prevail:

1. *Institutional capacities are more likely to be strengthened when the service provided by*

James A. Farmer, et al., Alternative Patterns for Strengthening Community Service Programs in Higher Education, Interim Report, Feb. 19, 1975.

the institution relates to a client group that has a significant need and when the institutional response serves that need.

A planning and zoning education program in North Carolina led to the creation of a division of regional and community services as well as a bureau of government. The area being served by Appalachian State University (ASU) was experiencing rapid growth in a recreational development without any systematic means for controlling this growth. Zoning ordinances and land use plans were nonexistent. The ASU project educated local citizens and officials to implement effective land use plans. With the assistance of the University, counties in the area have also developed zoning ordinances.

A key element in the creation of the planning and zoning education program, which continues to provide service to the area, was the demonstrable change in community perceptions which the university was instrumental in achieving. The community, which previously lacked any form of technical assistance in solving its problems, saw the institution as a creditable resource. A constituency was developed; thus the university was provided with a clientele prepared to utilize its services.

Similarly, a project started by the Continuing Education and Community Service Center of the University of Hawaii (Hilo) provided an isolated community on the Island with the capacity to develop community organizations to deal with such important services as health care, transportation, and recreation. Results were achieved in all areas, creating a continuing demand for the University's services. The University has provided training in community development for personnel serving the center. It now offers a range of classes and programs for community residents. Again, a strong community need coupled with a successful institutional response provided the incentive and context for additional institutional efforts on behalf of the community.

2. *Institutional strengthening was more likely to occur when the service provided by the institution was in direct response to a pressing community need, when the service was developed in consultation with the users, and when a constituency with ongoing needs could be identified.*

Programs initiated under title I for government personnel have frequently led to new institutional

capacities once title I support ended. Where this occurred, the institution invariably responded to an urgent need expressed by an official body. The assistance provided was designed in close collaboration with the users of the service. Since the problems addressed were not likely to yield to short term solutions, a condition existed for a continuation of the service either for new groups or for new dimensions of the problem.

A tax assessors program in Tennessee initiated largely by the State comptroller's office illustrates this process. It produced training courses for all tax assessors in the State and developed manuals and guides concerning assessment procedures. Through a center which is primarily concerned with problems of tax assessment and appraisal, the project developed a consulting arm to the State government in matters relating to taxation. Similar title I projects in Maine and Louisiana have resulted in the creation of bureaus or centers of public administration that have become important training centers of consulting resources for their State and local governments.

These examples of institutional strengthening are characterized by a need being met through services structured around tasks assigned by the client. In addition, the constituency being served provided an identifiable clientele which could continue to stimulate and support the institution as a problem-solving resource.

3. *Projects which make effective and deliberate use of the educational resources of the sponsoring institution increase the prospect of eventual institutional acceptance of the activity associated with the project.*

As a minimal requirement for institutional strengthening, the college or university should give some evidence that, in assisting the community, it has provided an educational service consistent with its capabilities. Although this has been evident in most cases observed by the Council, some institutions performed community service functions which have, at best, only a tangential relationship to their internal educational resources.

A project sponsored by a midwestern university made the improvement of neighborhood councils its target. The assistance was provided through an outside resource who had no relation with the institu-

tion except for salary purposes. University sponsorship did not involve the use of any expertise within the institution. Further investigation revealed that the university had performed this service as a gesture to the community but did not intend to become substantially involved with the project.

The City College of New York provides an excellent example of an institution effectively using its educational resources. By taking advantage of the college's urban housing expertise and involving faculty from three schools within the college and from nearby Baruch College, the project resulted in an interdisciplinary urban housing curriculum. It was designed specifically to provide low-income residents with the training needed to work in the many low-income housing projects in the institution's service area. A blending of a critical community need with a highly developed institutional expertise produced a program useful to the community and consistent with the educational capabilities of the sponsoring institution.

4. *Institutional strengthening was more prevalent when the initial institutional commitment to the community service or continuing education activity sponsored by title I was strong. Institutional commitment refers to the support of the institution's administration as well as faculty involvement in the project.*

Institutional commitment and intense involvement of staff were most highly correlated with project success in community development projects.⁶ Such projects were concerned with complex community problems which invariably required a variety of resources and sufficient time for the assistance to take effect. Substantial institutional involvement produced linkages between institutions and communities which further strengthened the institution's capacity to solve community problems. In short, if the institution made a serious and sustained commitment to solving the problem, it was more likely to achieve better results and thus release additional energy and support to further the objectives of the project.

A project sponsored by Johns Hopkins University

⁶ *In a study to assist the Council in identifying characteristics of project success conducted by Dr. Larry L. Leslie of Pennsylvania State University, the correlation between institutional commitment and project success was second only to good planning in its relationship to project success in community development projects.*

for a community adjacent to its campus and a neighborhood development project for the Anacostia area of Washington, D.C. undertaken by George Washington University are examples of how an initially strong institutional commitment can bring benefits to the community which in turn further intensify the role of the sponsoring institution in community service and continuing education programs. In both instances, the initial institutional commitment was high and the sponsoring universities entered the project with a full realization that their involvement had to be serious and intensive. Both universities have built upon early project experiences in expanding their services to the community.

A study conducted to determine the effect of the institutional strengthening aspect of title I in the Detroit area brought forth certain interesting and contrasting results which help illuminate the institutional commitment principle.⁶

The study cited two examples of title I projects providing direct service to low-income populations which produced serious dilemmas for the sponsoring institutions. The projects were eventually terminated largely because of a failure of the sponsoring institutions and the community to agree on control of the project. Since that time, the colleges have taken a more detached approach to the community. Such projects were considered high risk activities for these institutions. These examples illustrate the adoption problems which occur with projects that provide activities more removed from the traditional roles of institutions. However, the previously mentioned Johns Hopkins and George Washington University projects indicate that direct service projects can operate successfully given sufficient time, proper leadership, and a willingness to involve local community leadership.

Another college in the Detroit area produced successful and sustained efforts in assisting the community. An administrative decision was made to put the institution actively in contention for title I support and staff was hired to develop programs that met the problem-solving purposes of the legislation. Faculty members were selected for their broad community contacts. This institution has consistently

received title I support for a variety of projects and has seemingly established itself as a community resource.⁷

Faculty involvement emerges as a consistently strong factor in determining institutional commitment and eventual institutional strengthening. The importance of good project management as the factor most highly correlated with project success includes such activities as planning and effective utilization of institutional resources. These aspects of projects are critically important to the way in which institutional resources are deployed toward problem solving and ultimately critical to the impact of the project. An initial step in strengthening institutional capacities for continuing education and community service, therefore, requires selecting personnel competent to relate the project effectively to the institution and the community.

The record to date indicates that faculty or institutions are still the most prevalent sources for initiating title I projects. Of 85 projects surveyed by the Council, the State agencies submitting reports on these projects indicated that 60 were initiated by faculty members. Only 25 were initiated jointly by faculty and communities or by communities themselves. Although the information suggested considerable consultation with the community once the project was proposed, a program based upon cooperative efforts between communities and colleges and universities should give evidence of greater community initiative in seeking assistance. A similar finding was also mentioned in an Office of Education staff report.⁸ The alternative futures study already cited finds that a high percentage of projects grow out of institutional efforts to find community clients who are interested in an activity which the institution wishes to develop.

The evidence seems to show that projects are initiated primarily by institutions. A stronger community voice is needed in identifying problems and generating projects.

5. Title I projects which have been most successful in strengthening institutional capacities have been those which have been supported by

⁶ Dr. Lee Katz, Title I of the Higher Education Act (unpublished Ph.D. dissertation), 1973, Eastern Michigan University.

⁷ Katz, Title I of the Higher Education Act, pp. 124, 125.

⁸ Staff Review of State Operations, The Community Service and Continuing Education Program, U.S. Office of Education, Bureau of Higher Education, March 1971.

title I funds for sufficient duration to achieve results.

Sufficient time is required to give a project the experience needed to convert it into a viable program for the institution. This was particularly noticeable when the institution was relatively inexperienced with continuing education and community service or, was working on a fairly complex problem.⁹ The importance of time was striking in an analysis of 25 1972 projects. For the 11 projects which produced an impact upon community problems and the institution's continuing education and community service capacity, the average project duration was 3 years. Five of these projects were designed to serve clients directly and were involved in predominantly urban areas. These projects had received title I support from 5 to 7 years. The size of the sample permits only a cautious generalization. However, the most highly successful projects in addressing both community problems and improving institutional capacity generally had title I support for longer periods of time.

Although not a common practice, the Council encountered three State agencies which limited the level of funding assigned to projects as well as a period of time for which a project could be supported through title I. The reason for such restrictions was a desire of the State agency to share the wealth or permit more institutions to engage in continuing education and community service and thus develop their potential in these areas. It appears that rigid application of a formula to limit project funds and duration is counter to the objective of strengthening institutional capacities and can dilute the emphasis on community problem solving. Judgments about continued funding for a project should be based on the value of the project in serving a community need and the progress made by the institution in developing its capacity to provide community service.

6. *The strengthening of institutional capacities is more likely to occur if planned for at the outset of the project.*

⁹ *In a study undertaken by Leslie & Associates, duration of project was more highly correlated with private 4-year institutions and with projects serving populations in high density areas. Both would suggest that institutional inexperience as well as problem complexity may be variables relevant to the duration of a title I project.*

Any project may lead to new institutional capacities. But the prospect that the institution's commitment to the project will continue beyond the life of title I funding improves when the State agency and the institution agree at the outset of the project that the institution will seriously consider adopting the project if it produces the results anticipated.

A major land grant institution has for several years been involved in an urban extension project through title I. However, the institution did not indicate any intention of including the project's activities in its extension program if title I support were to cease. In such a case the prospect for any institutional strengthening is minimal or, at least, left to chance.

The same principle of urban extension was developed at Florida International University (FIU), but the initial intention of the institution was to develop a comprehensive urban extension program for various neglected segments of its community. With title I support, FIU's extension effort began with the black community and has since expanded to include various poverty and ethnic groups in its service area. The support of the institution's administration was strong at the time of title I involvement and the intention to make urban extension a major institutional thrust was clearly established.

7. *The strengthening of institutional capacities for continuing education and community service through State agency activities is best accomplished if institutions are funded because of their ability to contribute to the State's priorities and can through title I support demonstrate an improved capability to engage in continuing education and community service.*

The Council has found that a simple decision to fund institutions in order to increase the number of institutions involved in the title I program does not contribute in any systematic way to the strengthening of institutional capacities for community problem solving.

A review of 1974 program amendments and a separate analysis of 25 State agencies made clear that solving community problems was the primary objective of most State operations. However, the desire to use title I to develop institutional CSCE capacities was a secondary objective of approximately one-third of the States. Ten States indicated in their 1974

amendments intentions to use title I principally to develop institutional capacities.

The title I program will continue to experience problems unless the relative importance of community problem solving and institutional strengthening are made clear to those administering State programs. The difficulty results from a modest funding level which makes it difficult to give equal attention to both objectives.

A possible solution would be to permit States to fund on a limited and selective basis institutions which could serve a neglected area of the State. Support would be extended for a fixed period of time with the stipulation that the recipient institution demonstrate progress in developing a viable community service or continuing education capacity. The institution should exhibit a willingness and ability to assume responsibility for its program once title I funding terminates. Such support should be given to institutions which orient their programs toward problems consistent with State priorities and produce capabilities, not presently available, that could further these priorities. The legitimacy of strengthening institutions under title I becomes clearer where the purpose of such support is to produce necessary institutional resources to address State priorities.

To encourage agencies to select on a rational and discriminate basis institutions whose development in continuing education and community service would contribute substantially to the problem-solving needs of the State, *the Council recommends that Congress amend title I of the Higher Education Act to:*

authorize State agencies to use annually up to \$75,000 or 20 percent, whichever is less, from State allocations to develop the capacity of a select number of postsecondary institutions to engage in community service or continuing education programs not otherwise available. Such grants to institutions would:

- a. not exceed \$25,000 or be available for more than 3 years to a single institution,
- b. be matched by the recipient institution(s),
- c. require a commitment from and demonstration of the recipient institution's capacity to maintain the level of effort in continuing education and community service established by the grant,

d. be awarded on the basis of a specific program plan,

e. be evaluated by the State agency providing the grant.

CONCLUSION

Title I has demonstrated that it can be a vehicle for strengthening the capacities of postsecondary institutions to perform continuing education and community service. Efforts to use title I for this purpose should be linked to important problem-solving tasks and designed to permit institutions to develop competencies and resources which are not otherwise available and, if developed, would enhance the overall effectiveness of the State's program.

6. Has the State administration of the title I program been effective?

The most critical administrative link of the title I program is at the State level. It is here that problems are identified and priorities established. Therefore, efforts to improve the title I program must give greater attention to problems of State administration.

The Council's reviews of 14 States attempted to cover a cross section of State agencies geographically as well as a sampling of programs reflecting different funding levels and various program orientations. The Council's work was augmented by detailed interviews with 25 State agency directors. The interviews covered a range of dimensions which were considered relevant to the operation of State programs if the purposes of title I were to be served. In addition, State agency reports and annual plans for fiscal year 1973 were reviewed to gain insight into the overall effectiveness of State programs and agency operations.

The administrative competence of State agencies is invariably tied to one person. Twenty-two States are administered by a full-time professional staff member. In the remaining States the title I director performs other functions. The operating budgets of State agencies average approximately \$35,000 per State. These administrative limitations are com-

pounded by personnel turnover which disturbs the continuity of the program. When surveyed on the issue of staff, the agencies considered their competence to be adequate if agency operations continued in their present form. Agency directors did, however, indicate that evaluation and project monitoring are difficult to perform with existing staff capabilities and funds. Most indicated that program funds could not be sacrificed to support additional management functions such as evaluation.

The following comments on State agency operations presume a capability not present in most State agencies. It is, however, to the credit of some agencies that steps are being taken to improve such activities as planning, evaluation, and project monitoring. Eight States have or are conducting evaluations and several have instituted training programs for project directors. California has used a statewide evaluation as a means of strengthening the performance of title I project directors throughout the State. This critique is predicated, however, upon the realization that major improvements in State administration would require additional support.

Another weakness of State agency administration was a failure to make effective use of successful projects. When all State agencies were surveyed for successful projects, only 20 of the 85 projects in the survey were considered as the basis for future planning and program development. Projects generally tended to be seen as discrete institutional activities rather than as building blocks in larger program efforts.

A problem at the State and national levels concerns the stature and visibility of the title I agency. Most State administrators felt that the program was achieving recognition. But pressed on this point, they expressed a desire to give it more prominence within the States' postsecondary educational system.

STATE ADVISORY COUNCILS

State advisory bodies have been useful in implementing title I. They generally have been broadly representative of community and institutional interests and were regarded by most agency administrators as an important adjunct of the State's administration of the program. In 19 of the 25 States either visited or interviewed, the selection of title I

projects involved advisory bodies. In 40 percent of these instances, the responsibility was jointly shared by title I staff and the advisory councils.

In a small percentage of States, advisory bodies took little or no part in selecting projects.

A high percentage of advisory bodies lacked detailed knowledge about the progress of projects after they were approved. A failure to provide feedback to advisory bodies about specific project accomplishment denies them valuable information which would enhance their ability to select viable projects for future funding. A few States provided advisory council members with opportunities to visit projects. Agency directors who encouraged council members to visit projects generally were satisfied with the results and thought the activity improved project selection by council members.

In instances where recently established post-secondary commissions have replaced advisory bodies to title I, the title I program is less likely to have access to specific and frequent advice that reflects community needs appropriate to the program. Such commissioners may give insufficient attention to the special purposes of title I and devote limited time to the selection of projects and other functions ordinarily performed by title I councils. The broader mission of such commissions may cause the specific needs of title I to be neglected.

Active advisory bodies are important to a community problem-solving program which addresses interests and reflects priorities to serve the needs of the State and its communities. The community input into decisions about grants must be appreciable in such a community oriented program. Thus, the representativeness of advisory bodies should be assured by all States. In addition, their opportunity to influence decisions about the State program and individual projects should be appreciable. Advisory bodies also should be kept abreast of the progress of individual projects. *The Council recommends that Congress amend title I (HEA):*

... to require all States to have advisory bodies specifically designated to consult with the agency or institution administering title I (HEA). Such bodies should be representative of the community and not comprised of membership from educational institutions in excess of one-third of their total membership.

STATE PROGRAM PERFORMANCE PLANNING

Effective State program performance was most highly correlated with quality State planning. The Council in reviewing State plans and annual program amendments for all States in FY 1973 imposed the following criteria in judging the adequacy of good planning:

- reflects adequate consultation with community and educational leaders;
- states clear objectives which are manageable and realistic;
- defines priorities in terms of important State problems;
- expresses relationship between projects and general title I program objectives;
- expresses concern for important constituencies associated with important State problems;
- indicates knowledge of institutional resources available to engage in projects germane to the State plan;
- expresses realistic understanding of financial resources available;
- provides for review of progress of projects toward fulfilling objectives of State plan;
- provides for an evaluation component which measures progress toward achieving objectives of the plan;
- selects projects which are clearly related to objectives stated in the plan.

In giving attention to planning, the Council examined strategies employed by States in developing priorities and in funding projects. The State plan is also important as the basis for holding State agencies accountable for fulfilling the purposes of title I and in holding institutions accountable in making a contribution to the fulfillment of statewide program goals. Both the management and monitoring of the title I program begins with the planning function.

In reviewing on a selective basis the general quality of planning during the past 5 years of the title I program, the Council observed a tendency of State agencies to define objectives more realistically, that is in terms of achievable targets and goals. However, certain weaknesses of State plans persist. The following are those most evident from a detailed review of 1974 annual program amendments:

1. *Plans lack realistic and clearly defined objectives.* A strong tendency exists for goals to be too numerous or too broad to furnish any standard against which progress can be gauged. Typical of such goals were references to providing opportunities for adults to become more productive or to maximize the potential for adult education. Goals were often defined in broad problem terms such as "human relations and minority groups" or "promotion of economic stability." These indicate general areas of concern; but unless refined in terms of specific operational objectives, they contribute little to the development of manageable programs.

2. *Plans confused the purpose of title I:* Approximately 20 percent of the States express goals in terms of the institutional strengthening aspect of the program. Examples of statements in this vein included reference to developing community outreach programs for colleges and universities or inter-university cooperation for concerted action on high priority statewide problems. As stated most emphatically by one agency director, "The thrust of this program is institution building."

This fact attests to some confusion about the purpose of the act. As important as it may be to strengthen institutions, this goal should not displace community problem solving as a primary focus of State plans. The tendency of some agencies to confuse means with ends has produced a lack of uniformity in essential components of State plans and has at times blurred the problem-solving purpose of the program.

3. *Population groups to be served were vaguely defined:* An impressive quality of virtually all State plans was the knowledge expressed about the extent and nature of problems affecting the States. What was lacking, as noted frequently by the Office of Education in requesting amendment modifications from the States, was a precise indication of the numbers of persons to be served from the total universe affected, and, more significantly, the relationship of these persons to a particular community problem.

Agencies commonly indicated that a certain number of a total population would presumably be served by an anticipated number of projects in a particular problem area. The number served would be small when compared to the total population,

and no indication was given of the potential effect of a program which dealt with a small segment of a total population. Plans which dealt more effectively with the population issue mentioned how groups to be served would relate to the problem. Therefore, it was their qualitative as well as their quantitative importance that warranted their being included in the State program.

4. *Continuing education resources were not defined:* In only three State plans was explicit reference made to the continuing education resources available within the State to solve problems identified in the plan. Such knowledge could provide agencies with an indication of existing institutional resources or those which might be developed or strengthened to have the competencies needed to deal with the State's problems.

5. *Phased program development is not expressed in State plans:* The steps required to move through a series of objectives to the eventual attainment of State goals were generally absent from State plans. Program phasing was expressed in terms of an ever-expanding audience or an enlargement of the geographic areas to be covered. As important as these goals might be, they do not account for new activities that would expose new dimensions of the problem and involve new forms of assistance for its amelioration.

6. *Plans for objective evaluation are generally absent from State plans:* With the exception of eight States which have or are now engaged in third-party evaluations, States limit evaluation to administrative reviews and occasional onsite visits. The absence of evaluation can be attributed to the time and money that comprehensive, systematic assessments would require. This lack, however, hinders sound program planning and development since the knowledge of project outcomes and the methods used to achieve these outcomes require objective appraisals of projects.

7. *Plans lack information about methods or strategies considered best suited to particular problem-solving tasks:* Selection of appropriate methodologies for implementing certain objectives is virtually absent from most State plans. Although the institution sponsoring the project should be primarily responsible for using resources and competencies consistent

with its capabilities, the Council's evaluation shows that various strategies have varying degrees of relevance to different problem-solving objectives. State agencies should take greater cognizance of these strategies in specifying approaches to specific tasks which need to be accomplished to further State goals and priorities.

Planning is clearly related to such items as project selection, resource allocation, and program monitoring and evaluation. When viewed as a management tool, planning constitutes a means of defining and implementing objectives, assessing results, and establishing standards of accountability. It was the variable most highly correlated with State program success.

The Council recognized that the kinds of planning tasks being recommended would be beyond the ability of most State agencies as presently staffed and funded. It is also clear that the extent and quality of planning being called for would require a major planning effort that would logically be carried out by commissions having an overall responsibility for postsecondary education.

Ideally, title I (HEA) should assist in the implementation of continuing education and community service objectives which develop from comprehensive statewide planning which includes, as one of its components, planning for continuing education. However, State efforts at comprehensive planning are in a state of flux and the precise role of the newly established postsecondary commissions in 47 States, which may decide to perform this function, has not yet been determined in all instances. The Council does support efforts to develop statewide planning for postsecondary education and particularly for continuing education. Planning at this level would provide a context for title I operations and allow the Program to relate more effectively to State continuing education goals.

The developments which occur at this level do not obviate the need for better operational planning at the State title I agency level. Greater agency competence in planning would aid the effectiveness of State title I programs and facilitate statewide planning for continuing education and community service when such planning becomes more established.

The Council, therefore, recommends that Congress amend title I (HEA):

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... to permit an increase in the administrative allotment to each State from \$25,000 to \$40,000 to provide resources to State agencies for developing operational program plans and conducting periodic evaluations of State title I (HEA) operations.

Such action should be complemented by steps to strengthen the State planning effort for all of postsecondary education so that State priorities for continuing education and community service may be elicited and communicated to the State title I agency.

CONCLUSION

The improvement of State planning both for postsecondary education generally and continuing education specifically and a strengthening of title I planning are essential steps in creating within States a more coherent and efficient use of educational resources. However, good planning is a point of departure for better programs and not a substitute for sound project selection and management. The Council's recommendations take cognizance of the total effort at the State level required to optimize the successful uses of the title I program.

7. Has the Federal administration of the title I program been effective?

In answering this question, an analysis of the functions presently performed by the Office of Education as well as those which might be added to strengthen the program will be examined.

RELATIONS WITH STATE PROGRAMS

Title I of the Higher Education Act (1965) is the only funded State grant program administered by the Bureau of Postsecondary Education within the Office of Education. The administering unit within the Bureau, the Continuing Education and Community Service section, therefore has special relations with States uncharacteristic of other Bureau programs.

The national office has its main point of contact with State operations through annual reviews of

State plans and program amendments. These contain statements of program priorities and provisions for allocating program funds. The office approximates that 20 percent of staff time is devoted to reviewing these amendments.

Office of Education personnel do not actively participate with State agencies or advisory bodies in formulating plans but do make a substantial contribution to their final form once they are submitted. This activity is presently handled by the director and three professional members of the staff.

In addition, the national office arranges regional and national workshops for State agency directors and participates in the national title I conference organized by the national steering committee. This body is comprised of representatives of the State agencies selected from the various Federal regions and relays State concerns and interests to the national office:

The Office of Education also receives annual program and financial reports from State agencies and classifies this information according to institutions participating in the program, problem areas addressed, participants and geographic areas served, and average grant expenditures. This information is compiled and disseminated to the Commissioner of Education, the Secretary of the Department, and Congress. The Office reports annually to the National Advisory Council on Extension and Continuing Education on the operations of the title I program.

The national title I office has attempted to take certain steps to improve the State operation of the program. Most significant has been the insistence that State plans project activities for a 3-year period and give greater emphasis to a limited number of priorities consistent with the funds and institutional resources available. The use of regional meetings for a consideration of project and program goals and strategies rather than exclusively for funding and administrative issues is another positive step in developing a technical assistance or facilitating role for the national office.

TECHNICAL ASSISTANCE

What is lacking nationally is a strong technical assistance capability which could strengthen the ability of the national office to assist agencies in develop-

ing State plans—an aspect of the program which has been deficient. Such a capacity would also facilitate the ability of the Office to systematize and utilize the cumulative experience about successful project activity and disseminate project information to State agencies and institutional project directors. To date, this function has been performed only informally and sporadically. Program coherence and development are more likely to be achieved through a greater utilization of project and program successes.

The results of this evaluation pertaining to project performance can be a basis for improving planning and project selection procedures at the State level. Results of discretionary grants now underway will be an additional source of information that will require an active program of dissemination by the national office. In short, there is a reservoir of knowledge about the projects which needs to be more systematically applied to State operations.

To provide for an upgraded technical assistance capacity at the national level which would be devoted primarily to assisting State operations, *the Council recommends that Congress amend title I (HEA):*

... to provide for an allocation of 5 percent of appropriations under title I (HEA), to assist the Commissioner of Education for the purpose of providing technical assistance to State agencies for program development, operational planning, and evaluations designed to improve the State administration of the program.

In carrying out this function the Office of Education should publish guidelines and take appropriate administrative action to improve the operations of State programs. Such assistance would relate to:

- a. improving the planning and project selection procedures of State agencies, including the stipulation that arbitrary limits upon the level of funding or duration of project grants do not constitute valid bases for project proposal approval;
- b. improving the operations of State title I advisory committees;
- c. improving communication between the national title I office and among the States to encourage the sharing of information about title I projects and programs;
- d. encouraging and assisting State agencies to initiate projects to be conducted by eligible institutions within the State.

NATIONAL EMPHASIS PROGRAMS

The Office of Education has few inducements with which to encourage States to give greater attention to existing or emerging areas of national importance, although the program has produced significant projects which could have applicability to vastly expanded national audiences and the Council's mandate in this evaluation to recommend projects for replication and expansion also suggests an avenue for pursuing nationally oriented programs. Title I accomplishments in major problem areas have been identified elsewhere in this study. By adapting these to various State needs, their impact could be appreciably increased. There is also the need to anticipate new roles for continuing education and community service as new problems and priorities occur. Some leverage at the national level for moving States and institutions in the direction of such programs would add to the usefulness of title I as a catalytic agent for higher continuing education and community service. A stronger role for initiating certain kinds of programs should be developed by the national office.

To further this purpose, the Office of Education should be given special authority to support State agency programs which address themselves to important and emerging continuing education and community service concerns, particularly those which are presently receiving inadequate attention. Such authority could be applied annually and would operate with sufficient flexibility and funding so as not to interfere with the discretion of States to apply their program funds to State determined priorities. *The Council recommends that Congress amend title I (HEA):*

... to provide new legislative authority for national emphasis programs that would provide such sums as necessary to the Commissioner of Education to be allocated to and administered by the States to expand and replicate projects and programs that would have national or regional impact. Such programs and the funds required to finance them would be requested by the Commissioner at the time of the annual budget request for title I (HEA).

The exercise of these additional responsibilities would be consistent with the State grant nature of this program. The technical assistance function would complement existing relations between the

Office of Education and State agencies. In a survey supplemental to the onsite reviews conducted by the Council, the 25 agencies contacted indicated very satisfactory relations with the national office. In expressing ideas about possible improvements in the national administration of the program, the following were some of those mentioned:

- make more onsite visits,
- render more assistance with State planning,
- engage in more followup regional meetings,
- develop training programs for new State agency directors.

These observations indicate a State willingness to receive assistance from the national office, specifically in the areas of planning and training. The exercise of these functions would occur with full consultation with State directors in order to preserve the cooperative spirit which presently characterizes relations between these two levels of program administration and to assure that the primary decisionmaking about title I activity continues to reside with State agencies and advisory bodies.

ADMINISTRATION OF DISCRETIONARY GRANTS AND PROGRAMS

In 1974, the Commissioner's discretionary grant programs as established in section 106 of title I as amended in 1972 provides for "programs and projects . . . which are designed to seek solutions to national and regional problems relating to technological and social changes and environmental pollution." During its first year of operation, over 200 proposals were reviewed, with eight outside specialists assisting the staff of the Office of Education in making final determinations about project awards. Virtually all proposals required further consultation with institutions in order to bring their objectives and budgets closer to OE's priorities and funding capacity. Periodic reviews of discretionary grants will be made by the Office to ascertain progress being made in fulfilling the demonstration and experimental purposes of the program.

The Office of Education has also been assigned the authority through title I for carrying out continuing education and community service programs for the aging. This authority, established by Older

Americans Comprehensive Service Amendments of 1973, has yet to be funded. Both programs establish a precedent for the national office to exercise a leadership role in important areas of continuing education and community service.

RELATIONS WITH OTHER FEDERAL PROGRAMS—COORDINATION

The projects covered by title I (HEA) are particularly relevant to the programs of other agencies within the Department of Health, Education, and Welfare. The fact that title I projects have been instrumental in assisting the aging, handicapped, drug offenders, and welfare recipients gives the program a natural relationship to other programs within the Office of Education and DHEW. However, coordination between the national title I office and these programs has not developed in such a way as to allow other departmental agencies to integrate the results of title I activities into their respective programs. Likewise, the absence of coordination has denied the title I program information about the priorities of these agencies which might be transmitted to title I field operations. Opportunities should exist for each to take advantage of complementary continuing education interests.

The title I program would also benefit from more frequent and systematic contact with other Federal agencies whose programs relate to title I concerns. Housing, criminal justice and law enforcement, small businesses, and local and State government are some of the subjects shared by title I and other Federal departments. The Office of Education should establish liaison with various agencies responsible for educational programs that could use the results of successful title I projects. The Office should also obtain advice and guidance from these agencies about activities contemplated under title I sponsorship which might be supportive of their programs. Every effort must be made to provide title I (HEA) with a leadership position within the continuing education programs of the Federal Government.

The National Advisory Council has frequently noted the lack of coordination among federally supported programs of continuing education and extension. This assessment of title I confirms the Council in its belief that greater efforts must be made at the Federal level to achieve a coherent

Federal effort in this field. The title I program, in particular, would profit from such a move because of its natural linkages to other Federal continuing education programs.

As an initial step in this direction, the Council recommends that the President establish:

a Bureau of Continuing Education and Community Service within the Office of Education to provide a national focus for Federal programs concerned with education for adults in the world of work and for other postsecondary nontraditional education programs. The responsibilities of the Bureau would include:

- a. the administration of title I of the Higher Education Act;
- b. the administration of programs relating to the financial and educational needs of adult part-time students;
- c. the administration of related continuing education and community service programs such as drug abuse education and environmental education within the Office of Education;
- d. a central information or clearinghouse function concerned with continuing education and community service projects and programs supported by Federal funds;
- e. coordination with other Department of Health, Education, and Welfare and other Federal programs having similar or related concerns;
- f. the administration of experimental and demonstration programs to make postsecondary education more relevant to the practical needs of adult part-time students and also to communities in using educational resources to solve social and economic problems.¹⁰

CONCLUSION

The location of the title I program has denied it the stature and visibility required to make the program maximally useful to other programs within the Office of Education, DHEW, and other Federal agencies. The acquisition of other functions by the national title I office and a more defined responsibility for coordinating title I with the larger Federal effort in continuing education and extension justifies placing the administration of title I at a higher level within the Office of Education. A staff capability and sufficient funding commensurate with these responsibilities would also need to be provided.

The effectiveness of the title I operation nationally and at the State level would be enhanced if such changes were accomplished.

8. What are the characteristics of projects showing the greatest promise of achieving the purposes of title I?

A major concern of the evaluation was to find indicators of successful project performance. A successful project was one which served the primary purpose of helping people solve community problems. All generalizations about performance are based upon projects which gave evidence of satisfying this essential purpose of the law.

PROJECT MANAGEMENT

The quality of project management emerged as the key characteristic associated with success. Project management means the leadership capabilities of project directors. It includes their ability to mobilize and effectively use community and institutional resources, to plan systematically for the implementation of objectives, and to create both institutional and community involvement in the project. Excessive reliance upon individual leadership independent of good administration or management was less desirable from the standpoint of long-range project impact.¹⁰

High quality leadership, sound management, and good planning and organizational capabilities were key ingredients of project success.

PROJECT METHODOLOGY

The projects in this study used a variety of educational methods in serving participants. An analysis of educational methods showed that proper methodology is a function of project objectives and that no particular methodology is preferable. The Council and its consultants observed that the method used

¹⁰ The Council study found that the project leadership factor accounted for the largest number of characteristics or variables related to project success.

must account for the needs of the participants and provide a learning format consistent with the attitudes, skills, and concepts being imparted. Methods or strategies depended upon the knowledge and skills needed by participants to deal with the community problem. The following examples illustrate possible connections between project objectives and methods.

The *seminar* or *workshop* method seemed to work best where the objective was to generate basic understanding of an issue or where the material presented was highly concentrated and fairly specific in nature and scope. Also, successful seminar-type projects provided practical information which could be used readily in a work situation. An example is a project which offered practitioners working with the aging, a series of seminars concerned with gerontology. However, seminars, particularly short ones, did not substantially assist in solving more complex problems unless coupled with followup activity.

Successful projects concerned with increasing the competencies or skills of individuals usually employed counseling and technical assistance which extended the benefits of more structured learning experiences such as classroom-oriented projects. These methods showed particularly good results with such groups as adults reentering education and the employment market, minority business persons, and State and local officials, especially those assuming new roles and responsibilities.

Projects relating to complex problems involving several interest groups and having several dimensions showed success when a variety of methods were used to treat various facets of the problem. A successful title I effort concerned with regional economic development illustrated the value of using a combination of methodologies over an extended period of time in order to deal effectively with different groups and interests associated with a complex problem. Research, consultancy, and training were needed at various intervals throughout the project to produce a range of problem-solving skills.

Other projects required experiential learning to give greater relevance and practicality to programs to equip practitioners with new skills and abilities. Internship or apprentice experiences such as those found in successful programs for drug and alcoholic

counselors increased the ability of individuals to move directly into work situations.

Successful projects tailored their educational methods and delivery systems to fit the needs of participants and their relationship to the problem.

TARGET GROUP

1. *Proximity to the problem:* All studies showed the importance of focusing upon persons who were directly affected by or had the ability to bring about solutions to problems. Projects aimed at persons who were peripheral to the problem generally did not achieve results or provide evidence that even over time their efforts would alter conditions contributing to the problem.¹¹

Projects for well-defined target groups were more successful. The analysis shows this to be particularly true in projects which aim service directly upon those experiencing the problem.

Examples also show that program effort could be dissipated on too varied an audience and enhanced when focused on a discrete, relevant group. To illustrate, a regional planning project initially attempted to influence a varied group of community persons to implement zoning and planning requirements. After months of limited accomplishment, the audience was narrowed to a more select group of key decision-makers and the project's accomplishments were more noticeable.

Further analysis revealed two relatively different approaches in defining suitable target groups. Some projects concentrated on ultimate beneficiaries—those who were being denied service or were most seriously affected by a particular community problem. Others focused on practitioners whose organizational positions gave them leverage in the change process.

The relevance of the target group is a function of the components of the problem. If access to service is a problem, then activity concerned with improving the delivery system and the servicing capability of agents in the system makes sense. If, however, the need is to affect individual skills and competencies in immediate and demonstrable ways, then an approach that directly touches people affected by

¹¹ This finding was a major subindicator of success by Leslie and Associates in an independent rating of projects conducted for the Council.

the problem is warranted. The way in which the problem is defined and the strategy devised for attacking its various aspects are interrelated and should be judged when selecting projects.

An example of a failure to observe this principle was found in a project aimed at changing the financial management practices of municipalities. Attention was aimed at persons who could not change the financial and budgetary procedures of the system because they were too removed from the policy-making level. Their training could not produce results because the initial decision to modify the system had not been made at critical political or administrative echelons.

Successful projects were directed at persons who were affected by a problem or who could influence policies and procedures important to its solution.

2. *Project focus*: Some projects were demonstrably more effective than others in having an impact in relatively similar or parallel problem areas. The strategies or approaches employed in reaching participants were important in influencing project results.

For purposes of analysis, projects are grouped in the following broad categories which reflect both the focus of the project and intended target groups:

- a. Public education on community problems
- b. Continuing education/community service for change agents; that is, State and local government personnel, organizational or community leaders
- c. Community/economic development
- d. Community service and continuing education for community groups; that is, ultimate beneficiaries such as minorities, the disadvantaged, the elderly.

These categories are not mutually exclusive and most projects could be assigned more than one label. However, these designations are convenient for grouping projects in terms of general objectives and participant categories.

a. *Public education on community problems*: This category covers projects concerned principally with increasing public understanding of important community issues. The results of such projects are invariably difficult to assess because their goals are general and their audiences less structured or discernible.

Several projects in the sample permit comparisons among projects seeking to produce new public attitudes and a base for community action.

A neighborhood of Kansas City, Mo. was helped through a community education project sponsored by the University of Missouri and Rockhurst College to redress unfair housing and real estate practices that were upsetting the integrated quality of the community. In addition to seminars for residents and community leaders on the benefits of a racially mixed neighborhood, a coalition was formed and a full-time housing coordinator was hired to provide followup to the community education aspects of the project.

Another project which offered environmental information to consumers may have been educationally valid but was terminated and not capitalized upon in ways that could assist the community. An even less successful project produced a curriculum in environmental studies but did not focus on an audience that could readily effect change or apply the results of what was essentially an academic exercise.

High visibility was another characteristic of successful educational projects for the community at large. Broad public education programs were more successful when they attracted sufficient official and community attention. A project devoted to defining future social and economic goals for an entire State was initiated by Congressmen and received active support from the Governor. Statewide educational and community resources were devoted to the project, and a substantial number of citizens participated.

Important ingredients of success in public educational projects are attention to a significant problem that reaches substantial numbers of participants, followup activity which capitalizes upon the awareness produced by such programs, and high visibility or public and official recognition.

b. *Continuing education and community service for change agents*: A major category of title I activity involves training, consultancy, and technical assistance for government personnel and community leaders. Successful projects in this class relate to persons whose authority and influence could be decisive in bringing about change.

A regional planning project which changed its target to relate more precisely to people who did the

planning as well as another project which ignored the role of important decisionmakers in a financial management training program also illustrate the importance of aiming at participants who are pivotal to the problem.

Evidence of success in this area often corresponds to a followthrough service, usually in the form of technical assistance. This permits an immediate application of knowledge. When measuring the impact of projects on State and local officials, all studies consistently preferred projects which helped officials apply skills and knowledge directly to problems. Less successful projects explored only the general dimensions or background of a problem and did not provide for knowledge transfer.

An increase in the capacity of individuals to provide service was very important in projects in this category. One can, therefore, imply that such projects should provide participants with skills, techniques, and knowledge that can be transferred to a work context.

c. *Community/economic development*: These projects stress the improvement in the economic or social viability of communities. They exhibited a range of characteristics which can be regarded as success indicators.

The technical competence of project managers and advisers is of major importance where long-range efforts are needed to bring about demonstrable change. All data pointed to staff and institutional involvement and competence as critically important to the success of community or economic development projects.

Two projects which were rated as highly successful exemplify the characteristics associated with success. A project undertaken by Johns Hopkins University led to the establishment of a community organization which has become a base for redressing citizen grievances and improving the housing, educational, and health services of the community. Another project sponsored by Clarion State College in Pennsylvania produced a concentration of resources on the economic development of a region of Pennsylvania. Both projects have maintained active consultation with their respective communities, have multiplied resources beyond initial title I inputs, and have received substantial staff and institutional commitment. The study finds institutional commitment

and intensive staff involvement to be most vital in cases of community development projects. The effective liaison which existed between the project recipients and the institutions in both cases shows that focusing on the actual members of the community experiencing the problem was very important.

Successful community/economic development projects are characterized by the involvement of those most intimately concerned with the problem and substantial institutional and staff commitment.

d. *Continuing education and community service for community groups*: Community service projects serve constituents who experience problems by virtue of their membership within a particular community group. These projects most frequently serve the disadvantaged, minorities, women, and the elderly. Successful community service projects generally were characterized by a strong participant orientation. For example, feedback from participants and followthrough activities which reenforced participants in solving problems were found in community service projects aimed at ultimate beneficiaries.

Projects aimed at people who help those with a problem can be effective when the relationship of the helper to the beneficiary is clear and when provision is made for a direct application of service.

All studies found that projects focusing on the ultimate clients should account for participant needs in planning and implementing projects and should employ learning strategies that encourage recipients to apply knowledge to practical situations. Impact is also seemingly greater when the project concentrates on a specific and discrete population. Projects for these groups also required sustained staff and institutional commitment to achieve maximum success.

Projects concerned with assisting community groups provided services for and employed approaches which involved those directly affected by the problem. Such projects were focused on a specific population and involved intensive staff and institutional commitment.

TYPE OF SPONSORING INSTITUTION

Certain types of institutions exhibited strength in particular areas of community service and continuing education.

1. *Land grant and State universities*: Land grant and major State universities showed special compe-

tence in mounting projects requiring a multidisciplinary approach. In instances where statewide or regional projects were successful, such institutions invariably played a lead role. In addition, 4-year public institutions seemed to have the advantage in projects that demanded a variety of technical competencies and educational modes in order to handle the various dimensions of the problem.

Land grant institutions were particularly successful in carrying out environmental projects. This finding implies a need to have an adequate and varied resource base to handle a problem as complex and multifaceted as environmental change.

The special competence of land grant or State universities to marshal widely dispersed resources in a State and to facilitate recognition for projects concerned with issues best resolved in a statewide context further explains the special role which these institutions can play in the title I program.

Several projects illustrate effective activities by such institutions. The Georgia project for professionals who worked with the aged was able to activate a network of colleges to combine the technical and continuing education expertise of the State university with resources of communities and postsecondary institutions at the local level. The problem had statewide significance but used local institutions to extend State university's special competence in gerontology.

Iowa and Louisiana undertook efforts to develop long-range goals for their citizens. The lead role of major public institutions in both States was critical to the success of these projects. The Tennessee project to train tax assessors required sponsorship which could address the problem across the State and was, therefore, undertaken by a special unit created within the university system. Such institutions in recent years have shared their expertise with other institutions and have multiplied their efforts through networks comprised of local colleges and universities.

Projects addressing major statewide problems which require a sustained and comprehensive approach for their solution seem to be more successful when managed by major public 4-year or land grant institutions.

2. *Community colleges:* Community college projects have met the success criteria when focusing on local problems and expressing a strong institutional

commitment to deal with the problem. Community colleges, especially those with a strong commitment to community service, have found an affinity with the title I program. An analysis of exemplary projects submitted by State agencies shows that such schools function most effectively when they take advantage of their local settings and serve, in close cooperation with other community resources, a defined local audience. Community colleges also act as local sponsors for more comprehensive regional or statewide projects which need locally based community service outlets.

The special accomplishments of community colleges need to be weighed against certain shortcomings of their participation in the title I program. Some colleges have used title I funds to support broad adult education programs that only tangentially touch significant community problems. Since such activities could be a normal part of the program of these colleges, there is a serious question concerning the appropriateness of using title I funds for this purpose.

3. *Private colleges and universities:* Private colleges and universities, although not a large number, did provide examples of highly successful projects. Successful activity by private institutions requires a long-range effort by the institution as well as careful attention to project leadership and institutional commitment. Although such factors are important in any project, all evaluators agreed that special attention must be paid to management and planning functions when making grants to private institutions, presumably because of their lack of experience with community outreach.

Different types of institutions have different types of resources which can contribute to successful projects. Large State institutions were more successful than others with projects that required many resources and which aimed at regional or statewide problems. Community colleges were especially competent to deal with problems involving local problems and client groups.

CONCLUSION

The generalizations about project performance indicate that there is a rationale to selecting projects

which includes decisions about the aspect of the problem to be solved, the selection of participants vis-à-vis their relationship to the problem, the method or strategy best suited to serving participant needs, and the kind of institutional sponsorship most likely to produce the resources and competences consistent with project objectives. These generalizations obviously are not categorical. They indicate possible or probable associations between certain project objectives and other variables likely to achieve objectives. They can serve as a basis for the technical assistance, training, and planning functions proposed elsewhere in this report. Their application to the title I program will contribute to further refinement about what works most effectively in achieving program goals and project objectives. They do constitute a basis for selecting and reviewing title I projects and programs more systematically and can contribute to a higher level of professional competence in conducting continuing education and community service projects, particularly those common to the title I program.

9. What are the characteristics of projects showing the greatest return for Federal dollar spent?

The difficult task of assigning benefit to social programs is compounded when examining title I because of its inherent variety and broad purpose. It is, also, difficult to measure benefit in this program because educational assistance frequently requires a period of maturation before results become known or evident. However, the title I program does show relative differences among projects in terms of their ability to produce results or provide sequels which further extend the benefits of initial investments. The following principles distinguish title I projects which have produced a satisfactory return for the resources invested as judged by certain identifiable benefits:

1. *Projects developed to carry out a part of a State plan with carefully identified priorities.* Projects

which become the basis of expanded project or program activities within a State are more effective because they stimulate the ongoing effect frequently required to achieve impact upon a problem.

This principle is illustrated by a consumer education project in Tennessee involving \$436,956 and 14 institutions over a 4-year period. Both consumers and agency personnel who could influence the buying and saving habits of consumers were targeted upon. The project was one of the first statewide projects undertaken in Tennessee, largely at the initiative of the State agency. It was experimental from the standpoint of both its problem focus and its institutional makeup. In fiscal year 1974, the State agency and advisory body decided to make this effort the major thrust of the State program.

The project is considered especially beneficial because it was expanded to include a wider audience, a greater variety of approaches, and a degree of concentration which increased its potential impact upon the State. On an expanded basis, the use of more far-reaching methodologies such as manuals, public telecasts, and a variety of training courses that reach an audience sizable enough to make a difference in a problem which has statewide implications has been possible.

The University of Maine, through its public broadcasting facilities, created public understanding of the difficulty in reconciling the concerns of environmentalists with those advocating more rapid economic growth. The project presented a simulated problem-solving situation designed to treat this issue. The project involved approximately 50,000 residents of the State in examining various positions concerning conservation and economic growth. The exercises depicted local bodies discussing complicated issues which were likely to emerge when industry and conservationists clashed over priorities. The project was structured to obtain citizen input from throughout the State.

As a broad community education program, the project had benefit because public understanding could be linked to imminent problem-solving tasks. The development of the marine industry of the State as well as new legislation concerning solid waste disposal systems and other environmental issues were specifically linked to the larger issues addressed by

the television project. The project demonstrated its effectiveness by providing both the context in which more specific kinds of problem-solving tasks could be undertaken and a general area of emphasis for the State program.

The project cost of \$46,452 seems justified given the approximately 50,000 persons reached and the continuing focus of the State program on the issues to which the project was directed.

2. *Projects which were designed with replication and expansion as intentional objectives:* Certain projects have been designed to introduce new programs which could be replicated and expanded elsewhere.

An example of such a project is a women's educational reentry project in the Santa Clara County area of California. Initially sponsored by DeAnza Community College for low-income women, the project developed subsequently at three neighboring community colleges. With an initial enrollment of 35 women, the project now reaches 300 women annually. Title I also supported the replication aspect of the project through a coordinator who served all of the participating institutions.

The pilot effort included a counseling program for women who had decided to resume their education and, in most instances, to pursue new careers. Classes were organized to account for the special needs of these women. An innovative feature of the program included a child development center which gave mothers access to a special educational program for their children as well as some practical experience in child care. The latter was funded from child development funds and illustrates how title I efforts can be combined with other funding sources to expand project coverage.

Elements of the project introduced at DeAnza have become components of the project in other institutions. To further the expansion of this model, the State agency has supported the former coordinator of the program in explaining the project to other State agencies considering programs for women seeking new educational opportunities. These deliberate attempts at replication give additional benefit to the project.

Conversely, projects which command a major portion of the State's funds but do not impact upon

State priorities or future funding criteria are less cost effective. For example, a State with an annual program appropriation of \$115,000 used \$23,000 to fund an environmental information program conducted on a local radio station. The project's success in arousing public attention was demonstrated by public reaction through telephone calls. However, the interest generated by the project was not capitalized upon. The project was discontinued, and no further efforts were made to promote environmental education during the period immediately following the project. Failure to extend the benefits of a well-funded project or to use it as the basis for an expanded program in environmental education diminished its effectiveness.

3. *Projects which show a multiplier effect, that is, which bring other resources to bear on problems, demonstrate good return for the resources invested:* Such projects are those which have been the basis upon which other federally assisted programs have built or which have produced support from other community or private organizations. Several examples of such projects can be cited.

A project in Minnesota concerned with improving the ability of low-income homeowners and tenants to economically maintain comfortable homes was successful in generating \$1 million in low-interest loan funds from a Minneapolis savings and loan association.

A Minnesota project concerned with statewide planning in 19 counties capitalized upon its initial project success by securing \$400,000 from a private foundation. The total title I investment has been \$86,861. A total of 8 regional banks provided \$45,000 to support a training program for 100 elected and appointed officials in the region.

A project in the Anacostia area of Washington, D.C., which, through the services of George Washington University, has developed a community service center, which provides legal aid, consumer counseling, and health education services has recently received a \$25,000 grant from a private foundation.

Information on these projects suggests that external funding is more likely to be available once project viability is established. The projects discussed in section 6 which demonstrate the application of other

resources toward community problems all illustrate projects producing a multiplier effect.

4. *Projects which contribute to action sequels either by public agencies or Federal, State, or local governments:* Such projects permit a fairly immediate application of knowledge and produce changes which have more profound and far-reaching effects upon the problem.

A project in Nebraska which collected information on the operations of councils of government from around the Nation provided the basis for establishing such councils throughout the State. The project allowed the State to distill from a range of experiments in regional government the system which was likely to be most effective. Legislative action establishing councils followed the research conducted under the project.

Another project serving the Lake Superior region of Wisconsin used research efforts to produce information used by planners and citizens in developing water quality plans for the Lake Superior Basin. The project helped implement the citizen involvement requirement of the Federal Water Pollution Control Act of 1972 by creating public understanding of the water control problems of the area and providing information to citizen groups which enabled them to take action to prevent further pollution of the lake. The project stimulated \$163,195 in support from other Federal agencies and one State agency for seven related water quality studies.

These examples are among those which can be used to show the value of organizing projects in conjunction with larger problem-solving objectives and feeding educational assistance into a series of actions designed to achieve a more ambitious goal.

CONCLUSION

The effectiveness of title I projects cannot be linked solely to an indication of immediate benefit. But the examples presented do indicate results either in the form of alternative sources of funding, further community and institutional support of the activity, replication and expansion of the project to enlarge its scope or the size of its audience, or in significant followup action which brings about appreciable change for a community. All show a return beyond the initial project investment.

10. What are the means by which the most successful projects can be expanded and replicated?

Replication and expansion as devices for using project and program success require adaptation rather than literal transfer when applied to the title I program. The flexibility of the program has made it possible to develop projects which suit highly local circumstances. This quality of the program has been a constructive aspect of title I and thus should be preserved to serve problem areas and communities which might not otherwise be served.

However, common fields of interest shared among States and regions constitute a basis for a fuller utilization of model projects. The following table shows the frequency of certain State selected priorities and suggests areas where project replication and expansion might take place:

State Program Priorities (1974)

	<i>Number of States</i>
Community service programs for local and State public officials.....	22
Economic development and employment.....	18
Environmental problems and growth policies.....	17
Populations with special educational needs.....	16
Community education for long-range development.....	14
Organizational assistance for community problem solving.....	14
Health services.....	12
Relating older Americans to society.....	9

The borrower or adopter of title I projects should consider not only the activities of a project but also methods or approaches used in projects. The specifics of projects might differ but comparability could exist in the dimensions of the problem, types of audiences being reached, or methods and strategies being used. For example, a project in environmental education may be similar in design and approach to any project which attempts to assist the general public to understand a complex, multifaceted problem. Cases should be viewed as illustrations

applicable to specific problem areas as well as examples of certain types of project strategies. Both project content and methodology are important.

DISCRETIONARY PROJECTS

The discretionary grant program started in 1974 has permitted some successful uses of title I to become the basis for expanded program efforts. Interstate projects in training local officials and education for women are examples of Office of Education initiative on behalf of some important exemplary projects. This mechanism is being used to focus States and institutions on major thrusts of title I programing. The discretionary grant program is, therefore, one device which can be used to highlight projects that can be replicated and expanded.

EVALUATION

Evaluation is integral to an expansion or replication effort. The diverse nature of the title I universe requires that successful projects be tied to specific program areas in order to accommodate the varied nature of the program. Some categorization of projects in terms of areas common to the States needs to precede any effort to expand or replicate projects. Then evaluation of a number of projects in various program categories can take place.

In consultation with State agencies and advisory bodies, the Office of Education should establish success criteria against which project accomplishment can be measured. A related task concerns the reporting of projects. In addition to the standard information now being required on annual reports, additional results-oriented questions should be included. Such documentation would allow the Office of Education to gauge the effectiveness of the project and make judgments as to whether it is suitable for replication and expansion.

NATIONAL EMPHASIS PROGRAMS

The Commissioner of Education also should be given special authority to allocate funds to States to engage in certain national emphasis programs. This would provide an incentive to States and institutions to orient some projects toward programs of national significance. The fact that successful projects presently exist in many fields which are nationally im-

portant suggests that such a program could be used to facilitate their replication and expansion.

COMMUNICATION, TRAINING, AND DEVELOPMENT

The national office should improve its efforts to acquaint State agency directors with successful projects. The tendency of States to initiate projects without examining the existing title I experience denies the program growth and development.

Regional and national workshops are a vehicle presently available to the Office of Education that can be used to share information and experience about project and program successes. These should be expanded to include representation from advisory bodies and institutions participating in the program.

Because of the community based nature of title I, provisions should be made for periodic meetings with important user or client groups associated with title I. The input of such groups would be particularly relevant when deciding upon major areas of title I expansion through national emphasis programs.

COORDINATION WITH OTHER FEDERAL PROGRAMS

Coordination with other programs within the Department of Health, Education, and Welfare and the Federal Government would also promote the replication and expansion of title I projects. A climate which would encourage Federal agencies to use, adopt, or promote suitable title I continuing education or community service projects within their program could be a highly effective means making far-reaching use of title I successes. The national office should report to these agencies about title I projects which are germane to their missions.

The Council has made recommendations about improving the national administration of the title I program. These actions would also assist in the replication and expansion of successful projects. To reiterate:

—The technical assistance functions of the Office of Education as provided for in *recommendations*¹² 4b and 5, and *question 7*, pages 27-30 of the report would assist appreciably in creating communication between the national office and States that would contribute to the sharing

¹²Recommendations referred to are found on pp. 1-3.

of information about effective title I projects and programs.

—The Council's *recommendation 4a, and question 7, pages 28-29* requesting an amendment to title I to allow for an appropriation to States for conducting national emphasis programs furthers the objective of providing States and institutions with an inducement to conduct projects which relate to national issues and which make use of exemplary State supported projects or discretionary projects.

—The provision for a bureau level organization within the Office of Education (*recommendation 1 and question 7, page 30*) which would bring the title I program closer to other Office of Education programs concerned with continuing education and nontraditional developments within postsecondary education would foster the kind of coordination and communication required to relate title I experiences to the objectives of other programs. Also, an entity at a higher level within the Office of Education, with appropriate functions, would contribute to better liaison with other programs and increase opportunities for transmitting title I accomplishments to these programs.

STATE AGENCY ROLE

In order to encourage the replication and expansion of projects, State agencies should consciously fund projects which are identified because of their potential for replication and expansion. This process can be largely facilitated by better State agency planning. It is assumed that a fundamental feature of such plans would be an indication of major problem areas or demonstration projects which, if successful, will become the basis for statewide programs or at least for projects that are shared among several institutions. In such instances, the evaluation function needs to be stressed to assure that suitable projects emerge as prototypes. Replication and expansion assumes greater agency initiative in encouraging and actively supporting projects because of their value in guiding the agency and institutions toward important areas for title I involvement.

State agencies should also encourage projects and programs which have implications for statewide

problems and are capable of utilizing various institutions in the State. This capacity would place agencies in an initiating role and allow them to stimulate institutions to make use of exemplary projects which could be adapted to local institutional and community circumstances.

• Recommendations concerned with improving State operations also serve the objectives of replication and expansion at the State level. The Council has proposed that States:

—conduct national emphasis programs,

—improve their planning and evaluation functions with assistance from the national office,

—undertake State agency initiated projects which would contribute to the eventual replication and expansion of successful projects and programs.

CONCLUSION

The emphasis upon replication and expansion suggests a new type of management at both the State agency and Federal levels. More effective State planning coupled with the capacity to monitor and evaluate projects becomes indispensable to project replication. Project methods and results will require careful documentation so that the project in its entirety becomes the model upon which other projects are developed. More consistent and systematic efforts for institutions within States to share information should occur throughout the development and implementation of projects.

At the national level, the Federal title I office has a greater responsibility to collect and disseminate information about project successes. Evaluation must also be strengthened at the national level so that those projects which the Office of Education recommends to States can be validated as replicable projects. Additional authority to induce States and institutions to focus on problems of national importance is also needed.

Mandatory measures to assure replication and expansion are incompatible with the purpose and spirit of title I. However, measures which can produce better coordination and communication and provide incentives for generating pilot projects and stimulating the utilization of good projects would produce a climate and context in which replication and expansion would be more likely to occur. □

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Summary of Recommendations With Supporting Comments

The title I program has demonstrated the interest and capacity of postsecondary institutions and communities to engage in cooperative problem-solving efforts. The accomplishments of the program indicate that title I has the potential to accomplish the purposes for which it was established. The program has been unique in serving a broad range of needs confronting communities and their citizens, has responded to these needs through a variety of institutional arrangements, and has developed a significant number of problem-solving strategies to deal with community problems.

The Council, therefore, recommends that Congress reauthorize title I of the Higher Education Act at the currently authorized level of \$50 million annually.

* * * * *

While the positive aspects of title I are significant, certain limitations have impeded the optimal use of the strengths of the program. A major concern of the Council has been to identify actions that would assure that the strengths of the program are maximized and its weaknesses reduced. Such actions would improve the national, State, and institutional administration of the title I program.

The national administration of the program has lacked the functional responsibility and resources to provide title I with strong linkages to other national programs which share objectives compatible with those of title I. Title I has supported projects which have shown the capacity of continuing education to assist programs for the aging, welfare recipients, the handicapped, and educationally disadvantaged. These are constituencies also served by the Department of Health, Education, and Welfare (DHEW) through other programs. Since the com-

munity service thrust of title I complements various missions of the Department, agencies administering other DHEW programs would benefit nationally by closer coordination with the title I program.

The program also encompasses community problems germane to other Federal agencies. Environmental preservation, consumer protection, energy conservation, State and local administration, small business development and housing are community problems receiving title I attention which relate to the programs of other Federal agencies. With more effective coordination with these agencies, the educational programs of title I could aid communities in making more effective use of those programs.

Title I also has affinity with programs concerned with new categories of adult learners and new roles being contemplated by educational institutions seeking a more practical and relevant relationship to the total society of which they are a part. The principles of title I are in keeping with other nontraditional perspectives within postsecondary education.

The Federal Government has not given prominence to these existing and emerging requirements of postsecondary education. Within DHEW, there are units administering activities related to university-community relationships of the type referred to by the President when he asked for a real partnership between the academic community and the rest of our society. These include programs in environmental and consumer education. If more closely linked, these programs and related continuing education and community service activities from other departments could provide coordinated and reinforced support for greater community and university involvement in attacking significant problems of the Nation.

There is no administrative mechanism within the

Federal establishment which coordinates various Federal efforts on behalf of higher continuing education or the role of colleges and universities in meeting nontraditional needs.

The Council, therefore, recommends that the President establish a Bureau of Continuing Education and Community Service within the Office of Education to provide a National focus for Federal programs concerned with the education for adults in the world of work and other postsecondary nontraditional education programs. The responsibilities of the Bureau would include:

- a. the administration of title I of the Higher Education Act,
- b. the administration of programs relating to the financial and educational needs of adult part-time students,
- c. the administration of related continuing education and community service programs within the Office of Education such as drug abuse education and environmental education,
- d. a central information or clearinghouse function concerned with continuing education and community service projects and programs supported by Federal funds.
- e. coordination with other Department of Health, Education, and Welfare and other Federal programs having similar or related concerns,
- f. the administration of experimental and demonstration programs to make postsecondary education more relevant to the practical needs of adult part-time students and also to communities in using educational resources to solve social and economic problems.

* * * * *

The National Advisory Council has responsibility to review the effectiveness and administration of federally supported community service, continuing education and extension programs. As such, this Council is the logical vehicle to advise any Federal office such as that proposed above, which would encompass the concerns of postsecondary educational programs for adult part-time students and community continuing education and extension programs. To properly discharge this function, however, the Council should be given the added responsibility of advising on the educational and

financial needs of adult part-time students. Such an assignment would complement its existing functions.

The Council, therefore, recommends that the National Advisory Council on Extension and Continuing Education have responsibility for advising the Secretary of the Department of Health, Education, and Welfare on programs relating to the financial and educational well-being of all adult part-time students in postsecondary education. This new responsibility will be in addition to and equal in importance to that of advising on the administration of title I of the Higher Education Act and that of reviewing the administration and effectiveness of all-federally supported extension and continuing education programs.

* * * * *

The Council considers it significant that Congress requested this evaluation to recommend means for replicating and expanding successful title I projects and programs. Measures to replicate and expand projects provide the title I program with the opportunity to contribute more directly to solving problems of national concern and thus achieve national impact.

In such areas as the environment, consumer education, continuing education for women, and energy conservation, title I projects have broken new ground and have given demonstrable evidence of contributing to solving problems of national importance. Means need to be developed to capitalize upon such successful projects which serve needs which are national in scope and which, therefore, exist in many States and communities. Most necessary for achieving this is an authority for providing for national emphasis programs under which States having a specific program need which coincides with a national goal could receive funds to assist them in participating in such a program. This assistance should allow for participation in ways most appropriate to the situation of a particular State.

The Council recommends that Congress amend Title I to provide new legislative authority for National emphasis programs that would provide such sums as necessary to the Commissioner of Education to be allocated to and administered by the States to expand and replicate projects and

programs that would have national or regional impact. Such programs and the funds required to finance them would be requested by the Commissioner at the time of the annual budget request for Title I (HEA).

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The Office of Education has lacked the resources required to strengthen and fully develop a technical assistance role which could help States in developing more effective programs and replicating successful projects. Action by the national office designed to assist States with planning, to improve coordination with other federally supported continuing education and community service programs operating in the States, and to replicate exemplary title I projects is required if title I successes are to become more frequent and normative throughout the program.

The Council recommends that Congress amend title I (HEA) to provide for an allocation of 5 percent of appropriations under title I (HEA) to the Commissioner of Education for the purpose of providing technical assistance to State agencies for program development, operational planning, and evaluations designed to improve the State administration of the title I program.

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The presence of projects for similar problem areas among the States suggests the possibility of a greater sharing of information about the discipline of continuing education and community service. To date, this has been minimal. The Office of Education in its administrative and technical assistance capacity as well as its anticipated role in promoting the replication and expansion of exemplary uses of title I should take steps to bring to the attention of State agencies the knowledge being accumulated in the title I field. This would contribute to the efficiency and effectiveness of the program.

The Council, therefore, recommends that the Office of Education provide technical assistance and publish guidelines to improve the operations of State title I programs. Such assistance and guidelines would pertain to:

- a. improving the planning and project selection procedures of State agencies, including the stipulation that arbitrary limits upon the

level of funding or duration of project grants do not constitute valid bases for project proposal approval,

- b. improving the operations of State title I advisory committees,
- c. improving communications between the national title I office and the States to encourage the sharing of information about title I projects and programs,
- d. encouraging and assisting State agencies to initiate projects to be conducted by eligible institutions within the State.

* * * * *

In order to strengthen its capacity to advise on the administration of title I (HEA), the National Advisory Council on Extension and Continuing Education should have more frequent and systematic contact with State agencies and State advisory councils. As the title I program nationally expands its technical assistance function and as new programs are encouraged upon State agencies, the National Advisory Council considers it important to become more aware of the effect of these activities upon State operations and will, therefore, further its contact with State agencies and initiate contact with State advisory councils. The Council intends to have regular communication with these bodies in order to share with them the results of this evaluation and to solicit their observations and concerns about the title I program. The results of such contacts will provide a better basis for future studies by the Council and contribute to its annual reports to the President, the Commissioner of Education, and Congress.

The Council has given special attention to the State administration of the program because of the critical nature of decisions which occur at this level. Where continuity of State administration has existed, State administration has improved with the accumulated experience of agency staffs and guidance from the Office of Education. However, the Council finds that more effective State administration of the program is warranted if greater program impact is to occur.

Of major importance to State agency operations is the quality of its program planning. Operational program plans are weak in many States. Positive measures are required to assure that plans are developed which are consistent with and capable of

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leading to the implementation of State priorities. Such plans should also indicate steps to meet goals over a projected period of time and provide for periodic evaluations of projects and the State program.

The Council recognizes that the present operating budgets and staff resources available with States are insufficient to the planning and evaluation functions being proposed; although several States have, with limited staff, moved in the direction of more effective planning and better project monitoring. This process needs to be accelerated and assured in all States.

Moreover, extension and continuing education are an integral part of the program of many colleges and universities—linked to their research and on-campus undergraduate instruction, each program benefitting from its relationship to the other. Extension and continuing education programs are not likely to be universally included and receive their share of emphasis unless accounted for in planning for postsecondary education. In many States, statewide comprehensive planning for postsecondary education is in the early stages of development. The Council believes that such planning needs further development and that it should include extension and continuing education.

Comprehensive State planning which encompasses continuing education and extension would contribute to the strengthening of title I planning. The ideal situation would involve better statewide planning for continuing education and extension programs as well as more effective planning for title I by State agencies.

Therefore, the Council recommends that Congress amend Title I (HEA) to permit an increase in the administrative allotment to each State from \$25,000 to \$40,000 to provide resources to State agencies for developing operational program plans and conducting periodic evaluations of State title I (HEA) operations.

Such actions should be complemented by steps to strengthen the State planning effort for all of postsecondary education so that State priorities for continuing education and community service may be elicited and communicated to the State title I agency.

The Council's study indicated that some States fund projects in order to distribute title I resources among many institutions. The rationale behind such a practice is to enable more institutions to participate and develop experience in continuing education and community service. The funds available with most States are not adequate to provide for impact upon problems if funds are too widely distributed for different program and institutional purposes. A few States formally limit the level of funding and duration of grants given to institutions and others informally observe this principle. This practice can do a disservice to institutions and programs which may need support for a longer period of time in order to influence the problem being addressed or to develop sufficient institutional capacity to deal with it.

The selection of projects should be predicated principally upon the contribution which institutions can make to serving most effectively the problem-solving purposes of title I. Evidence shows that discursive funding in States is counter to maximizing impact upon problems and does not, in fact, assist in strengthening the continuing education capacities of institutions. The Council in recommending that the Office of Education publish guidelines and provide technical assistance for improving State agency operations has added the stipulation that these guidelines indicate that such practices as those cited above do not constitute valid bases for project proposal approval.

Assistance to institutions can contribute to problem solving if such support is designed to create competencies presently lacking and clearly needed within the State. While projects should be selected primarily for their ability to assist with community problems, the Council also acknowledges the desirability and legitimacy of developing, in a select number of institutions, continuing education and community service competencies which serve valid program purposes.

The Council recommends that Congress amend title I (HEA) to authorize State agencies to use up to \$75,000 or 20 percent, whichever is less, from State allocations to develop the capacity of a select number of postsecondary institutions to engage in community service and continuing education pro-

grams not otherwise available. Such grants to institutions would:

- a. not exceed \$25,000 or be available to a single grantee for more than 3 years,
- b. be matched by the recipient institution(s),
- c. require a commitment from and demonstration of the recipient institution's capacity to maintain the level of effort in continuing education and community service established by the grant,
- d. be awarded on the basis of a specific program plan,
- e. be evaluated by the State agency providing the grant.

State agencies should be encouraged to stimulate institutions to develop and conduct projects which reflect State initiated programs. Such efforts would also give greater focus to State programs and encourage agencies to coordinate relevant continuing education resources of the State in the interest of more concerted title I problem-solving efforts.

In defining areas for Office of Education assistance to State agencies, the recommendation concerning OE's technical assistance functions included assistance to encourage State agencies to initiate projects to be conducted by eligible institutions in the State.

* * * * *

Title I is a community problem-solving program and as such requires strong input from community representatives. State advisory bodies have been an important source of community knowledge concerning title I programs and priorities in most States, and their operations should be strengthened to preserve the community focus of the title I program.

With the creation of postsecondary education commissions in some States which also serve as the duly constituted State agency for title I (HEA), a separate advisory body for title I (HEA) has been considered unnecessary because the commissions conform to the requirements of the title I law. However, such commissions are not likely to provide the title I program with the specific advice and guidance required to insure the community emphasis of the program.

The Council recommends that Congress amend title I (HEA) to require all States to have advisory bodies specifically designated to consult with and assist the agency administering title I (HEA). Such bodies should be representative of the community and not comprised of membership from educational institutions in excess of one-third of their total membership.

Certain characteristics were most pronounced among those projects having greatest impact in assisting persons and communities to solve problems. While recognizing the variety inherent in the title I program, the Council and independent consultants associated with the evaluation found that projects were most successful when they were:

- well managed, that is characterized by effective planning, organization, and monitoring;
- related to persons or groups experiencing problems directly or who had a significant relationship to the problem which would allow for assistance to be directly applied to its solution;
- supported by institutional competencies, relevant methodologies, and community resources appropriate to the problem;
- aimed at problems of sufficient significance to the community and involved an adequate number of important client groups so that the prospect for change was greater;
- actively supported by the sponsoring institution and its administrative leadership as well as the community, and devoted resources required to give the project visibility and a definite capacity to assist in solving problems.

In short, the evaluation has identified relative degrees of effectiveness among title I projects and characteristics which are positively associated with effectiveness. The body of knowledge which this and other evaluations have produced about the operation of title I projects indicates a need for greater dissemination about the workability of various strategies of continuing education and community service. The cumulative experience of title I activity needs to become the basis for selecting, monitoring and evaluating projects. As these processes are developed and refined, a more reliable body of knowledge about what works best in this complex and varied field will be possible.

All administrative and advisory bodies associated with the title I program should apply these standards in improving the effective of the title I program.

* * * * *
The Council's recommendations are designed to

strengthen and extend recognizable achievements of the title I program. Its evaluation shows that principles and purposes behind the title I program have been partially achieved and, with the strengthening measures suggested in this study, are capable of being more fully realized. □

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Appendix

Select List of Case Studies of Successful Projects Supported by Title I of the Higher Education Act of (1965)

(Listed alphabetically by State)

The following 66 case studies of successful projects supported by title I funds include projects in 35 States and the District of Columbia and were selected by the National Advisory Council as exemplary projects worthy of replication and expansion. Recommendations for successful cases were submitted by national title I program staff and State title I administrators in accordance with terms of criteria specified by the Council. The Council then selected cases which most clearly conformed to its criteria and represented a cross-section of title I activities. The Council was assisted in this process by its contractor, Mat, Marwick and Mitchell & Co. and the national title I office.

In the interest of brevity, additional appendices containing important back-up material used in the Evaluation are not here included. This information is available to interested parties from the office of The National Advisory Council. Such information includes a more detailed history of title I and the legislative intent behind it and substantial data relating to national and State title I activities.

Much of the information contained in these unpublished appendices has been included in modified form in the body of this report or has been made available, on a selective basis, to interested individuals and groups.

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List of Case Studies

Alabama

Project: Continuing Education Services for Business and Industry.

Sponsor: University of Alabama.

Director: John B. Griffin, P.O. Box 1280, Gadsden, Ala. 35902.

Duration: Fiscal year 1973.

Funding: (Federal) \$18,751.25; (Matching) \$9,375.63—33 percent of total.

Summary: Workshops, seminars, and individual counseling were used to help small businesses in northern Alabama improve business practices, comply with new legislation, and cut losses from shoplifting and bad checks.

Problem: The mortality rate of small businesses in northern Alabama ranked among the highest in the United States. The program was designed to improve the operating efficiency of the businesses, to reduce bankruptcies, and to strengthen the economy of the area.

Activity: In cooperation with local Chambers of Commerce, the project planned education programs for small business employers and employees. Cooperation also was offered by news media, credit bureaus, local banks, management associations, and individual stores and industries. The project reached 3,425 participants. Chamber of Commerce members served on advisory committees and helped plan the educational program. Several businessmen offered their services as consultants. In planning the project, the coordinator met with local Chambers of Commerce and visited small businesses to determine their educational needs. The project provided the businesses with the professional advisers and specialized knowledge which they needed to survive but could not afford. Experts on various phases of business were called in to speak on topics requested by small business persons. University personnel provided guidance and counseling for individual businesses.

Results: Businesses that took part in the project have said it is effective and continue to participate in it. There have been increasing requests for similar services outside the project area. The project has helped businessmen cut losses caused by shoplifting and bad checks. Businesses with credit and collection problems have learned to improve their practices. In addition, small businesses and industries have been helped to comply with new legislation. Specialized training has been made available to employers.

Arizona

Project: A Cooperative Community Council for Local Development.

Sponsor: College of Ganado.

Director: Milton Bluehouse, Dean of Community Affairs, College of Ganado, Ganado, Ariz. 86505.

Duration: Fiscal year 1973-74.

Funding: (Federal) \$9,000 (Matching) \$4,600—33.8 percent of total.

Summary: Through establishment of a 28-member community council, this project planned for and brought needed public services, including police and fire protection and day care, to an isolated Navajo reservation community.

Problem: Ganado, an isolated Navajo Indian community in Arizona, lacked such basic public services as fire protection, police and security protection, garbage collection, and ambulance service. The community had no mechanism for developing or planning programs to deal with these problems.

Through the initiative of personnel at the nearby College of Ganado, a project was established to identify important community problems, indicate problem-solving resources, and develop solutions to problems. A major concern of the project was the creation of a Cooperative Community Council for Local Development. The Council of 28 members consisted of leaders of the local Navajo Tribal Chapter, the community of Ganado, the Ganado public school system, the Bureau of Indian Affairs, and other important local agencies.

Activity: Through a series of workshops and seminars, the problems of the community were identified and strategies were agreed upon for developing and implementing solutions to community problems. These planning and action sessions were broadly representative of the community. They included local Navajo leaders, parishangers, ministers, and college faculty. Ganado College was closely associated with the Council in planning, developing, and carrying out the project.

Results: Through the Community Council, such services as a sewage development project, a police system, a day-care center, a town dump, an ambulance service, and a volunteer fire department were established.

The College of Ganado, as a result of this first venture into community service, has developed ongoing relations with the local Navajo community. The College now has a permanent representative on the Community Council.

The Arizona State agency, in commenting upon the project, stressed the "impact that can be achieved in a small community with a surprisingly small investment of Title I funds." The agency also recognized the capacity of the College to deal with community problems and in-

icated that it would look favorably upon other requests for title I funds coming from this institution.

Although title I assistance has ended, the project has attracted follow-up support from other funding sources.

Project: Phoenix Urban Metropolitan Program.

Sponsor: Arizona State University.

Director: Dr. Dickinson L. McGaw, Department of Political Science, Arizona State University, Tempe, Ariz. 85284.

Duration: Fiscal years 1970-71.

Funding: (Federal) \$46,000 (Matching) \$39,134—39 percent of total.

Summary: A project designed to gather information about the needs of the poor in Phoenix established a data or information bank to assist the University in determining its educational and service role in the inner city area of Phoenix.

Problem: The University and local agencies which dealt with the city's low-income minorities lacked adequate data about poor people's characteristics and needs. The project was set up to create an information center on inner-city problems; to improve university relations with inner-city leaders; to find out what poor people thought the University's role should be in the inner city; and to determine what role the university should play in the inner city.

Activity: Fifty community leaders served on an advisory committee for the project. The committee advised project personnel on identifying the target population and selecting problem areas. The project was aimed at the adult inner-city residents, including members of community organizations.

The project trained welfare recipients and other minority community members to help survey inner-city needs. Data were collected in personal interviews and door-to-door canvassing.

Results: An inner-city information archives was established at the University's Survey Research Center. The University, as a result of the findings established a minority recruitment program. Survey findings were published and widely distributed. Also as a result of the project, the Phoenix Community Relations Commission started a public relations program to improve the image of law enforcement personnel. The University and community agencies gained an improved understanding of the needs of the inner city which led to the University's minority recruitment and counseling program. The University also established a center for minority studies. The project has continued with support from the University and community agencies.

Arkansas

Project: Women: Rights, Roles, Reasons.

Sponsor: University of Arkansas.

Cooperating Institutions: Southern State College, Hendrix College, Arkansas State University, Arkansas AM&N College.

Directors: Gordon Herrington and Diane Kincaid, University of Arkansas.

Duration: Fiscal year 1972.

Funding: (Federal) \$7,729 (Matching) \$2,866—27 percent of total.

Summary: In close cooperation with the Governor's office, the project used seminars and workshops for 300 influential women to increase their awareness of the status and problems of women living in Arkansas. The participants said the project increased their awareness of sex discrimination and many planned follow-up on ideas discussed during the project.

Problem: In cooperation with the Governor's Commission on the Status of Women, the project was aimed at women who could influence public opinion to emphasize the changing role of women in Arkansas.

Activity: More than 300 faculty women, students, faculty and student wives, public school personnel, business and professional women, and others took part in the program. Participants were solicited through mass mailing from the Governor's office and mass media coverage. A steering committee of representatives of the Governor's Commission on the Status of Women from each area of the State was established. Five regional workshops were held with nationally-known women as speakers and panelists on such topics as The World of Work, Education and Counseling, and Political and Community Affairs.

Results: When questioned, 333 participants said they had received more information on the problems facing women; 294 said they were made aware of what they could do to eliminate sex discrimination; and 297 said they planned to act on at least one idea they learned during the sessions. The university's Division of Continuing Education intends to establish a Department of Continuing Education for Women. The State Board of Health Education approved the proposal, but funds have not yet been provided by the Legislature.

California

Project: Community Resources Development Program.

Director: Ronald Smith, University of California at Santa Barbara—Extension, Santa Barbara, Calif.

Duration: Fiscal years 1971-72.

Funding: Fiscal year 1972: (Federal) \$25,000 (Matching) \$15,293—38 percent of total.

Summary: The project encompassed five theater and cultural programs for Mexican-Americans and Blacks living in the Santa Barbara area. Its purpose was to increase the self-image of these minority groups which had previously not figured prominently in the life of the University. Community and university volunteers helped build a theater, library, and resources dealing with the background and contemporary problems of Chicanos or Mexican Americans and Blacks.

Problem: Mexican-Americans and Blacks were underrepresented in higher education in the Santa Barbara area. The project was designed to focus more university attention on local minority groups, make these groups more aware of educational possibilities in the area, and most importantly to use films, theatrical and cultural materials as means for improving the self-image of minority persons and thus enhance their prospects for more involvement in the community and equip them to seek solutions to problems of discrimination.

Activities: About 500 participants took part in the projects directly. Another 20,000 were reached as audiences

through cultural events. There were five distinct components to the project. 1. The Chicano Community Film project which developed and exhibited films dealing with Chicano traditions and contemporary social and economic problems, 2. Teatro Mecha which was organized and staffed by university students to provide local Mexican-American school children with artistic outlets expressive of their traditions. 15 children with the assistance of five to seven adult instructors developed a performing company which presented original skits and plays for children's theatre. The group performs in various elementary schools in the area. 3. Teatro de la Esperanza was formed through the leadership of a faculty member in the dramatic arts department of USCB along with six students on work-study programs. The theatre was designed to implement within the Chicano community a social awareness of various problems facing the community through drama, dance, and political satire, to provide a means of fostering Chicano cultural activities particularly in song and dance, and to develop various expressions of Chicano art through research, translation, and adaptation of Mexican/Chicano theatre for Chicano audiences. Although Teatro was essentially a performing group, its activities became a focal point for a community center for Chicanos through which various social and educational services became available to the larger Chicano community. The group's efforts resulted in a Chicano arts center in the Santa Barbara area. El Teatro completed the first bibliography on Chicano drama and music, which has had wide circulation among schools interested in Chicano art. The group has toured the California area extensively and has fostered bilingual workshops and classes in Chicano theatre and dance. 4. Colegio Quetzalcoatl was another arts center which stressed the more traditional dance and musical expressions of Mexican culture. An eight member group formed the "ballet folklorico" of Mexican dances and provided instruction and did research on traditional Mexican music and musical instruments. The Colegio has been a prime mover in California in the study of classical Mexican music. Performers in the Colegio come essentially from the farm worker community in the Oxnard area near Santa Barbara. 4. Black Community Theatre, a less active component of the project, also stressed the use of Black materials in drama and music as a means of acquainting local audiences with the social and economic problems of Blacks as well as certain aspects of Black culture. The project was codirected by two Black USCB graduate students in drama. The group has performed at community functions, on various campuses, and for inmates at the local Federal prison.

Results: The Chicano Community Film project reached an estimated audience of 5000 persons, both Chicanos and others interested in the problems of the Chicano community. The project also led to the development of an annotated bibliography on Chicano films and received a certificate of merit from the California Foreign Language Teachers Association. Plans to expand the film library of the project would require additional funds which were not seen as immediately forthcoming.

Teatro Mecha was principally important because it established linkages with the local school system of Santa

Barbara in providing the system with interpretative material which could be used to increase understanding of the Chicano community among all children. The project was also the main reason for attracting Chicano children to La Escuela, a special school for Chicano children, which assisted them in improving their academic skills through tutoring programs. The project represented an effort to integrate the culture of the children more effectively into the normal classroom curriculum.

Teatro de la Esperanza achieved outstanding community support and became the focal point of a Chicano community center in Santa Barbara. The project produced an anthology and bibliography on Chicano theatre and music which have been used by institutions across the country. The National Endowment for the Arts has provided the project with funds to support bilingual workshops in Chicano performing and fine arts. This component of the project has become financially independent of title I support.

Colegio Quetzalcoatl has developed through extensive research material on Mexican history and culture which has been adopted by two colleges in California. USCB/Extension has incorporated material developed by the Colegio in two courses, "The Chicano in California" and "The Mexican California Heritage". The Colegio has established itself as a performing group for colleges and other institutions interested in understanding Mexican dance and musical forms through its Ballet Folklorico. In addition, the Colegio stimulated an affirmative action program for Ventura County employees through film and oral presentations which stressed the economic hardships of the social and cultural richness of the Mexican-American community.

The major emphasis of the total project has been on using students and interested faculty to promote the self-esteem of minority groups through the performing arts and to use the performing arts as a means of expressing the positive aspects as well as the needs of the two significant minority groups in the Santa Barbara area.

Project: Educational Participation in Communities (EPIC).

Sponsoring Institutions: California State Universities at Los Angeles, Long Beach, and Northridge; and California State College, Dominguez Hills.

Director: Sally Peterson, Coordinator, California State University at Northridge, Northridge, Calif. 91324.

Duration: 1966—Current.

Funding: (Federal) \$46,000 (Matching \$59,880.92—60 percent of total).

Problem: The EPIC project was initiated in 1966 as a way of permitting students to gain a practical and useful educational experience while at the same time increasing the range of social services which agencies in the larger Los Angeles vicinity could extend to their respective service areas. In a context of urban growth, interracial conflict and a growing student realization of a need to assist with such problems, the EPIC project was launched at California State University (Los Angeles).

Summary: The EPIC project now encompasses four institutions of higher education in the greater Los Angeles

area through projects in Education and Pre-school Services, Social Services and Recreation, Mental Health and Rehabilitation, Legal Services, and Economic Development. As of late 1973, over 3000 students had been involved in various EPIC projects. Student participation has involved primarily upperclassmen in activities related to their field of academic competence and has involved supervision by both faculty and agency personnel. The project now continues without title I funding.

Activities. EPIC began at CSU (Los Angeles) and was extended through title I support of a coordinator and related administrative services to other institutions. The EPIC consortium initiated by title I in 1971 encourages individual campus ownership of the project but fosters administrative coordination, interinstitutional planning and training, and the utilization of effective experiences on an individual campus by other members of the consortium.

EPIC stresses student involvement as a means of supplementing and extending the services of agencies so that more tailored and individualized service can be given to clients. Student volunteers are assigned to agencies which can specify essential and meaningful activities to which student initiative can be applied.

Most notably, the project has sponsored a program to use cultural materials and cultural reinforcement to assist with the learning problems of minority and low income school children. A recreational and tutoring center for Chicano children is largely staffed and managed by EPIC personnel. Through an EPIC coordinator, aid to small businessmen in the East Los Angeles area has been provided in the fields of marketing and accounting. Under the same project, student volunteers who had taken tax courses, assisted low income residents to prepare Federal and State tax returns.

A clinical community psychology program under EPIC provides students, after orientation and training, with opportunities to assist patients at two major mental health centers through counseling and recreational therapy sessions. Similar programs exist under EPIC sponsorship for drug offenders and prison inmates.

Curriculum changes have been initiated by the EPIC project. Extra credit is granted in some courses for participation in a community project. Independent study in various disciplines has been sanctioned through participation in an EPIC activity. California State University at Northridge has used the EPIC experience as a basis for bringing students from several disciplines into academically guided interdisciplinary projects. Most EPIC activity occurs under academic supervision and is derivative of the academic supervision and vocational interests of the students participating in the project.

Results. The EPIC project has achieved widespread recognition throughout the Los Angeles area. The county of Los Angeles issued, a special citation to CSU (Long Beach) in citing the \$250,000 in voluntary man hours donated by the 3000 students who have served EPIC over the past 5 years. The California Legislature noted EPIC's "immeasurable contributions to effective education, benefiting students and community citizens alike. Approximately 1500 students now participate annually

in the EPIC program and are reaching an estimated 112,000 persons through various community agencies. Many of these are minority and low income students who pursue careers selected largely because of positive experiences with an EPIC project. Agency demand for the services of EPIC volunteers continues to be high, and such programs as a camp for deaf children, a tutoring and counseling program for prison inmates, and the ABC Pride program (cultural education for minority children) have been institutionalized. Faculty involvement in and utilization of the project has increased with most faculty members involved contributing about 25 percent of their time to an EPIC activity. In addition to the academic credit received by EPIC participants, it is estimated that approximately 500 student hours per quarter are donated to some community service through EPIC.

As a use of title funds, EPIC indicates the multiplier effect which title I support can provide through collaborative institutional arrangements which coordinate resources and experience and systematically utilize individual institutional successes as a means of extending program accomplishment.

Project: Women's Re-entry Educational Program (WREP)
Sponsoring Institutions: DeAnza Community College, West Valley Community College, Gavilan Community College, San Jose City College.

Director: Beatrice Cossey, DeAnza College, 21250 Stevens Creek Blvd., Cupertino, Calif. 95014.

Duration: 1970-74.

Funding: (Federal) \$20,000 (Matching) \$46,674—70 percent of total.

Summary. The WREP project has provided over 400 women with opportunities to resume or commence their higher education through a program sponsored by four community colleges in the Santa Clara County area. Through title I support, a coordinator integrates the work of the four colleges in developing a curriculum, counseling program, and related services such as a child care center which are geared particularly to the educational and personal needs of mostly low income minority women seeking educational advancement for both personal and career goals. The project through dissemination efforts supported by the State title I agency has been offered as a prototype of a continuing education program for women and has been adopted with some modification in two other States.

Problem. The problem was largely defined in terms of the directive of the President's Commission on the Status of Women which indicated that "the structure of adult education must be drastically revised . . . to provide practicable and accessible opportunities, developed with regard for the needs of women . . ." A project was initiated to help a large number of women in the Santa Clara area to continue their education, particularly in instances where they needed to pursue new careers because of social and economic circumstances.

Summary. The project was begun at DeAnza Community College in 1971, with title I support being used to provide a coordinator who assisted with the implementation of the project at three adjacent community colleges. The project provided academic and career coun-

selling as basic components of the educational experience. The project has served approximately 400 women to date. Many have pursued new careers or advanced educational experience.

Activity. The project offers an educational program and related counseling services for women who have interrupted or belatedly decided to pursue higher education goals. The first year consists of courses in human awareness, guidance, home economics, English, and sociology. These are seen as essential courses in encouraging women to develop the confidence to re-enter an educational setting and to get some basic preparation for a regular academic experience. Following this, curricula are pursued consistent with the career needs of the women, although all are expected to participate in regular academic courses. Faculty members receive orientation to the special needs of women re-entering education. Tutoring programs and career counseling centers are integral aspects of the WREP model as practiced in the participating institutions. The project is regarded by higher education professionals in California as an example of a flexible and pragmatic educational format for certain categories of non-traditional adult students.

At DeAnza College a Child Development Center has been established with other Federal funds. The school serves the children of mothers in the program and allows the women students to participate in the total education of their children. The Center also serves as a resource to the women in giving them opportunities to participate in an innovative and experimental approach to family-community guided education under the supervision of professionals and has been the basis for an elementary educational certificate program.

Results. Estimates indicate that between 50 to 80 percent of the students who enroll per semester in the four participating institutions continue with the program or complete the program and accept new careers or additional formal education. In one program, those who continued with or completed the program have entered paraprofessional jobs, transferred to 4-year colleges, and a few have pursued graduate study. Thirty-three women from the DeAnza program had completed the program as of the Spring quarter of 1973.

The project has been the basis for developing other non-traditional programs for adult learners within the California community college system. The State agency has supported an effort by the former coordinator of the program to explain the WREP model and its application to five other States interested in similar or related programs. The program continues at the institutions in the Santa Clara County area.

Connecticut

Project. Credit Extension at the Connecticut State Prison Program.

Sponsor. Manchester Community College.

Director. Francis E. Crowley, Assistant Director for Continuing Education (present address at State Capitol, Pierre, S. Dak. 57501).

Duration: Fiscal year 1971.

Funding: (Federal) \$12,331 (Matching) \$8,577—41 percent of total.

Summary. Educational courses and counseling were offered to prisoners as a way of easing their re-entry to society and reducing the possibility of their returning to prison. The college continued the project with its own funds after termination of title I funding. A number of participants continued college upon release from prison.

Problem. Prisoners needed improved rehabilitation measures to help them prepare for return to society and to reduce the chances of returning to prison after their release. The project was designed to assist these goals by providing educational experiences that would suggest new career possibilities and life styles to prison inmates.

Activity. The program was offered to 214 prisoners at the Connecticut Correctional Institute at Somers. More than 150 of the prisoners completed the course. Inmates who had the equivalent of a high school diploma and who were motivated took part in the program. Courses were offered in a regular classroom situation for 3 consecutive semesters. Method and content were adapted to the needs of the nonpatterned student. Counseling was provided continuously by the project directors and 10 part-time instructors from the college. A planning committee of college personnel and the Education Director of the State Correctional system monitored the project.

Results. The warden said the program improved morale among the inmates. Twenty prisoners took more college courses after they were released.

The college learned it could conduct an educational program under unorthodox circumstances and decided to continue the program with its own funds after the title I grant expired. The State Department of Correction also chose to continue the program which spread throughout the community college system.

The project's success encouraged the State title I agency to support projects which carried higher risks

Project: Project Satellite: Money Management for the Small Businessman.

Sponsors: Manchester Community College and University of Hartford.

Directors: Alan W. Gates, Associate Professor of Business, Manchester Community College, 60 Bidwell St., P.O. Box 1046, Manchester, Conn. 06040. James W. Murdock, Assistant Director, Division of Continuing Education, University of Hartford, 200 Bloomfield Ave., West Hartford, Conn. 06117.

Duration: Fiscal year 1972.

Funding. (Federal) \$23,108 (Matching) \$12,946—36 percent of total.

Summary: The project offered management training and counseling to 45 small businessmen. Eight participants received small business loans. Seven later pursued business administration courses at the community college. Participants testified that the project helped them in dealing with suppliers, and in improving accounting, inventory, and cash flow procedures.

Problem. Minority businessmen had trouble surviving because they lacked management skills. The project's objective was to train Hartford's minority businessmen to help strengthen their involvement in the economic life of the city.

Activity The 45 participants were selected from 400 minority business organizations. They either owned businesses or were planning to go into business. The project was continuously evaluated by the project directors and minority business organizations. This led to weekly changes and improvements in presentations. The project used outside experts, direct consulting, and television tapes rather than textbooks to present the training. To enable businessmen to attend, sessions were held during evenings or on the weekends. Undergraduates did surveys of the needs of the businesses of the participants and graduate students in business administration at the university offered consulting under faculty guidance.

Results. Seven participants later enrolled in college level courses. Some businesses changed their organization from sole proprietorship to partnerships and a number were expanded in size because they obtained capital expansion funds from commercial banks. Eight businesses obtained loans from the Small Business Administration. Several participants purchased or opened businesses.

After the project, the two institutions were repeatedly asked to provide assistance to other businessmen. The community college was contracted by the Puerto Rican Businessmen's Association to provide bilingual management training classes for Spanish-speaking small businessmen. The association received a \$47,000 grant from a private foundation to conduct the project for 3 years. Several other funding agencies and private sources have expressed interest or opened negotiations for similar training projects for small businesses. A second title I project was funded. The Hartford Educational television station has expressed interest in developing small business management television tapes to be shown to Spanish-speaking audiences throughout Connecticut.

Delaware

Project: Census and Data System.

Sponsor: Division of Urban Affairs, University of Delaware.

Director: Mr. Edward C. Ratledge, 102 Brewster Dr., Newark, Del. 19711.

Duration: Fiscal years 1969-74.

Funding: (Federal) \$41,000 (Matching) \$20,500—33 percent of total.

Summary: The project gathered and disseminated information about population, housing and other developmental and service aspects of New Castle County. The Census and Data System initiated by the University serves as an informational base for planning and development activities to be undertaken in New Castle County, Del.

Problem: Decision makers in New Castle County lacked data to plan for capital improvements, land use, and other social and economic problems. The project was designed to provide community groups and government leaders with information and the analytical tools needed to use the information effectively and to help community groups and agencies conduct in depth studies of community problems.

Activity: The project was designed to serve school officials, planners, community representatives, advisory commis-

sion members, and government officials and has served about 100 persons each year. Data have been collected in a systematic, low-cost way. Methods of extraction and analysis are integrated to ensure maximum utility of the information. Each year, the previous year's work is reviewed and goals are set for the current year.

Results. The surveys conducted by the Urban Affairs Division under its Census and Data System Project have turned up information that exposed alternative courses of action that might have been overlooked if data had not been available. The project has enabled decision makers to make a number of changes in the county, e.g., bus routes within Newark, Del., were changed, the adult education programs were modified to fit the needs of the clients, costly capital programs that were found unnecessary or excessive were avoided or scaled down and emergency vehicles were dispatched more efficiently. In general, benefits from the project tend to influence decisions that have long-range impact upon community service and growth and development.

The university's Division of Urban Affairs has been able to use the data for its own decision-making process. The data base enables the division to perform additional public services that would not be filled if the data were lacking.

District of Columbia

Project. George Washington University/Anacostia Community Development Consortium.

Sponsor: George Washington University.

Cooperating Institutions. Federal City College, Gallaudet College, Howard University.

Director. Gregory Williams, Division of Experimental Programs, George Washington University, 2115 G Street NW., Washington, D.C. 20006.

Duration: Fiscal years 1971-74.

Funding: (Federal) \$208,028 (Matching) \$155,000—74.5 percent of total.

Summary Through the services of an inter-university consortium, this project has assisted the Anacostia community of Washington, D.C. to coordinate community and university resources to secure better service for an area of the city frequently overlooked by official agencies and lacking such services as good public transportation, a viable commercial infra-structure, employment opportunities, and a variety of important services.

Problem: Although the area had a variety of community organizations, these groups had not worked cooperatively and effectively in presenting specific proposals for better public service. Moreover, they lacked the resources required to render adequate service to their clients or present well-developed policies and programs directed at redressing community problems.

Activity. By using universities in the Washington, D.C. area, a community-university consortium was formed to increase citizen participation in community problem solving, increase community involvement in decision making, and coordinate within a single center a range of services for community residents.

A steering committee comprised of community and university representatives developed and directed the project. The University hired a resident of the commu-

nity to serve as its liaison with the community. A full time coordinator for the consortium was also appointed.

By combining university and community resources, the Consortium operating through the Martin Luther King Center has provided legal assistance to residents (George Washington and Howard University law students), consumer advice to residents, assistance with hearing problems (Gallaudet College), and preparation of support materials on certain public issues germane to the welfare of the community. A Psychological Services Center to deal with the learning problems of children has been recently added to the services provided through the Center.

The project has been assisted in its outreach function through daily one-minute as well as five-minute radio announcements through services donated by a local radio station. Another title I project (Project Accountability sponsored by Federal City College) has assisted the Anacostia project with the preparation of audio-visual tapes concerning such community problems as housing and health. WETA, the Washington area public television station, has with substantial assistance from the community produced an award winning documentary on housing in Anacostia.

The facilities of the Martin Luther King Center are available to any university wishing to service the area. In addition, the services of the Consortium are available to persons seeking data on conditions in Anacostia in order to develop programs or legislative measures which may benefit the community. The Urban Regional Planning component of the Center, staffed by faculty and students of George Washington University, provide the principal input into this aspect of the work of the Center.

In order to strengthen the leadership capacities of the community, a Leadership Development Program has been established which makes it possible for selected residents to attend courses at G.W. University. Designated as community associates, these persons serve as coplanners and teaching assistants for continuing education courses within the community.

Results: In addition to the ongoing services of the Center such as those provided by the Consumers Help, Legal Assistance, and Hearing components, the Center through its URP unit provided strong evidence in supporting a community decision that a nearby defunct military installation be returned to the community. Plans were developed to indicate its value to the community and these were used by the local Congressman to promote the issue on behalf of the community. The Center was also responsible for pressing the Metropolitan Transportation Authority to alter its subway construction plans to better service the Anacostia area. Under the auspices of the Center, principally through the Urban Regional Planning component, a comprehensive plan for the area is being developed. This will be the basis for advocating better service delivery systems within Anacostia.

George Washington University through its Division of Experimental Programs has immeasurably improved its outreach to the community and has been responsible for funneling an array of research and counseling resources to the community through the Center.

In summary, a concerted effort by the District's title I

agency and the Consortium has provided educational institutions, community agencies, and governmental bodies with a focal point in the Anacostia area for addressing the problems of the community. The project has obtained a \$25,000 grant from a private foundation.

Florida

Project. Consumer Education for Low Income Families.

Sponsor: Florida State University.

Director. Lillian H. Mohr, School of Home Economics, Florida State University, Tallahassee, Fla. 32305.

Duration: Fiscal year 1974.

Funding. (Federal) \$11,036 (Matching) \$5,518—33.4 percent of total.

Summary. Ten community residents helped design individual programs to prepare themselves to offer consumer education programs to the poor. Several community agencies dealing with the poor have decided as a result of the project that they should initiate consumer education programs within their agencies.

Problem. Community leaders in Tallahassee were aware that poor people did not use their economic resources effectively and were unaware of both their rights and responsibilities as consumers. The project was designed to survey low-income families about their views on consumer problems; to train 10 community residents as paraprofessionals in consumer education; and to use the paraprofessionals to bring consumer education to 200 families in the community. The project was suggested by the legal counsel for the Southeast Regional Office of the U.S. Office of Economic Opportunity.

Activity: The project was carried out in two phases. First, 10 community residents were selected and trained, who in turn offered consumer education courses within their respective communities. All participants were suggested to the project by agencies which worked with poor citizens. The project director had been a member of the board of directors of the Community Action Program in the area and had served as president of the American Council of Consumer Interests. Two graduate assistants worked full-time on the project, and volunteer help was offered by speakers from the banking, life insurance, and auto industries as well as by representatives from State and local agencies concerned directly or indirectly with consumer affairs.

The classes for the paraprofessional trainees were held in the target area of the community. The trainees helped design their own training programs and consumer education programs they would offer to community residents.

Family values and goals, income planning, shopping, borrowing money, insurance, buying and maintaining a car, public housing, and landlord-tenant relations were among the topics covered by the project.

The project was divided into five phases:

1. A survey by graduate students of the community's consumer education needs.
2. Preliminary development of materials and resources.
3. Selection of paraprofessional trainees.
4. Ten 3-hour classes for the paraprofessionals.
5. 99 consumer education classes for 20 community agencies or groups.

Results. A former maid who received the training became a consumer counselor for the Community Action Program. Two other trainees are giving consumer education courses at halfway houses. Other trainees have been able to save money, buy property, and open checking accounts. A community agency reported that seven young people opened savings accounts as a result of the project. In addition, several community agencies have decided consumer education should be an important component of their programs.

For the University, the project has brought numerous requests for consumer education resource materials. For example, the University's consumer education projects supply articles for newsletters for senior citizens.

The project has shared resources with another title I project for continuing consumer education. The project has served as a model for similar projects around the State. Components of the project are being incorporated into a three-State consortium sponsored by the University and supported with title I discretionary funds.

The State Board of Education has funded a Consumer Education for Low-Income Families Training Program for September 1974 through June 1975.

Project: Continuing Education for Women.

Sponsor: Valencia Community College, Orlando.

Director: Beatrice B. Ettinger, President, Council for Continuing Education for Women of Central Florida, Inc., One West Church St., Orlando, Fla. 32801.

Duration: Fiscal 1975.

Funding. (Federal) \$23,652 (Matching) \$18,648—44 percent of total.

Summary: Through provision of counseling and guidance, many women were placed in jobs and others continued their education. Financial aid has been secured to help women obtain vocational education. The college has expanded its continuing education program to serve the needs of blacks and senior citizens.

Problem. Working women had been kept in low-paying jobs and needed help in securing better-paying jobs and management positions. Many unemployed women were unfamiliar with employment training opportunities and how the use of such opportunities could lead to new vocational or career prospects.

Activity. The project was designed to provide counseling and referral services to help women academically and vocationally. About 2,500 women received direct counseling and guidance service as well as specific educational programs tailored to their individual needs.

The problem was identified by the Council for Continuing Education for Women of Central Florida, Inc. A full time project director was assisted by volunteer professionals from the community. An advisory board made up of professional, working, and low-income women helped design and evaluate the project. The counseling and other programs were offered in the home community of the women seeking the services.

Many segments of the community were involved in the program. Community action counselors and personnel directors from business and industry gave advice on employment. Vocational and academic educators served on an educational advisory committee. Minority and low-income women helped design certain courses.

Most of the women took courses at the center and then received counseling as a follow-up step toward better employment. Course topics covered included self-evaluation and career-planning, improved employment opportunities for disadvantaged women, and management and leadership training for women seeking career advancement.

Results. Many women who took part in the project were placed in jobs. Others went on to other vocational and academic programs. Women now receive free counseling, testing, and continuing education from the College's downtown center. A Financial Aid for Career Training fund has been set up to help mature women obtain vocational education. The fund is supported by contributions from the Council for Continuing Education for Women, the American Association of University Women, the Society of Friends, Catholic Social Services, Alpha Kappa Alpha (a black, professional sorority), and Sorosis (a federated women's club). Equal opportunity coordinators in the community use the center to help motivate members of all minorities to seek better jobs. Additional support for the center is being sought from the Federal Fund for the Improvement of Post-secondary Education and from a corporate Foundation.

The Orlando Human Relations Commission cited the Center for "stimulating interest in and attainment of higher levels of accomplishment among women."

Project: Drug Education Coordination Center.

Sponsor: Santa Fe Community College, Gainesville.

Director: Lester Goldman, Dean of Community and Evening Programs, 3000 Northwest 83d Street, Box 1580, Gainesville, Fla. 32601.

Duration: Fiscal years 1974-75.

Funding. (Federal) \$34,400 (Matching) \$19,610—36 percent of total.

Summary. The project provided training in drug abuse prevention for community agency employees who returned to their agencies to train other employees. The project also established a permanent library of drug related material for the professional and lay community.

Problem. Although Gainesville had several drug education and prevention programs, it lacked a central office with coordinating responsibilities for drug abuse education. The problem was identified by drug abuse professionals at a meeting at the college. The project's goals were to develop credit and non-credit courses in drug education, to develop training programs for volunteers in community organizations, to develop a drug education library, and to sponsor workshops for community college personnel in the State to spread the efforts being developed by this pilot project.

Activity. The project was designed to provide drug education for such community groups as the Police Department, the Division of Family Services, city management personnel, and community drug projects. The project trains 120 volunteers per quarter for community drug programs. It also trains employees of community agencies to be drug counselors and teachers within the agencies.

The drug education component consisted of setting up 1. a network of volunteer training courses; 2. network of interagency trainers; 3. a training program in consultation with the agencies; (The trainers were helped

to develop their own training programs within the agencies,) 4. community agency in-service training programs emphasizing the human relations approach to drug problems and 5. college non-credit courses in drug abuse education.

Activity. Concurrently a library was established by a Committee which determined priorities for the library and ordered and evaluated resource materials that would be of use to the educational component of the program and drug prevention programs generally.

Throughout the project, the State Drug Abuse Program officials made on-site visits to insure that State standards were being met.

Results. The project has provided training for 28 community agency employees who returned to their agencies to train other employees in a human relations approach to drug education. For example, a police department participant has introduced human relations techniques in training police department recruits in drug abuse education. The project has also established a library on drug problems for both professionals and the public. The project served to pull together the efforts of drug education programs which previously had worked in isolation.

The college's Human Services Program has received \$120,000 from the State to develop a counselor training program in drug abuse. The County Comprehensive Drug Educational Program has expressed interest in contracting with the college for drug prevention work in the community.

The college has established itself as a training and materials resource center for drug prevention. It is developing new credit and non-credit courses not offered by other regional institutions.

Project: The Urban Agent in Dade County-Miami Model Cities Program.

Sponsor: Florida International University.

Director: William D. Tolbert, Urban Agent, Florida International University, Tamiami Trail, Miami, Fla. 33144.

Duration: Fiscal years 1971-72.

Funding: (Federal) \$20,678 (Matching) \$10,399—33 percent of total.

Summary: Basing its urban agent concept on the county agricultural agent model, the project developed training courses for board members of Model City Neighborhood Areas, minority contractors, and health and social service personnel. The project also encouraged the university to set up several courses tailored to the needs of the model cities area.

Problem: Participants in the model cities program needed training to identify and integrate the various forms of Federal, State, and local programs they were dealing with. In addition, community residents believed that higher education services were available to them only from the Miami-Dade County Community College. The project's objectives included providing direct assistance to the model cities program, providing in-service training for model cities staff, building linkages between the community and local higher education resources, and finding resources available to the community in the statewide higher education system.

Activity. The target group was community leaders in the model city area of Miami. The urban agent advised the model city's director, worked with community groups to identify problems, and worked with faculties of local higher education institutions to establish programs for community problem solving. The project provided training for the Model City Neighborhood Association, for the Minority Contractors Association, and for health and social service personnel. The urban agent also helped the community college establish an educational counseling service for black adults.

Results. Florida International University established a student teaching intern program for credit in the model city neighborhood, expanded its credit nursing program for blacks, set up a family dietetic counseling service in the model city neighborhood, and provided seminars and credit courses leading to certification of ministers and lay persons working in areas of social service.

The Urban agent helped identify problems of working mothers which led to the establishment of an After School Care Center Program. The city and county provided funds to build the center.

The program has become an essential part of the activities of Florida International University.

Georgia

Project. Activating Initiators for Community Revitalization of Economic Activity.

Sponsor: University of Georgia.

Director: Wray Buchanan, Director of Services, College of Business, Administration, University of Georgia, Athens, Ga.

Duration: Fiscal year 1972.

Funding: (Federal) \$4,755 (Matching) \$4,025—46 percent of total.

Summary: Through a research and training effort, this project was able to help improve the appearance and sales record of business districts in rural Georgia communities, which had suffered when residents shopped in outlying communities.

Problem: Business persons in small Georgia communities lacked the knowledge to cope with declining sales due to outmigration and outshopping in urban areas or shopping centers. The project's goals were to stimulate interests in revitalizing central business districts, to identify the districts' problems and to offer alternative solutions to the problems.

Activity: The project focused on merchants, land owners, and city officials in seven Georgia communities. The 196 participants were selected by the local program coordinator, usually a president of an area Chamber of Commerce. Community leaders were involved in the early planning of the project. The project's sessions were held in the communities, which contributed funds to support research on the communities' problems. The research was followed by workshops, which consisted of instruction and demonstrations of improved business practices.

Results. An evaluation in one community found increased participation in the local Retail Merchants Association, efforts to relieve traffic congestion, improved appearance in the business district, and steps toward re-

locating similar businesses in nearby locations. All these steps had been recommended in the workshops.

An overall evaluation of the project found more cooperation among merchants in group advertising and joint promotions. There was also evidence of increased sales in the communities. The project further stimulated the community outreach efforts of the College of Business Administration which had an active extension component.

Project: Educational Alternatives that Lead to Actualization of Short-Term and Long-Term Goals for Women.

Sponsor: Georgia State University.

Cooperating Institutions: Armstrong State College, Wesleyan College, and West Georgia College.

Director: Jean M. Thomas, Dean of Women, Georgia State University, University Plaza, Room 402 Student Center Bldg., Atlanta, Ga. 30303.

Duration: Fiscal year 1973.

Funding: (Federal) \$3,906 (Matching) \$3,610—48 percent of total.

Summary: Workshops offered in four regions of the State increased participants' awareness of women's role in society. Several other institutions have been encouraged by the project to offer continuing education programs and related services for women.

Problem: Women lacked an adequate education to gain access to employment and career or vocational advancement. The project's objective was to help women improve their position in society by offering educational programs that would help them achieve long-term goals related to employability and career development.

Activity: The 622 participants included women who were interested in pursuing new roles as well as school officials who planned curriculums and advised students concerning career opportunities; potential employers of women in government, business, and industry; and parents. The participants were women who needed the service directly as well as representatives from groups which related to or provided service to women.

An advisory and planning committee was made up of representatives from the sponsoring institution and other agencies and organizations with an interest in women's roles. The individual cooperating institutions had their own planning committees to prepare for the workshops.

The day-long workshops were held in four different areas of the state. A variety of instructional methods were used, including seminars, lectures, and two multimedia presentations. Topics included such issues as Day Care and Alternatives, Personal Relations, Career Development and Counseling, Academic Re-entry, and the Equal Rights Amendment and Its Implications.

Participants were given tests before and after the workshops to measure their attitudes toward and perception of women.

Results. Scores from the attitude tests indicated a decisive positive change in awareness of women's role in society. Visits by project representatives to the cosponsoring campuses stimulated those institutions to increase their efforts in behalf of women. Armstrong State College offi-

cial said the project has strengthened their effort to provide child care for mothers who were returning to college. West Georgia College launched its own seminar on preparing resumes and identifying market skills for women in the Carrollton, Ga., area. Wesleyan College officials have researched the possibility of a campus day care center to serve the wives of students, faculty members, and administrators who want to obtain a college education.

Efforts to follow up on the project were made. Georgia State University applied for State funds to start a program to enable women to become community leaders. Wesleyan College has hired an administrator for a career education and placement program for women. West Georgia College has requested State funds for a program on women's changing roles in society.

Since the start of the project, Georgia State University has expanded its career counseling and placement services for women. The university is considering offering a career exploration course to undergraduates.

The State title I Agency has used the project as a model of a workable delivery system for planning future programs. The project was cited by the title I Coordinator as an example of a project that generated activity that continued after the project itself was completed. The agency also used the project as an example of an effort which made the greatest possible use of resources and generated considerable service donated from individuals, whose usual consultation fees would have been prohibitive given the modest grant provided for this project.

Hawaii

Project: Center for Governmental Development.

Sponsor: University of Hawaii System.

Director: Ralph M. Miwa, Dean, College of Continuing Education and Community Service, 2500 Dole St., Honolulu, Hawaii 96822.

Duration: Fiscal years 1968-69.

Funding: (Federal) \$15,000 (Matching) \$42,013—74 percent of total.

Summary: The project resulted in the establishment of a center for the continuing education of Federal, State, county, and municipal employees who worked in and served Hawaii.

Problem: The State of Hawaii lacked a central mechanism to provide training for all government employees, to promote a sharing of resources, and to eliminate duplication of services. In particular, there was a substantial lag on the part of counties in building their training programs to keep pace with State policies. The project was designed to establish the Center for Governmental Development authorized by the State Legislature. The project offered educational programs to help meet departmental and interjurisdictional training needs.

Activity. Participants in the Center's programs, selected by their personnel departments, were government employees who could benefit from a specific training activity.

There was a planning committee and a steering committee made up of representatives from the various levels of government, the university, and government employee associations. The diverse nature of the steering commit-

tee enabled it to plan for a wide variety of training activities.

The center uses a range of educational techniques. A program for supervisors relied on conference leadership techniques, film reviews, and extensive small group discussions. Courses for technical employees used manuals and "hands on" training methods. An example of the Center's assistance was its response to a request to provide the County of Kauai with a fire science curriculum for Fire Department employees.

After a second request for title I funds, the Center has been completely supported by State funds. The State put up most of the matching money for the initial title I grant. In addition to State funding, executives from government agencies volunteered their time to help the Center during its developmental phase.

Results: During a 6-year period, 26,000 employees have been serviced by the Center. The Center cooperates with and helps other educational institutions and community organizations to develop programs to train public employees. The Center was the University's first program that provided systematic continuing education opportunities for government employees. The Center has worked with community colleges to sponsor joint programs for government employees throughout the State's scattered islands.

Project: Project Eearn (Learning Extension and Resource Network).

Sponsor: Continuing Education and Community Service Center, University of Hawaii at Hilo.

Director: Mary Y. Matayoshi, UHH-CECSC, P.O. Box 1357, Hilo, Hawaii 96720.

Duration: Fiscal years 1974-75.

Funding: (Federal) \$82,000 (Matching) \$82,000—50 percent of total.

Summary: A program emphasizing both academic training and community organizing led to the establishment of a cohesive community organization serving the community of Ka'u-an, an isolated Hawaiian district which felt frustrated in controlling official decisions which affected their social and economic environment.

Problem: Residents of geographically isolated Ka'u sought help from the University of Hawaii (Hilo) in identifying problem areas and creating an autonomous community group to help them deal with the problems. The goal of the project was to create a community problem-solving organization and promote among the community residents a feeling that they can influence decisions which affect their lives.

Activity: Community residents served on both the planning and steering committees of the project as well as on other committees which focused on particular problems such as health or education. The project was open to all the people of Ka'u. The educational components of the project included credit courses designed specifically for the community residents, arts and craft courses, workshops dealing with urgent community issues, and public forums at which experts discussed issues such as the fluoridation of water, health services, public transportation, and cable TV instruction on public issues.

Work on specific problems was planned at bi-monthly committee meetings involving about 20 community residents. The problems were then aired at Town Hall meetings that were open to the entire community. A special educational forum was held every other month on a major problem facing the community. Periodic evaluation of town hall meetings are provided by university consultants who make on site visits to the project.

Results: Various factions in Ka'u now work together in standing committees to deal with such problems as health, education, community affairs, senior citizens, and youth. The State health agency said Ka'u was the only community which did studies and made recommendations to public policy groups. The Health Committee dealt directly with problems of the hospital system and has organized emergency first aid training. The community was also able to get changes made in the public transit schedule through its Community Affairs Committee. Youth groups and senior citizens groups have been formed which organize educational and recreational projects suited to their interests.

The project has attracted support from other sources and is regarded as a factor which has lessened the isolation of the area and made its residents more assertive in dealing with their problems.

The University's Continuing and Community Service Center will help establish a community learning center in the area. The University's faculty has received training in community development work and now plans and teaches classes for community residents.

Iowa

Project: Community Alcoholism Program.

Sponsor: University of Iowa at Iowa City.

Director: Dr. Harold A. Mulford, director of alcoholism studies (Professor), University of Iowa, Iowa City, Iowa 52242.

Duration: Fiscal year 1966.

Funding: (Federal) \$20,597 (Matching) \$12,338—37 percent of total.

Summary: By training community residents to work with alcoholics, the project led directly to the establishment of community alcoholism centers in five Iowa cities. By attracting Federal, State, and local financial support, the project led also to the formation of community alcoholism centers in 28 communities with 17 associated recovery houses.

Problem: Iowa communities lacked adequate facilities or trained personnel to help the thousands of alcoholics who annually asked for assistance. Care usually consisted of sending alcoholics to mental institutions or prisons. Few alcoholics received adequate help through programs of incarceration.

The Iowa project was designed to train community alcoholism aides and consultants. An objective of the training was to make workers aware of the mental or emotional causes of alcoholism and to advise the workers on the need to provide follow-through services for problem drinkers. The project conformed to the State title I agency's interest in training local health personnel.

Activity: The project represented an effort similar to alcoholism treatment training programs undertaken with title

I assistance at the University of Iowa at Oakdale. The University's College of Medicine established an alcoholism treatment center at Oakdale in 1966.

Seven community residents were selected to be trained to become consultants and aides in community alcoholism centers. The faculty members at the University alcoholism treatment center provided technical assistance in the training.

In addition to lectures on various topics associated with alcoholism, participants engaged in discussion, group therapy, and role playing sessions in order to gain insight into the problems of the alcoholic. Direct experience was provided through visits to State mental institutions and private groups dealing with alcoholics. The last phase of the training involved an intern or apprenticeship experience with trainees interviewing patients, consulting with their families, and developing treatment plans for patients.

Results. Trainees helped establish alcoholism centers at Burlington, Cedar Rapids, Clinton, Council Bluffs, and Dubuque. Approximately 400 "problem" drinkers and their families had been served by these centers during the first year of their existence. In addition, trainees participated in public meetings and educational programs on alcoholism. The five centers established by the initial group of trainees with substantial community assistance served 824 clients in 1973.

There are presently 28 alcoholism treatment centers operating in the state. Seventeen recovery houses have also been established to complement the work of the centers. This effort has had considerable community support, supplemented by State and Federal assistance.

The training program continues and includes trainees not only from Iowa but other states as well.

Project: Conferences on the Future of the State of Iowa.

Sponsor: The University of Iowa.

Cooperating Institutions: Iowa State University and the University of Northern Iowa.

Director: Dean Zenor, Associate Dean, C113 East Hall, The University of Iowa, Iowa City, Iowa 52242.

Duration: Fiscal year 1973.

Funding: (Federal) \$37,730 (Matching) \$20,561—35 percent of total.

Summary: Through a television program, task force, reports and regional and community meetings, this project helped publicize and explain important issues that would face the State through the year 2000. The issues included economic development, energy scarcity, life enhancement, and natural resource development and protection.

Problem: The project, Iowa 2000, focused on the major issues facing the State during the next 25 years. Prompted by a speech made by former U.S. Rep. John C. Culver, now a U.S. Senator, the State Legislature adopted a resolution asking the Governor to establish a statewide comprehensive conference on Iowa's future. The project's goals were to create statewide awareness of the trends affecting Iowa's future; to identify the major problems that the State will face; and to suggest goals and strategies for reaching the goals.

Activity: Gov. Robert D. Ray appointed an interim planning committee made up of representatives from higher

education, citizens groups, the news media, business, politics, government, and private citizens. The committee selected the issues to be considered and appointed the task forces and regional committees. Assistance was provided by other universities and businesses.

A total of 49,527 Iowa citizens attended local and county meetings and eight regional conferences, all of which were open to the public. The regional meetings selected representatives for a followup statewide conference. The local and county meetings used task force reference papers as a basis for discussing the major issues. The papers contributed to the background which regional delegates brought to the State conference.

Financial assistance for the project came from contributed television time, a state appropriation, the University of Iowa Foundation, and an indirect cost contribution by the sponsoring institution.

Results: The project produced a 1-hour television film, which is available for showings, two slide shows on Iowa, the task force background papers and final reports, and a printed final report. The State conference urged the Governor to ask the legislature to appropriate funds to continue the program in 1975-76. Iowa 2000 also is included for funding in fiscal years 1974-75 in the plans of the Iowa Board for Public Programs on the Humanities.

During the project, Iowa State University's Cooperative Extension Service provided support through its statewide network, in addition to its regular community service activities. Based on public interest in the project, the State title I agency has made Government and Community Affairs a priority in its State plan and a factor in evaluating fiscal year 1975 project applications.

In reviewing the program, the Governor commented that "Even though these conferences have been concluded, the effort has not. For now Iowans will continue to think about the future of their State. Iowa 2000 serves to strengthen our awareness of the need to constantly consider our future, Iowa's future, and to think about our actions today in the broad context of the years and decades to come."

Kansas

Project: Community Development Assistance for the Sunflower Resource Conservation and Development Project.

Sponsor: Kansas State University.

Cooperating Institution: Pratt Community Junior College.

Director: William F. Swegle, Coordinator of Community Services, Division of Continuing Education, Kansas State University, Manhattan, Kans. 66502.

Duration: Fiscal year 1972.

Funding: (Federal) \$10,500 (Matching) \$7,135—41 percent of total.

Summary: The project's educational program focused on coordination and planning for officials from the seven counties served by the project. Government leaders created two regional planning commissions and committed themselves to provide the money to support the planning.

Problem: The many governmental agencies in a seven-county area of South Central Kansas lacked a single large government agency with the staff capabilities to guide development activities in the area. A Resource

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Conservation and Development Project was established. The project asked for help in training its own officials and other government leaders in understanding the problems of development. The project's goal was to service this need by equipping local community leaders with the knowledge required to undertake their own development projects and to understand local problems within a regional context.

Activity: A series of regional meetings were held to provide local leaders with information on home rule, local taxation, government efficiency, and related subjects. The regional meetings were followed by local meetings dealing with the same subject matter. The 77 participants included city and county officials and interested citizens. The program was led by faculty members from Kansas State University, Wichita State University, the University of Kansas, and Pratt Community College, as well as representatives from the League of Kansas Municipalities and the Wichita Coalition Planning Program. Planning for the project was carried out by the faculty members and representatives of the Resource Conservation and Development Project.

The program was designed to offer instruction in:

1. Local development problems and the factors which influence development opportunities, and
2. The organization and functions of a regional planning commission.
3. Guidance in developing initial work programs and planning commissions and
4. Assistance in meeting the requirements of Federal assistance programs.

Results: During the project the Chikaskia and Indian Hills Regional Planning Commissions were organized and funded. The State Department of Economic Development designated the commissions as the Area Planning Organizations for participation in Federal programs. The project also published four booklets entitled "Implementation of Planning."

The project could meet its goals quickly because of linkage to an established organization with local leadership which could identify specific educational needs to which the project could respond.

Project: Minority Group Business Training Program for Wyandotte County, Kans.

Sponsor: University of Kansas.

Cooperating Institution: Kansas City, Kansas Community Junior College.

Director: Jon A. Blubaugh, Director, Community Development Center, University of Kansas, Lawrence, Kans

Duration: Fiscal years 1969-71.

Funding: (Federal) \$50,751 (Matching) \$37,507—43 percent of total.

Summary: Through educational, technical, and consulting services, this project helped black businessmen in Wyandotte County upgrade their management skills. Many participants said the project helped them get a new job or improved their ability to perform in current jobs.

Problem: Black businessmen in Wyandotte County lacked the training in business principles and management which were required to maintain stable, job-producing busi-

nesses. These businessmen suffered from segregated community markets, limited business size, the need to charge higher prices, the problem of securing risk capital, and little training in management skills. The project was designed to aid minority businessmen to identify and understand their business problems, to provide training in management techniques, and to provide followup counseling and evaluation of the participants' business establishments.

Activity: The project gained the support of the North East Business Association, a local organization of black businessmen. The association helped publicize the program and served on an advisory committee with representatives from the university, the regional office of the U.S. Small Business Administration, and the Black Economic Union. The committee helped plan the project.

Graduate business students helped businessmen diagnose their needs. This analysis led to a motivation training program for the businessmen based on an achievement training program that had been developed by Howard University. A workbook for businessmen was developed by the graduate students. Although an enrollment of 40 or 50 had been expected, 89 businessmen attended the first session. All sessions were held at convenient locations in the community.

In the second year, the project offered courses in law and accounting for small businessmen. Participants could take the courses for credit. The courses were held in the community during evening hours. The project also offered technical assistance to the businessmen. For example, the owner of a taxi company was helped to prepare his financial records for a small business loan. A graduate student in architecture helped the owner with building plans for a new garage. In all, students made 39 consulting trips, totaling 400 hours to community businesses.

Results: During its 3-year duration, the project provided direct training for 176 black businessmen. Of 57 participants who answered a questionnaire, 37 percent said their personal goals had been met very well by the program; 43 percent were satisfied, and 19 percent said they had experienced very little accomplishment. About half said the program had helped them get new jobs or perform better in existing jobs, and three said the program helped them start new businesses. Thirteen business owners reported improvements, an increase in their business volume, the addition of new employees, and improvements in their accounting and record-keeping procedures.

For the university, the project was pivotal in focusing continuing education efforts toward urban problems. In the past, such efforts had been aimed primarily at rural areas.

The State title I administrator commented, "The residue of the training provided, though more visible in individual rather than community gain, has undoubtedly affected the total community."

As a direct result of the project, the university has received title I support for other projects aimed at the problems of minorities. Many of the same training techniques are being used in projects involving continuing educational programs for Chicanos and women.

Louisiana

Project: Governmental Services Institute.

Sponsor: Louisiana State University.

Director: Steve Martin, Continuing Educational Division, Louisiana State University, Baton Rouge, La. 70803.

Duration: 1968-71.

Funding: (Federal) \$241,500 (Matching) \$120,750—33 percent of total.

Summary: The project provided training for officials of State and local government agencies. It has resulted in expanded training programs in State and local government and a consultancy service for departments of the State government.

Problem: Changing demands on government required that officials have a higher level of skill and managerial competence for efficient performance of duties. The tendency to confer more decision-making and planning responsibility on State and local governments added to the importance of the problem.

Activity: Government Services Institute has become the State's principal resource for training agencies of State and local governments. Participants included tax assessors, police jurors, mayors, city councilmen, aides to the governor, planners, and municipal clerks. Participants were selected by the agency in cooperation with appropriate professional groups; e.g. the Louisiana Municipal Association and the Police Jury Association of Louisiana. Top management from the cooperation agencies helped plan and evaluate the program. Subjects for training programs have been Federal revenue sharing, accounting procedures for police jurors, the impact of the Louisiana Constitution of 1974 on local government, and tax assessing procedures. Seminars, short courses, lectures, and panel discussions were among the instructional methods used.

Results: The project led to an expanded training program in State and local government. State agencies have contracted with the university for consulting services.

Although the university had many ad hoc contacts with State and local governments, the project represented the first formal mechanism for communication between LSU and the State government.

A team from the University is meeting with State government officials who are responsible for fiscal planning in order to develop a better process for allocating capital funds and to communicate the basis and techniques of this process to State officials. The Institute has been assigned the responsibility for administering the State's Financial Management and Improvement Training Program. The Institute also uses Intergovernmental Personnel Act funds for complementary training and consultancy programs.

Maine

Project: A Training Program for Indian Head Start Paraprofessionals.

Sponsor: School of Human Development, University of Maine, (Orono).

Directors: Lloyd Brightman, assistant professor of child development, and Shirley Oliver, associate professor of child development, Merrill Hall, University of Maine, Orono, Maine.

Duration: Fiscal year 1973.

Funding: (Federal) \$7,184 (Matching) \$3,934—36 percent of total.

Summary: The project provided professional training for native preschool teachers in Head Start programs in four Indian communities in Maine.

Problem: Indians living in three reservations and one rural community generally lacked employment and educational opportunities. It was considered important to begin the process of educational improvement through preschool programs. The project was designed to train Indians who could offer an innovative preschool program for Indian children while providing employment opportunities for Indian adults by training them in new skills relevant to the Indian community. Ordinarily, Child Development funds would have been sought for the project; but at the time of the project, the number of participants available was insufficient for Office of Child Development support.

Activity: Each of the 13 participants was selected for the project by a local school committee. Members of the committees served on a project steering committee.

This project represented an expansion of a smaller project previously conducted at one of the reservations. The project emphasized simplified training materials, a large amount of participant input, repeatable audio visual training aids, and frequent onsite followup visits. The learning model used emphasized child rearing practices and cultural resources appropriate to the culture of the Indian communities. The first project (1972) trained the staff and started a preschool program at one reservation. In fiscal 1973, the program was broadened to two other reservations and a nonreservation community. Throughout the project, there were meetings with Indian parents and staff members to discuss the progress of the project. Because of the low economic status of trainees, the project provided total support for them during the duration of the project, resulting in a per participant cost of \$850.

Results: All but one of the 13 participants continues to work with preschool programs in the Indian communities. Two of the trainees are attempting to start private nursery schools. Preschool programs still are being carried out in the Indian communities with a professionally trained staff. The preschool program now operates with State and Federal support.

A consequence of the project has been increased contact between the University and Indian residents of Maine. More Indians are enrolled as undergraduates or in the University's continuing education program. The University gave college credit to all trainees in the project.

Project: A Worker's Guide to Labor Law.

Sponsor: Bureau of Labor Education, University of Maine.

Director: Charles J. O'Leary, Director, Bureau of Labor Education, 128 College Ave., Orono, Maine 04473.

Duration: Fiscal year 1973.

Funding: (Federal) \$11,958 (Matching) \$7,820—40 percent of total.

Summary: The project provided a bilingual guide to labor law for workers, both English and French speaking,

who lived in remote areas of Maine. The guide dealt with such matters as employee benefits, negotiations and contract provisions, injury compensation and employer liability, organizational rights, and unemployment compensation. Training programs were organized in various parts of the State to familiarize workers with the guide.

Problem: Workers in remote areas of Maine were often employed in seasonal and low paying jobs. Frequently such workers were unorganized and isolated from information about their rights and steps that could be taken to redress grievances and secure benefits. The French speaking workers were particularly vulnerable to these conditions. This project was designed to provide a means of informing these workers of their rights and the kind of protection to which they were entitled on the basis of state and federal labor laws. The development of A Guide to Labor Law, an indexed and illustrated manual containing regulations and statutes pertaining to workers' rights and benefits, was seen as a step which could be taken by the University of Maine's Bureau of Labor Education to bring practical information to workers to allow them to grapple with problems encountered in various employment situations.

Activity: The project reached 1,240 workers as of December 1974. Some 3,000 will be reached in the future through a video presentation. The participants were selected through employee organizations, labor unions, and community agencies.

The major effort of the project was development of the Workers Guide, with an indexed question and answer format for easy reference. The guide was published in English and French editions. In order to give the workers practical experience with the guide, a brief lecture was given to familiarize workers with the guide. Simulations of cases that the workers might face were provided in training sessions. The Guide was a packaged training course that could be carried to remote areas of the State where there were no official agencies that could assist and speak for workers.

The State title I agency suggested that a French edition of the guide be published, and some training sessions have been conducted in French.

Results. Nearly two-thirds of the participants said they had faced work situations in which the guide would have been helpful. Nearly all (96 percent) said they needed the information. One group of workers has organized for better wages and benefits.

As a result of the project, the State Department of Education sponsors a short course in labor law in adult education programs around the State and at all of Maine's vocational/technical institutes. Several labor organizations have started publishing negotiated agreements in French as well as English. The International Labor Organization of the United Nations has become interested in a similar program for international labor law.

A subsequent title I grant is supporting a video version of the project which will reach a greater number of people throughout the State. The video version also will be in two languages, and will be helpful to non-readers. The program has made a large number of Maine residents who had been isolated from the university aware of its

public service activities, particularly in the area of labor education.

Project: North of the Nameskeg: Television Environmental Simulation.

Sponsoring Institutions: University of Maine, Orono, University of Maine, School of Law, University of Maine, Center for Environmental Studies.

Project Director: Erik VanDeBogart, Director of Educational Services Broadcasting Network, Maine Educational Television, University of Maine, Orono, Maine.

Duration: 1971.

Funding: (Federal) \$24,239 (Matching) \$22,213—48 percent of total.

Problem: The State of Maine was caught in the throes of environmental and economic development problems. In many instances, the objectives of environmental preservation and economic development were not compatible. Opportunities for economic growth were frequently threatening to an environment which had already suffered from neglect. A need existed to show relationships between the concerns of both groups and steps which might be taken to serve the legitimate needs of both.

Summary: A television simulation exercise consisting of five phases was designed to approximate a controversy between environmentalists and representatives of a canning industry located close to a relatively unpolluted river and scenically valuable area of the State. The company contended that the imposition of pollution laws would be financially prohibitive and force them to abandon their operation. The company was a major employer in an already economically depressed area.

The exercise was designed for home and classroom viewing and participant feedback from both groups.

Activity: The simulation exercise was arranged to enable the viewing audience, through the design of the program, to influence the outcome of various phases of the broadcast. The first phase consisted of soliciting public comment on the need for a public hearing concerning proposed action against the cannery because of its violation of pollution ordinances. A town meeting constituted phase two, with representatives of industry, labor unions, and conservation groups providing testimony to support their respective positions on the action which should be taken. The third phase involved a refining of the issues and a disposition of the case before a court. The final phases involved court hearings. The case concludes with recommendations about remedial action which might be taken to keep the industry in operation while at the same time giving due attention to environmental interests.

In all phases, viewers registered their reactions to various issues. These reactions were tabulated during the conclusion of each segment of the program and the results determined the format for subsequent televised presentations. The project office sent packets of material to viewers, generated interest in the project through magazine and newspaper promotion and through the efforts of community groups which encouraged viewing and discussion of the project in various communities throughout the State.

Results: The project reached approximately 50,000 persons throughout the State. Community interest in the project

was maintained throughout the project as evidenced by the reactions of citizens and interest groups in making their views known to the television station during phases of the program. Tapes of the program have been made available to other organizations interested in producing educational materials which generate widespread public interest in a critical issue in ways which increase citizen involvement and understanding of the complexity of such issues. The use of Maine's public educational facilities permitted the project to reach approximately 90 percent of the State's residents.

Maryland

Project. Community Impact Study and Demonstration

Sponsor. The Johns Hopkins University.

Director. Dea Anderson Kline, Office of Community Affairs, The Johns Hopkins University, Baltimore, Md

Duration. Fiscal years 1967-72.

Funding. Federal, \$77,976 (Matching) \$50,471—39 percent of total.

Summary. Designed to promote university-community relations, the project fostered the creation of a community organization supported by its own fund-raising efforts. The organization has helped improve city services in the area. The project sponsored surveys conducted by students which helped the area acquire a school lunch program and funds under the Older Americans Act.

Problem: The Homewood district around the university suffered from typical urban problems of poverty and deterioration. The university's relations with the community were poor, with local hostility directed particularly at students. The project was designed to improve the university's relations with the community, to identify appropriate roles for the university within the community, and to help improve the community through an organized action program.

Activity: The project resulted from a university vice president's interviews with community leaders about the reasons for the area's decline. These discussions began as a series of breakfast meetings, which continued throughout the project as workshops at which urban experts discussed problems with community leaders. The project focused both on influential community leaders and the residents of the community. The project reached about 600 community leaders as well as wider segments of the community.

Intensive community involvement was built into the program, including problem identification, planning, and implementation. The project fostered the creation of a Greater Homewood Community Corporation, which became self-sustaining with mostly private funds. Numerous seminars and workshops were conducted for community leaders on specific topics. These workshops led to the creation of 10 community development committees in such areas as family services, health services, and education. University students conducted surveys for which they received credit. They included a census of the area, a student housing survey, and a study of the community's transportation system.

Results. The project led to the creation of a permanent community action organization. The corporation persuaded two hospitals to remain in the community and

to expand their facilities. An insurance company also was persuaded to remain and build a new office. Its old office was made into a community shopping center.

The corporation also persuaded the university to provide relocation assistance for tenants who were displaced when the university bought an apartment building for student housing. The university also agreed to consult the corporation before acquiring additional properties.

The student surveys published a census study which helped the community to substantiate its claims for funds for a school lunch program and to support applications for funds under the Older Americans Act and from the President's Council on Physical Fitness.

The student transportation study resulted in plans by the city's mass transit authority to try an experimental off-peak bus route through the community. Another survey supported a request for renovation of the community's sewer system. This was eventually funded.

There were numerous spinoffs from the project. One was funding for the Barclay Education Experiment, in which students and parents provided an after-school program of dance, music, arts, and crafts instruction, which was taken over by the local 4-H association.

The project in 1974 received an award from the National Community and Campus Conference as the best title I project in the over-\$10,000 funding category.

Michigan

Project. An Experimental Education Project in the Administration of Criminal Justice in Michigan Communities.

Sponsor. Michigan State University.

Directors. Duane L. Gibson, Director, Robert C. Anderson, Assistant Director, Institute of Community Development, Michigan State University, East Lansing, Mich.

Duration. Fiscal years 1966-70.

Funding. Federal, \$176,922 (Matching) \$88,461—50 percent of total.

Summary. The project led to a uniform statewide training program to familiarize criminal justice workers with recent legislation and court decisions.

Problem. Many Michigan criminal justice professionals lacked understanding of recent laws and court decisions regarding criminal justice. There were widespread citizen complaints against police who did not know the latest legal requirements and procedures. The project was designed to provide a continuing and uniform program of detailed training for criminal justice workers to develop guidelines for applying recent and controversial laws, arrest and enforcement procedures, and to communicate these guidelines to criminal justice agencies.

Activity. Nearly 10,000 workers from all segments of the criminal justice system were selected by their agencies to take part in the project. Another 20,000 benefited indirectly. Many criminal justice officials donated their services to the project. Training was offered through a uniform, programmed method of instruction that was delivered in workshops and seminars throughout the State. Videotapes were used to deal with different top-

ical areas such as Interrogation and Confession. The tapes were supplemented by written outlines which highlighted the major principles presented in the tapes.

One phase of the project provided training in the Michigan Controlled Substances Act of 1973 prior to the act's effective date. A broad spectrum of State Law Enforcement and drug control agencies were involved so that officials from these agencies could make proper legal judgments when faced with drug related crimes.

The content of all training productions was based on the related laws and judicial interpretations. Appropriate working policies and procedures were presented to insure that criminal justice workers could apply in their work the ideas they had learned in the project.

Results: Since the project, the number of Michigan complaints against police has declined substantially. As a direct result of the project, police executives and prosecutors have held policy meetings to establish guidelines for implementing recent US Supreme Court decisions and new State laws concerning law enforcement and criminal justice. An apparent result of the training program on the drug control law has been that no drug-related case has successfully challenged the procedures used in processing the cases. The materials developed for the project are being used by all police training academies in the State. The Michigan Law Enforcement Officers Training Council has asked the Federal Law Enforcement Assistance Administration for funds to continue the project. The council and the Michigan Association of Prosecutors are asking for funds from the State to continue the training. The project's materials also are being used by many campuses outside Michigan. The Institute for Community Development now distributes criminal justice educational materials as part of its publication services.

Project: Development of a Comprehensive Continuing Education System for Retirees and Pre-Retirees in Jackson County.

Sponsor: Jackson Community College, Jackson, Mich.
Cooperating Institutions: Institute of Gerontology of the University of Michigan, the Jackson Housing Commission, the Retired Senior Volunteer Program, the American Association of Retired Persons, and Vista Grande Villa.

Director: Dean of Community Services, 2111 Emmons Road, Jackson, Mich. 49201.

Duration: Fiscal years 1973-74.

Funding: Federal \$92,960. Matching \$51,442 - 51.7 percent of total.

Summary: The project provided continuing education opportunities for 1,000 older people and increased local awareness of the needs for continuing education for older adults.

Problem: The community lacked adequate continuing education or community service programs for older people. The project was designed to develop and offer a range of educational services to elderly, to offer pre-retirement training programs, to offer in-service and pre-service training for workers in the field of aging, and to support other agencies which worked with older people.

Notes: A steering committee made up of representatives of the sponsoring institutions and participants helped in

project planning, promotion, and retirement. The project offered 17 continuing education courses during the first year and 29 courses in the second year. The material was presented in workshops, demonstrations, films, and lecture-discussion sessions. Participation by older people was encouraged through consultation with community groups, a community involvement conference, and feedback suggestion from participants and community agencies.

Results: The project directly benefited 1,500 adults by providing them with continuing education courses. It also increased the participants' awareness of the community college.

The college offers tuition free enrollment to adults over 60. The project helped the college establish a community service and continuing education component for older people for the first time.

The State title I agency has accepted the problems of older people as one of its program priorities and has informed other State postsecondary institutions of the Jackson Community College program.

Minnesota

Project: Development of a Program and a Pilot Center for Home Improvements Design Services for Referred Low-Income Clients.

Sponsor: University of Minnesota.

Director: Gertrude Esteros, Head of University's Design Department, McNeal Hall, University of Minnesota, St. Paul, Minn. Evelyn Franklin, Instructor in Housing Problems, McNeal Hall, University of Minnesota, St. Paul, Minn.

Duration: Fiscal years 1973-74.

Funding: (Federal) \$32,800 (Matching) \$36,349 - 36 percent of total.

Summary: The project helped low-income residents of Minneapolis, St. Paul improve their housing by providing direct service and training to low-income home owners and tenants. A rehabilitation program was developed that subsequently received \$1,000,000 in loans for home repairs and low-interest mortgages for low-income families.

Problem: City, relief and housing agencies, citizen groups, and university research indicated a lack of adequate housing for low-income families. Low-income families lacked money to buy housing or materials to improve their skills to make better use of existing housing, and confidence that they could change their housing conditions. The project was set up to help low-income families improve their housing conditions. The project's goals also included the development of a system for using the skills of the university's housing and interior design personnel for community service and to provide field work for students and faculty in ways more suited to the needs of low-income disadvantaged persons.

Activities: The project involved 1,188 families, 139 students, 358 other volunteers, and 148 businesses. Families were referred to the project by community agencies or individuals. The student volunteers came from a course in family housing problems and other disciplines such as engineering, architecture, and home economics. The project involved students and families in applying knowledge to problems not traditionally a part of their formal training.

The project was guided by a steering committee composed of a professional designer and businessman, the project leader and a social service worker.

Faculty members, students, and other volunteers worked closely with the families in planning, designing, and rehabilitating existing homes. Small group discussions were held to plan the work and discuss problems. Model homes and apartments using recycled materials were used to demonstrate inexpensive techniques of home remodeling and refurbishing.

The project provided training in the building trades for unskilled low-income persons. Participants have learned skills that led to employment; one became an upholsterer. Retired elderly persons took part in a project to recycle furniture.

The project generated contributions of cash, supplies, materials and services worth \$109,839 from businesses, individuals, churches, and other organizations. The project now offers training courses on skills useful to home remodeling. The University's community based Design Center, a project concerned with making art applicable to the needs of the poor, has been an important resource to Project Pride in Living.

Results. Through the formation of Project for Pride in Living, a non-profit, private corporation to coordinate group and individual efforts has been established. The community received \$1,000,000 in loans from a major bank to rehabilitate and buy homes. The project assisted 119 families improve their housing environment. Many low income people learned a trade during the project. The project attracted the interest and support of the public and private sectors to improve housing for the poor.

The project produced a neighborhood survey of housing improvement needs, case studies of housing and family needs, practical guides to home rehabilitation, and an inventory of community resources needed by low income families.

Project: Model Instructional Program for Local Officials.

Sponsor: Center for the Study of Local Government, St. John's University.

Cooperating Institutions: University of Minnesota, Minnesota State Planning Agency, State Office of Local and Urban Affairs, five state colleges, and four community colleges.

Director: David Shipy, St. John's Mall Center, 22 5th Ave. South, St. Cloud, Minn. 56301.

Duration: 3 years.

Funding: (Federal) \$51,220 (Matching) \$48,657—49 percent of total.

Summary: The project developed a low cost module that can be used to train local government officials in the problems of land use planning. The module does not require an expert to explain its use and can be applied by local officials when and where they choose.

Problem: Local officials in rural communities lacked skills to respond to land use planning problems. The need for training was uncovered by the university during consulting work with planning commissions in three small communities. Land use planning is a major issue in the State. The project's goals were to design and field test a

low-cost, easily used training system and to develop it for use by local officials.

Activity: So far, about 300 of a potential target group of 8,000 officials had received training using the packaged module system. The package is used to train local officials, who can in turn serve as trainers in their own communities. Local officials, professional planners, and educators served on steering and planning committees to assess needs and give advice on content, educational techniques, and ways to deliver the training package.

The package was developed in a 14-month period that included an assessment of needs, design of the module, field tests of the program, and necessary revisions. Regional and local workshops were held to familiarize local officials with the training package.

Results: Training in land use planning is available to local officials at a low cost and in a form that is convenient in terms of time and place. The State Planning Agency and community service directors at all colleges have the training packages available as needed by the local communities. The packages offer training in policy-making, zoning, development decisions, community relations, and the control of unwanted development. The project produced as training materials a description of the project, six slide tape programs, eight concept booklets, and a variety of role playing exercises. The project attracted additional support from the Department of Housing and Urban Development and from title I discretionary funds.

In addition to providing training materials for local officials, the project served the university as a prototype for the development of other similar training experiences. The same concept will be used to provide local officials training in such areas as criminal justice.

The State title I agency has used the project as a model for other types of training programs in other fields. The agency said the recent funding for the expanded project and national publicity has given the initial title I grant a tremendous multiplier effect within the State and nationally.

Project: Southwest Community Service Clearinghouse.

Sponsor: Southwest Minnesota State College, Marshall.

Cooperating Institutions: Willmar Community College; Worthington Community College, and Vocational-Technical Institutes for the Canby, Pipestone, Jackson, Willmar, and Granite Falls areas.

Director: Robert D. Johnson, Southwest Minnesota State College, Marshall, Minn.

Duration: Fiscal years 1969-74.

Funding: (Federal) \$86,861 (Matching) \$1,176,046—93 percent of total.

Summary: By working on specific problems directly with community representatives in a 19-county rural area, the project fostered the development of a cooperative effort to solve local and regional problems. Specific results included construction of community recreational facilities, development of an environmental education program, the establishment of job training programs, and the codification of city ordinances in eight communities in the area.

Problem: The 19 counties in Southwest Minnesota were losing population and suffering from slow economic

growth. No mechanism existed to bring enough people together to identify problems, establish priorities; engage in planning and develop a process for solving problems. *Activity:* The college through a series of "town hall" meetings identified the initial problems and established a partnership between the people and the college. This phase of the project has contributed to establishing a computerized personnel clearinghouse of public agencies and private groups who could solve problems, a technical assistance and direct educational service to the community; and a six-member advisory committee which assisted in planning what services the college could provide and facilitate communication among communities in the region.

The project was designed to benefit the 310,000 people who lived in the 19 counties. About 3,000 people were directly involved in determining needs, studying problems, and allocating title I resources. In 1974, a 67-member Countryside Council comprised of businesspersons, farmers, educators, government officials, professionals, and homemakers was created to guide the project.

The project's strategy focused first on the establishment of a data base and liaison with the community to develop credibility through community meetings and solving specific, small problems. Once credibility was established, the project moved on to longer range, more complex problems and became multi-institutional.

The project has involved 94 faculty members and 123 students in 87 specific projects in Southwestern Minnesota. Some project examples follow.

A team of city clerks, attorneys, faculty members, and students codified the ordinances of eight communities and developed a procedural manual for other communities to do the same.

A marketing specialist and a student helped a small businessman with a sales problem.

Leadership and job training were provided for elected and appointed officials in the 19 counties at the request of the Countryside Council. More than 100 officials from the area held 18 meetings to develop the training program. Eight regional banks provided \$45,000 to pay for the instructional phase of the training program.

The State title I administrator said that without title I and State agency support "I am convinced we would not have been able to establish and escalate a comprehensive program of service to our 19 counties."

Results. Direct services provided by the project include construction of community recreation facilities, new environmental education programs, comprehensive community plans that have attracted Federal funds, leadership and job training programs, a 19-county Arts and Humanities Council, development of legislation to provide minibus service for the rural elderly, codification of city ordinances, and creation of a comprehensive community development information center. Bills have been introduced in the Minnesota Legislature to change public policy regarding some of the problems that were identified.

Title I support has been terminated, but the college used the title I funds to initiate a \$400,000 program with a grant from the Kellogg Foundation.

Mississippi

Project: Continuation of Adult Leadership Program.

Sponsor: University of Mississippi.

Cooperating Institutions: 16 Junior Colleges.

Director: Maurice N. Inman, director, Division of Continuing Education and Extension, University of Mississippi, University, Miss. 38677.

Duration: Fiscal year 1971.

Funding: (Federal) \$41,919 (Matching) \$24,193—36 percent of total.

Summary: Through a series of workshops, the project helped stimulate increased community services throughout the State. Junior colleges have designated community service personnel and subsequent title I funding has helped expand the program.

Problem: The junior colleges lacked community service programs that were fully responsive to their communities. The project was designed to increase the colleges' awareness of the need for community service and for community leaders to become aware of the potential and availability of the service which these colleges could provide.

Activity: Workshops and a conference were offered to about 1,000 people from the junior colleges, the communities, and public agencies and institutions.

Results: As a result of the project, the National Science Foundation funded two projects for the junior colleges across the State. A grant from the Department of Health, Education, and Welfare funded 16 training programs for nurses aides and food service personnel in Mississippi nursing homes. The grant went to the university, the 16 junior colleges, and the Mississippi Nursing Home Association. The junior colleges have appointed community service personnel and subsequent title I grants have helped expand the project.

Missouri

Project: Coordinated Community Program Designed to Maintain a Multi-Racial Community.

Sponsor: University of Missouri at Kansas City.

Cooperating Institution: Rockhurst College, Kansas City.

Director: Patrick T. Jesaitis, School of Administration, University of Missouri at Kansas City.

Duration: Fiscal year 1973.

Funding: (Federal) \$15,890 (Matching) \$23,688—61 percent of total.

Summary: A racially mixed neighborhood facing resegregation was stabilized through a program of education for residents, the real estate community, government officials, and business people.

Problem: A community in Kansas City faced resegregation, physical deterioration, and a decline in the quality of social services provided. The project's goals were to educate present and potential residents to the advantages of living in an integrated neighborhood; to encourage legitimate real estate practices; to inform government officials of the needs of the community; to create a nucleus of residents who voice community concerns to official agencies, and to establish a block organization to keep all residents informed of conditions and problems in the community.

Activity: The project was planned and developed with

the residents of the area who had formed a neighborhood coalition. The State agency considered this to be a key factor in assuring the project's success. The coalition identified the kinds of programs it wanted and what the project's goals would be. The project was open to all residents in the community as well as real estate persons, government officials, and business persons who had a relationship to the community.

The project included seminars on fair housing laws for the real estate community; seminars for residents on the benefits to be gained from living in the community; a service which listed all property for sale or rent in the area; and the hiring of a full-time coordinator to administer the housing service.

Results: The project made possible the hiring of a full-time coordinator for housing. Since December 1973, 90 new residents have moved into the community and resegregation has seemingly been arrested. As a follow-up, residents are investigating the possibility of having the coalition buy properties that would be rehabilitated and maintained and economically serve a racially integrated clientele. The project broadened the outreach of the university into the community and continues to serve as a resource to the Coalition.

Project: Urban Affairs Program.

Sponsor: Washington University, St. Louis, Mo.

Director: William J. Harrison, director, Office of Urban Projects, School of Continuing Education, Washington University, St. Louis, Mo. 63130.

Duration: Fiscal year 1973.

Funding: (Federal) \$32,990 (Matching) \$16,495—33 percent of total.

Summary: An education project for minority businessmen and neighborhood corporation leaders has fostered cooperation within the community. The university's faculty and students have become involved in the community on a continuing basis.

Problem: Minority businessmen lacked adequate educational background to operate their businesses successfully in a depressed predominantly Black area of St. Louis. The project was designed to provide business and financial training for minority business persons, to provide economic development training for neighborhood organizations, and to provide leadership and interpersonal relations training for community organizations in the West central city area of St. Louis. The area was a corridor of contiguous residential and commercial neighborhoods.

Activity: The project was directed at 300 to 500 residents of the community who were affected by and could help change the depressed economic conditions of the community. They included members of neighborhood corporations and minority business persons. Courses were offered to the business persons in financial record keeping, marketing, sales, advertising, and other aspects of running a business. Courses, workshops, and conferences were held for the neighborhood corporations with the professional assistance of the School of Business Administration, the Small Business Administration, and St. Louis business persons. The assumption behind the project was that economic revitalization of

the community was the key to its improvement. This project was conceived as an initial step in that direction.

Results: The project fostered strong relationships between participants and faculty members who have been available as consultants. Business administration students formed Business Advisory Teams to act as on site consultants for businesses or economic development projects. Subsequent title I projects have been aimed at the same community groups having housing and employment problems.

Montana

Project: A pilot Program to Increase the Level of Service and Improve the Operating Effectiveness of Selected Montana Hospitals.

Sponsor: Industrial and Management Engineering Department, Montana State University at Bozeman.

Director: Dr. William R. Taylor, Industrial Engineering and Computer Science Department, Montana State University, Bozeman, Mont.

Duration: Fiscal year 1973.

Funding: (Federal) \$16,287 (Matching) \$9,559—37 percent of total.

Summary: Management interns from the Industrial and Management Engineering Department worked directly with hospital administrators to improve hospital management practices. Every hospital that took part in the project has implemented the recommendations of the interns and administrators.

Problem: Many small, rural hospitals were unable to meet health care standards required by Federal legislation and were in danger of losing both Federal support and their licenses. The project was designed to improve hospital management and the quality of service and to help the hospital administrators learn management skills and thus take steps to improve the quality of hospital service.

Activity: The project offered technical assistance supplemented by training to 72 hospital administrators and staff members at eight hospitals in Montana. A management engineering intern worked in a hospital from 4 to 6 weeks to gather, organize, and interpret information that could be used to improve hospital management. Upon the completion of the study, workshops were held to explain the results to other administrators and service personnel in the hospital. Throughout the project, the management interns met daily with hospital staff members. A steering committee composed of members of the Montana Hospital Association and the project sponsor help in working out problems and implementing the program.

Results: Every hospital that took part in the project has implemented recommendations made by the interns and administrators. Workshops were held to spread the results to other hospitals in Montana. The project results include such changes as an improved testing laboratory, improved laundry and linen service; an adequate inventory control system, and a new patient classification system at four different hospitals in the state.

Some of the hospitals in the project have expressed a desire to hire industrial engineering graduates. Many would like to have a second study carried out. The improved management of resources has helped the hospitals hold down operating costs and costs to patients.

Nebraska

Project: Community Education Program to Enhance the Ability of Nebraska Communities to Develop Effective Councils of Government.

Sponsor: University of Nebraska.

Director: Otto G. Hoiber, Head, Community Development, University Extension Division, University of Nebraska, Lincoln, Nebr. 68508.

Duration: Fiscal years 1971-72.

Funding: (Federal) \$51,407 (Matching) \$28,504—34 percent of total.

Summary: The project provided research services and information to guide the establishment of councils of government for 26 planning and development regions of Nebraska. Although the councils of government were already being established, there was a lack of experience and knowledge about academic planning and the governmental functions most amenable to COG's. Such knowledge was considered crucial to the further implementation of the legislative mandate.

Activity: The project was established for 2,500 government officials and others who would be involved in establishing the councils of government in 26 regions of the state. The project's initial task was to conduct a nationwide research effort to obtain materials on councils of government and prepare and distribute background material to the participants to assist them in recognizing strengths and weaknesses of COG experience in other states and the kinds of tasks and functions best performed by COG's. The utilization and analysis of other areawide or regional planning experience as a basis for the Nebraska plan was a principal concern of the project. Consulting services also were offered to participants. Close liaison with the State Office of Planning and Programming was maintained throughout the duration of the project.

Results: The project provided the background information the regions needed to develop the councils of government. The State Legislature has provided regular financial support for the councils. For the university, the project provided an opportunity to extend outreach function throughout the entire State. The project also laid the foundation for an educational program in land use planning which the university is offering throughout the State.

New Jersey

Project: Community Counseling Service.

Sponsor: Bergen Community College.

Director: Charles Morgan, Assistant to Dean of Community Services, Bergen Community College, 400 Paramus Rd., Paramus, N.J. 07652.

Duration: Fiscal years 1970-73.

Funding: (Federal) \$118,863 (Matching) \$288,065—71 percent of total.

Summary: Through a program of providing individual, free counseling to adults, the project served 1,650 residents with individual and group counseling about career, educational, and other needs. As an outgrowth of the project, the county jail established its own counseling service. Similar projects were started in two other New Jersey counties and another in Pennsylvania.

Problem: When the college opened an Adult Learning Center in 1970, it was swamped by requests for educational and career counseling. The county lacked free counseling services or an adequate referral service to community educational resources and service agencies. The project was designed to provide free educational and vocational counseling for adults and to provide liaison and referral services between social, economic, and educational agencies and all adult citizens of Bergen County.

Activity: The project's primary activity was to provide free counseling and referral services to all adults seeking them. It started as an individual counseling service but later expanded to include group counseling, particularly for women. A brochure listing community service agencies by problem areas was another result of the project.

Results: Major evidence of project success was the number of people who used and reused the service. More than 1,650 people used the service and many came back for assistance a second or third time. In its first six months, the service received 275 inquiries and conducted 347 counseling interviews. It distributed 1,000 of the guides to community services and developed a listing of all child care centers and nursery schools in the county. The Bergen County jail hired its own part-time counselor after taking part in the counseling project. The project attracted additional support from the county government and the College planned to incorporate the project into its program in fiscal 1975. Similar projects were started in two other New Jersey counties and by a county in Pennsylvania.

Project: Office of Community Field Services.

Sponsor: Glassboro State College.

Director: Olney H. England, director, Office of Community Field Services, Glassboro State College, Glassboro, N.J. 08028.

Duration: Fiscal year 1973.

Funding: (Federal) \$30,000 (Matching) \$27,757—48 percent of total.

Summary: The project developed a community service capability, at the college which in its first year provided 126 student volunteers for 35 local agencies in southern New Jersey. The students, who received college credit for their work, enabled some agencies to continue to offer services that otherwise would have been cut back because of reductions in financial support and staffing.

Problem: Southern New Jersey, with a sparse population, had been neglected in terms of economic and social programs and lacked a community service/continuing education center. The project's objectives were to expand and redirect the field experience and public service curricula of the college, to deliver student resources to meet manpower needs of local agencies, and to provide supervision for the students working within the agencies.

Activity: About 126 Glassboro students served in 35 South Jersey community agencies, institutions, and organizations. A full-time project director coordinated the project, with faculty members from each academic department acting as field experience supervisors.

Students were enrolled in newly developed field experience/public service courses and received supervision from the field experience supervisors. After community agencies were contacted to assess their need for help, students were selected on the basis of their background, interest, and abilities. Evaluation was performed by the field service supervisors in informal reports, and feedback was solicited from the community agencies.

Results: One hundred and twenty-six college students principally from sociology, psychology, home economics and social and community services, mostly upperclassmen, worked as recreation and socialization therapists at the Lakeland Psychiatric Hospital, as counselors at a bilingual counseling program at the Camden Urban Center, as aides in a "Rite to Read" project for migrant workers, as counselors in an alcoholic group counseling program at Seabrook House—a rehabilitation center for alcoholics, as paraprofessional case workers for the Gloucester County Welfare Board, as aides in a companionship program organized through the Cumberland County Commission on Aging, and as intake interviewers in collecting data for the Vocational Educational Rehabilitation Agency. In all instances services were expanded and new services introduced in 35 agencies through student personnel in the 1973-74 academic year.

The project facilitated the college's efforts to develop nontraditional forms of education and put faculty members and supervisors in a closer relationship with community institutions. The community became more aware of services the college had to offer. The project also increased student satisfaction with the program offered by the college, because they had an opportunity to test career goals before investing several years in a particular field.

The project also stimulated the college to expand it into cooperative education and work-study programs. Other departments have sought Federal and State funding for public service internships.

The college received two subsequent years of title I support, and plans to incorporate the project into its regular instructional program.

New Mexico

Project: Development of an Environmental Institute for New Mexico.

Sponsor: New Mexico State University.

Cooperating Institutions: University of New Mexico, Eastern New Mexico University, Western New Mexico University, New Mexico Institute of Mining and Technology, New Mexico Highlands University, New Mexico Military Institute.

Director: John W. Hernandez, Professor of Civil Engineering, New Mexico State University, Las Cruces, N. Mex. 88003.

Duration: Fiscal years 1969-73.

Funding: (Federal) \$55,000 (Matching) \$30,000—85 percent of total.

Summary: A wide variety of educational and informational programs sponsored by an Environmental Institute at New Mexico University have increased citizen awareness of environmental problems in an area experiencing

rapid development which was potentially threatening to the environment.

Problem: New Mexico lacked an unbiased, credible source of information on environmental problems facing the state made particularly acute by rapid economic development which entangled environmental resources. The goals of the project were to increase the public's awareness of environmental issues, to improve the understanding of those who made decisions that affect the environment, and to promote through environmental impact statements for businesses, industry, and government—continued economic growth that would not violate the environment.

Activity: The project has an executive board of representatives from the participating educational institutions and an advisory council of representatives from state and local environmental agencies. All residents were invited to meetings and seminars organized by an Environmental Institute, established at New Mexico University. Decision-makers were also participants in the project.

Workshops and seminars were scheduled by the Institute in six different communities throughout the State in an effort to reach as many people as possible. The sessions covered the basic State environmental law, the nature and purpose of environmental impact statements and how such statements should be developed.

The project was continuously evaluated by the Institute executive board and the advisory council whose members contributed considerable time and effort advising on the implementation of the project.

Results: During its 6 years, the Institute has increased its contacts with New Mexico residents and decision-makers. It has developed rural and urban land use manuals for citizens and publishes a quarterly, *Environmental Quality News*, which reports on changes in environmental laws and state activities. Residents and decision-makers are beginning to realize that environmental protection need not hamper economic growth.

The development of the Institute coincided with the establishment of a standing committee on land use by the State Legislature. The committee is planning legislation that will protect consumers from unscrupulous land developers. In fiscal year 1976, the State will provide the money to operate the Institute.

As a result of the contacts made during the project, the Institute's staff is called on regularly to help communities, State agencies, and private businesses with environmental problems.

The Institute is now the major center in the State dealing with environmental issues requiring educational, research, and consultancy services.

Project: Retirement Planning and Retirement Activities.

Sponsor: New Mexico Military Institute.

Director: Gwen Robbins, Director, Continuing Education, New Mexico Military Institute, Roswell, N. Mex. 88201.

Duration: Fiscal years 1972-74.

Funding: (Federal) \$17,950 (Matching) \$10,300—37 percent of total.

Summary: The project offered courses and services to retired people living in Roswell, New Mexico—in order to improve the quality of living for the large number

of retirees in the community. Since the project started, high school enrollment of adults has increased substantially. State and Federal funds have been provided for other programs for older people.

Problem: Although Roswell was promoting itself as a retirement community, older people moved away after living there for a few months. There seemed to be both a lack of service and activities for the elderly and a lack of knowledge among older people about services that were available. The project was designed to stimulate the interest of older people in activities such as arts and crafts and to provide educational opportunities for retirees and people who were anticipating retirement.

Activity: The project has served about 200 people of retirement age. Both credit and non-credit courses were offered. Most classes were offered at night, and many (such as a course on retirement planning) were designed to meet the special needs of older people.

Results: The college reported that early evidence indicated that older people were as interested as younger people in taking courses leading to a degree. Between 10 and 15 participants are working towards a degree. Attitude tests given before and after involvement in the project indicate an improvement in attitude towards retirement. There also is some evidence that the outflow of retired people from Roswell has slowed. The college's first night school attracted only 30 students in 1971, but by 1974, enrollment had increased to 623. The project director considers increased participation by older people in Roswell in more local activities as a possible consequence of the project.

The project has continued with Federal support from the Older Americans Act. The State title I agency has received a grant from the New Mexico Commission on Aging to develop a continuing education program for older citizens throughout the State. The grant was a followup to the project in Roswell. The State title I coordinator indicated that continuing education programs for older people were very important in New Mexico because of the increasing number of retirees, particularly older people who cannot pay for such programs.

New York

Project: New York City Regional Center for Lifelong Learning.

Sponsor: Pace University.

Cooperating Institutions: Regents Regional Coordinating Council for Postsecondary Education in New York City, representing about 70 institutions.

Director: Richard M. Catalano, executive director, Regents Regional Coordinating Council, for Postsecondary Education in New York City and Mr. Ronald Miller, Project Coordinator, New York City Regional Center for Lifelong Learning, % Pace University, Pace Plaza, New York, New York, 10038.

Duration: Fiscal years 1972 and 1974.

Funding: (Federal) \$182,500 (Matching) \$91,250—38 percent of total.

Summary: The project produced a *Directory of Continuing Education Opportunities in New York City* which

institutions can use in advising students. About 220 people enrolled in college courses as a result of information they obtained through the project.

Problem: There was a need for postsecondary educational programs to meet the changing needs of adults for employment and retraining and for a central source of information on non-traditional postsecondary education resources in New York City. The project was designed to establish an information center and to provide orientation and training for citizens to become counselors in the area of lifelong learning.

Activity: State education officials decided, because of Federal and State Board of Regents priorities, that title I funds be used to support projects dealing with planning for postsecondary continuing education. The project was aimed at all adults who wanted to take part in the program. Two advisory groups made up of professional educators helped set priorities for the project and to find ways to serve people who were interested in postsecondary continuing education.

The project did an inventory of postsecondary continuing education opportunities at 70 colleges and universities and 230 other postsecondary educational institutions in the city. A directory was published and distributed and a telephone referral service was instituted. Currently the project is expanding its telephone referral service and preparing to start a mail information service.

Results: Between January and June of 1974, 1,300 persons sought information from the telephone referral service. Sixty-three percent said the information was helpful. Most applicants for information were interested in job advancement, less than one-fifth wanted a degree or diploma. Half of the respondents actually contacted a college university and 220 enrolled in courses.

The project also produced the *Directory of Continuing Education Opportunities in New York City*, which is used to advise standards. The project was the first effort of its kind in the State to provide a comprehensive, centralized source of information about postsecondary continuing education. After funding the project, the State title I agency encouraged the other seven regions of the State to submit similar proposals. Five additional regions have been funded and the other two will get initial title I funds in fiscal year 1975.

All of the projects should provide an assessment of the needs and demands for postsecondary continuing education in New York; and an inventory of postsecondary continuing resources, and information that will permit sound planning for future continuing education programs.

North Carolina

Project: A Center for Continuing Education for Women.

Sponsor: University of North Carolina at Greensboro.

Director: Jean Eason, Associate Director, University Extension Division, University of N.C. at Greensboro, Greensboro, N.C. 27412.

Duration: Fiscal years 1968-70.

Funding: (Federal) \$32,414.50 (Matching) \$22,778.50—41 percent of total.

Summary: Through counseling, a job referral service and

continuing educational programs, this project improved the potential employability of participating women:

Problem. The occupational distribution of women in North Carolina was heavily weighted with low-paying jobs. The percentage of women in white-collar jobs was about half that for the nation. The major objective of the program was to improve employment opportunities for women.

Activity. The project directly served 793 women who sought counseling, guidance, information or testing for employment or continuing education relating to new careers and vocations. All women who sought help had access to counseling, guidance, and referral services.

The project started as a counseling program for women, but expanded its services to include referral services, workshops, conferences, speeches, publications, and media releases. One 12-week seminar helped women plan for their growth and future activities. Clinics were offered to improve employment and study skills for adults who were seeking particular jobs. Employment surveys, information workshops, and other preparatory activities were followed by workshops and seminars focusing on particular problems.

A separately funded child care project emerged because of needs expressed by women using the counseling center. Senior citizens were trained and employed to staff the Senior Child Care Aides Project which was supported by funds from the Governor's Coordinating Council on Aging.

Results. It was estimated from questionnaires and interviews that more than two-thirds of the participants went on after counseling to new learning experiences. Community response to the center was highly favorable. The project also led to the formation of the Guilford Council for Continuing Education which was made up of representatives from local adult education agencies. Women said their experience in the project enabled them to consider new employment possibilities and that they generally felt more self-esteem and worth.

Because of the project, the University received an \$80,000 grant from a private foundation to help any adult seeking continuing education counseling.

Project: Community Service and Continuing Education Center.

Sponsor: University of North Carolina at Charlotte.

Director: Mr. Larry Owen, Associate Director, Institute for Urban Studies, University of North Carolina at Charlotte, Charlotte, N.C. 28213.

Duration: Fiscal years 1968-71.

Funding. (Federal) \$54,135 (Matching) \$56,757—52 percent of total.

Summary. Though located in the major urban area in the State, the University lacked a community service/continuing education unit. In the 3 years of project funding the University developed a program which served 3,120 participants.

Problem. The Charlotte campus of the University of North Carolina gained university status in 1965. Although urban oriented, it lacked a mechanism to meet community requests for community service and continuing education assistance. The Project's primary purpose was to provide the university with a mechanism to focus its resources on the expressed needs of the com-

munity, particularly those relating to employment, health care, and community economic development.

Activity. The program was developed in three phases. The first year was devoted to organization and establishment of a center to deal with requests for community assistance. The second year brought the development and implementation of programs, community internships for students, consultations between faculty members and community agencies, and studies to provide a basis for further Community Service efforts. In the third year, the educational programs were expanded, activities were coordinated with other institutions in the area, and efforts were made to establish long-term ties with the community.

The Center served 3,120 participants in the first 3 years. As problems were identified and as the community asked for help, the university's resources were mobilized to address the problems. Government and community leaders served on an urban affairs advisory committee which met quarterly to review projects, identify community problems, and suggest problem solving activities. More than 50 faculty members were used on specific projects carried out by the new center.

Results. The project resulted in a community service/continuing education center that served as a catalyst in developing the university's ability to help the community identify and solve problems. An example of projects conducted by the center is "Problems of Criminal Justice System—The Citizens Role," which included community meetings and an educational television program. As a result of the project, four attorneys volunteered their services to help clear up a large backlog of cases before the District and Superior Courts of the State.

An outside consultant said the project showed that the university was committed to become an urban university and that the center represented a "major thrust" in that direction. The State legislature appropriated \$136,000 annually for the Institute for Urban Studies which was an outgrowth of the project.

The project also contributed to the creation at the university of a student internship program to serve in community agencies as well as the creation of an Office of Conferences and Institutes, and a Division of Continuing Education.

Project. Planning and Zoning Education Program in, Northwest North Carolina.

Sponsor: Appalachian State University.

Cooperating Institutions. Caldwell Community College, Catawba Valley Technical Institute, Isothermal Community College, Surry Community College, Western Piedmont Community College, Maryland Community College, Western Carolina University, and Wilkes Community College.

Director: Richter H. Moore Jr., chairman; Department of Political Science, Appalachian State University, Boone, N.C. 28607.

Duration: Fiscal years 1971-73.

Funding. (Federal) \$100,000 (Matching) \$53,497—35 percent of total.

Summary. Through a program of education, training, and direct assistance for key people, the project led to the

drafting of zoning ordinances by four counties, the adoption of land use plans by eight counties, and the hiring of zoning officers by another.

Problem: Rapid and unchecked recreation development in northwestern North Carolina was leading to depletion of natural and recreation resources, contamination of water supplies, and severe economic and social dislocations. The project was designed to overcome local opposition to zoning and land use planning, to train key officials in planning and zoning, and to foster the adoption of zoning ordinances and land use plans.

Activity: The project reached about 1,600 participants, including 400 who attended conferences and workshops. The initial target group of government officials and opinion leaders was found to be too broad. It was narrowed to those who actually had the ability to adopt land use plans and zoning regulations. The project was carried out in three phases. The first phase was developing local awareness. This included the formation of citizen groups, workshops, and the development of *A Citizen's Guide to Enforcement of Local Zoning Ordinances*.

In the second phase, the project offered training and education for government officials. This consisted of a series of conferences and workshops which focused on particular land use problems. In the last phase, the project worked directly with officials to develop ordinances and land use plans.

Results: The project resulted, directly in the drafting of zoning ordinances by four counties, the adoption of land use plans by eight counties, and the requirement in one county that a projected new resort file an environmental impact statement. Another county hired two zoning enforcement officers. In addition, the State Highway Commission sends all plans for new highways to the project staff for review. Businessmen and officials in two other counties formed a joint council to direct the growth of tourism and industry in their area.

For the institution, the project led to the creation of a Division of Community and Regional Services in the College of Continuing Education to coordinate university and regional resources to develop and implement service programs in surrounding counties. The project also fostered development of a Bureau of Government to coordinate internship activities with local governments.

Ohio

Project: Training Program for Workers with Alcoholics.

Sponsor: Ohio Dominican College.

Director: Thomas E. Kirkpatrick, Ohio Dominican College, 1216 Sunbury Road, Columbus, Ohio 43219.

Duration: Fiscal years 1974-75.

Funding: (Federal) \$61,260 (Matching) \$42,600—41 percent of total.

Summary: Through a broad-gauged educational program, the project has provided knowledge and training for individuals in a five-county area who worked in alcoholism programs.

Problem: No training programs existed for people working in alcoholism programs, many of whom lacked current knowledge in counseling alcoholics. The project was

designed to improve treatment practices, to improve coordination among agencies, and to increase the knowledge of those working with alcoholics so that the patient/client dropout rate could be reduced.

Activity: The project reached 101 people who worked for alcoholism agencies in the five-county region of the Central Ohio Regional Council on Alcoholism. Target groups served were: 1) people employed by an agency; 2) volunteers, and 3) people who were interested in the problems of alcoholics. A steering committee comprised of officials from the College and alcoholism and mental health agencies helped plan and carry out the program. Experts were used as resource persons for the project. The educational materials were designed to encourage students to seek more information to improve their ability to perform their jobs. Lectures, discussions, and workshops were attended by workers from nearly every agency in the target area which dealt with alcoholism. One special seminar was attended by 130 people, including alcoholism workers who were not a part of the project.

Evaluation was built into the program. It included pretesting and posttesting participants, student evaluations, and evaluations by the project director and the director of continuing education. The Central Ohio Regional Council on Alcoholism also monitored the project. The community provided field experience, supervision, and evaluation of participants in the field.

Results: The project offered training for alcoholism workers which had been previously lacking. Several agencies have mentioned the positive benefits of the program. Not only has training been provided, but agencies now know where to seek further training for their workers. The project provided an improved referral system, including a *Referral Handbook*. The College provides speakers and materials to the community and is working on further programs in the field of alcoholism.

Pennsylvania

Project: Community Services Center.

Sponsor: Bucks County Community College.

Director: S. Lee Varkery, Director, Continuing Education/Community Services, Bucks County Community College, Newton, Pa. 18940.

Duration: Fiscal years 1970-72.

Funding: (Federal) \$45,800 (Matching) \$108,506—70 percent of total.

Summary: The project established a center to coordinate community service projects and continuing education projects to cope with community problems in the Bucks County, Pa. area.

Problem: The sponsoring community college lacked a mechanism for focusing its community service and continuing education efforts on problems occurring in one of the fastest growing counties in the nation. The project was designed to create a unit at the college to serve as a contact point for community organizations seeking help from the college and to coordinate institutional resources and implement programs to attack community problems.

Activity: The center has served about 15,000 persons, mainly the unemployed or underemployed, non-English speaking people, the elderly, and other disadvantaged

groups. A steering committee made up of faculty members, community representatives, and students recommend programs, suggest methods for community involvement, and help keep lines of communication open between the college and the community. The center attempts to adjust each program to the specific problem being addressed. Projects may include workshops, seminars, short courses, educational television, or other methods.

Results. The center has taught conversational Spanish to hospital employees, offered a health services seminary and started an environmental education program for school teachers. As a result of the health services seminar, the community has started a group medical practice and a prepaid medical care program. A community group is trying to begin a county-wide health care plan. The college now has an associate degree in human services as a result of community involvement. Other State and Federal funds help support an Adult Career Counseling Center at the college.

The State used title I funds as seed money for the center in order to establish a permanent program from which would develop specific projects. When the center was established, it was able to identify a wide variety of community problems on which it could focus the college's resources. The college's experience with the project prompted the State title I agency to extend support for similar projects to other institutions wishing to develop continuing education and community service programs.

Project. Establishment of a Community Services Center.
Sponsor. Community College of Allegheny County, North (Pennsylvania).

Director. Ms. Joan W. Murdoch, Community College of Allegheny County, North, 111 Pines Plaza, 1130 Perry Hwy., Pittsburgh, Pa. 15237.

Duration: Fiscal years 1973 and 1974.

Funding. (Federal) \$58,677 (Matching) \$29,337—33 percent of total.

Summary. The project assisted a newly established community college to begin a continuing education program which would serve the community problems of the Northern Allegheny County area.

Problem. The Northern Allegheny County area lacked access to community service educational programs. Until the establishment of Allegheny Community College there was no local educational institution which could marshal the resources and expertise of government, industry, various service organizations, agencies and colleges to develop appropriate community service educational programs. The project was designed to establish community service as a permanent feature of the College through a center that would respond to the area's needs and help the community coordinate its problem-solving resources.

Activity. The Center was set up to serve local government agencies and community organizations. It served 3,257 participants during its first two years. Participants were selected who were trying to solve community problems as volunteers, agency employees, hospital staff members, or teachers. Most of the programs of the Center involved such activities as problem identification, planning, program development and evaluation. Since all participants

were directly associated with an agency concerned with problem-solving, training and skill development programs were related directly to immediate agency problems.

Results. The project's programs included training and development of volunteers and staff for agencies which work with the aging, a short course for parents of disabled children which used the combined resources of several agencies serving children, and the retraining of inactive registered nurses for community hospitals.

Work with the aging, specifically with respect to upgrading health care delivery, has been further extended by financial support provided by the Pennsylvania Bureau of Aging.

The project has enabled the College to establish effective working relationships with 50 community organizations that previously had not been associated with the College. A 1974 title I grant is being used to expand the services of the Center and make it a regular part of the program of the College.

Project: Institute on Human Ecology of Northwestern Pennsylvania.

Sponsor: Clarion State College.

Cooperating Institutions: Allegheny, Alliance, Edinboro State, Gannon, Mercyhurst, Slippery Rock State, and Villa Maria Colleges.

Director: John McLain, director, Research Learning Center, Clarion State College, Clarion, Pa. 16214.

Duration: Fiscal years 1966-73.

Funding: (Federal) \$264,282 (Matching) \$142,210—35 percent of total.

Summary. The project mounted a broad attack on the social, economic, and ecological ills of northwestern Pennsylvania. The project was credited with saving a community action agency when other support was withdrawn. It created an environmental studies center and purchased a dying mining community in order to transform it into a model city.

Problem. Exploitation of the area's energy resources had left it economically stagnant and seriously polluted. Natural resources were depleted and much of the water supply was seriously contaminated. Apathy was described as a serious problem. The project's objectives included helping community leaders identify community problems, developing an information base to help community leaders understand the community's social and environmental problems, developing the understanding of key professional workers and community leaders of major environmental problems, and conducting demonstration studies of specific sociological problems to help community leaders design and develop action programs.

Activity. The Institute on Human Ecology was not formed until 1971. Before that, the project focused on separate environmental and economic problems. The institute was formed to mount a coordinated attack on interrelated social, economic, and environmental problems. The target group was made up of government officials, state agency field personnel, college faculty members, youth leaders, and public school officials, groups who could implement change and exert a multiplier effect in the region. The group included 250 elected officials, 150 organizations, 100 state and federal agencies, and 250 interested citizens.

During 1970 people were called together to lay plans for and develop the center. A consortium was formed in 1971 with seven other colleges. The project conducted education and training programs and purchased the mining town in 1971. A wide variety of programs were conducted in 1972-73, including the collection of environmental data for decisionmakers, courses on economic and environmental problems for community officials and leaders, the creation of a recycling center, and a voter registration project.

Results. Directors of three human resource agencies in the area said many things were being accomplished because the project had brought them together. In addition to creation of the Institute, the project fostered the creation of an Environmental Studies Center, which is supported by State funds. A dam built for the project prevented flooding during Hurricane Agnes, when other areas of Pennsylvania were hard hit by flooding. The Stump Creek project, the purchase of the mining town, was not expected to have a major pay-off for several years. But one resident commented that plans had been made to provide the town with a water system, which was described as its most serious need.

Other efforts underway in Stump Creek included creation of a sewage system, a street system that would meet county standards, and renovation of all houses, including the installation of indoor plumbing.

The project, according to its director, attracted "millions of dollars" from other Federal agencies, the State government, and private sources. The State provided \$1.5 million for the Environmental Studies Center.

Rhode Island

Project. Urban Education Center of Rhode Island.

Sponsor: Rhode Island Junior College.

Cooperating Institutions: Rhode Island College, Providence College, Bryant College, Brown University, The University of Rhode Island, and Roger Williams College.

Director: Dr. Raymond Houghton, Rhode Island College, 600 Mt. Pleasant Avenue, Providence, R.I. 02908.

Duration: Fiscal years 1968-69.

Funding. (Federal) \$32,000 (Matching) \$77,235—71 percent of total.

Summary. The project helped create a center to provide community service and continuing education programs for Rhode Island.

Problem: Poor people in Rhode Island lacked access to a body of expertise and educational resources to help cope with problems of poverty. The project was established to create a service to which disadvantaged people could look for help; to train leadership for community service; and to give college teachers experience with inner city teaching.

Activity: An advisory board with strong representation from community groups helped design the center's programs. The center was located in the community where the poor lived and has produced satellite centers to serve various neighborhoods. Its programs included leadership training for community groups, postsecondary education for inner city adults, assistance in developing a Model Cities Program, a Head Start teacher aide training program, and a student tutorial program. The FY

1968 funds were used to train staff members for the proposed center.

Results. The project has established an Urban Education Center in the heart of Providence. As problems were identified in other areas, temporary centers were established in other communities to provide continuing education and community service programs. The Urban Education Center still is operating with State support. It has expanded its efforts to serve Spanish and Portuguese residents as well as Blacks. The Center has also received support from other Federal agencies. Seminars that the center sponsored on the black experience led to the development of a series of seminars on Poverty and Race that were offered in six different areas of Rhode Island.

South Carolina

Project. Housing Strategies for South Carolina.

Sponsor: Clemson University.

Director: Herbert Busching, Department of Civil Engineering, School of Engineering, Clemson University, Clemson, S.C. 29631.

Duration: Fiscal years 1971 and 1973.

Funding. (Federal) \$28,263 (Matching) \$15,216—35 percent of total.

Summary. An information system and workshops for workers dealing with persons, principally low-income, who needed housing, resulted in an educational program designed to assist housing counselors and persons working with the disadvantaged in providing information about building and financing housing in South Carolina. In addition, the project prepared plans for new homes to be built with Federal financial assistance. The project subsequently helped attract more than \$1,000,000 in Federal funds for the construction of low-income housing in South Carolina.

Problem. Statistics showed that due to dilapidated housing, about 360,000 South Carolina families needed new homes. The major goal of the project was to establish a housing market for prospective buyers and builders of new homes. The project also was designed to prepare a housing information guide for housing counselors and others who worked with low-income families and to coordinate the delivery of housing information to nutrition workers of the University's Cooperative Extension Service.

Activity: The first phase of the project consisted of a film that was developed to spread housing information to all families in the State. The film included information about State and Federal programs that would help families finance and build housing. The second phase was a series of workshops to train 150 co-op extension workers to carry housing information to low-income families. About 3,000 low-income families were contacted by the nutrition workers. The project director worked with the South Carolina Housing Commission and with local agencies throughout the duration of the project.

Results. The project was the basis for a \$55,000 grant from the U.S. Office of Economic Opportunity for the design of several low-cost home models. The U.S. Department of Housing and Urban Development granted the State \$1,000,000 to build 100 model homes, on those

designed under the OEO project. The homes were expected to cost between \$8,000 and \$13,000, including land. It is expected that some black construction companies will build some of the homes at cost to the purchasers. The project also produced a *Basic Manual on Housing Financing for Counselors*, which continues to be in demand.

The project's two grants were based on a 1967 grant for a project to the University of South Carolina. Each subsequent grant built on the experience gained from the previous grants.

Project: Providing Paraprofessional Training in Mental Retardation.

Sponsor: Presbyterian College, Clinton, S.C.

Cooperating Institutions: Whitten Village, Division of South Carolina Department of Retardation.

Directors: Wade C. Wieters, School of Education, University of South Carolina, Columbia, S.C.; Dorothy P. Brandt, Department of Education, Presbyterian College, Clinton, S.C. 29325.

Duration: Fiscal years 1971-72.

Funding: (Federal) \$38,206 (Matching) \$25,128—50 percent of total.

Summary: The project provided training for 90 paraprofessionals to work with mentally retarded in a State institution. The project also produced a training manual which had been adopted by training programs in other states.

Problem: Whitten Village needed trained paraprofessionals to help care for mentally retarded clients. Trained personnel were also needed to serve in five community day-care centers which were to open in 1972-73 and to assist public schools which were starting special classes for the mentally retarded.

Mental retardation specialists were beginning to realize that trained paraprofessionals were needed to provide adequate care to mental retarded.

Activity: The participants were employees of Whitten Village who wanted to improve their skills. Ninety participants completed the program. The college's faculty worked with the professional staff of Whitten Village to help staff improve and acquire skills appropriate to the education and care of mental retarded. The project provided the training through supervised work experience, inservice training, and academic training in selected areas.

Results: In addition to training 90 paraprofessionals at Whitten Village, *A Manual for the Training of Paraprofessional Workers in Mental Retardation* was prepared for their use. The manual was adopted for use by State mental retardation agencies in Texas and Hawaii. Professionals in the field of mental retardation said the manual was the only one of its kind. It has also served as a model for others who were developing similar projects.

The project stimulated other institutions to develop training programs in mental retardation. The Greenwood Technical Education Center has initiated a degree program in mental retardation. The University of South Carolina undertook a training program at Whitten Village. The Citadel and Furman University have requested title I funds for similar projects.

As a followup project, Presbyterian College has applied for fiscal 1975 title I funds to help adults released from Whitten Village to adjust more readily to a more normal life style.

Tennessee

Project: Tennessee Statewide Consumer Education Program.

Sponsors: University of Tennessee at Nashville, coordinator, Cleveland State Community College, Dyersburg State Community College, East Tennessee State University, Lambuth College, Memphis State University, Motlow State Community College, Tennessee State University, Tennessee Technological University, Tennessee Wesleyan College, The University of Tennessee campuses at Chattanooga, Knoxville, and Martin, and the University of Tennessee Environment Center.

Director: Barbara Gilmer, associate professor of education, The University of Tennessee at Nashville, Nashville, Tenn. 37203.

Duration: Fiscal years 1972-75.

Funding: (Federal) \$436,956 (Matching) \$270,674—38 percent of total.

Summary: The statewide consumer education project led to the establishment of consumer counseling services in several communities and to new degree and continuing education programs in some of the participating institutions. The project was concerned with the poor because of the severe effect which inflation and scarcity would have upon their personal financial resources.

Problem: Approximately a quarter of a million rural and urban poor families lacked the consumer skills required to deal with the impact of inflation and with the emerging problem of scarce resources. The Statewide consumer education program grew out of two previous projects. It focused on developing and circulating consumer education materials, developing the skills poor people needed to make the best use of their income, and establishing preventive programs on consumer problems. The problem of energy scarcity received particular attention. An effort was made to show consumers that using less energy could serve both consumers and the national interest.

Activity: The project was directed at two target groups: low-income consumers and the staff members of agencies which serviced the poor. In an effort to deal with immediate problems, the project aimed first at 1,800 employees of such agencies. In the second phase, the project helped 3,000 school teachers improve their ability to provide consumer education for young people. The third phase involved direct programs for consumers. About 13,000 people were reached during the first 3 years of the project, with another 15,000 expected to be affected in the 4th year.

The State title I agency provided initial leadership in project planning and development. A full-time director was hired for the statewide project. Professionals from government agencies and the private sector were called upon to assist in carrying out the program. State agencies participating in the planning process were the Departments of Education, Public Health, and Public Welfare, the State Office of Economic Opportunity, and the Division of Consumer Affairs.

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A wide range of educational methods were used including workshops, lecture and discussions, and audio-visual presentations. The workshops for agency staff members and teachers were generally 12 to 20 hours long and were offered over a period of several weeks. When the project was then expanded to include the public school teachers, the teachers themselves helped develop curricular materials. The workshops for agency staff members conducted during the first year provided the basis for the program for the consumers.

An important element in the project was the development of a *Consumer Education Resource Manual*. As expressed by one participant, "I've read it, from cover to cover. It and the Bible are my most prized possessions."

Results. Several community action agencies set up consumer counseling services using the employees who were trained in the project. In Chattanooga, the Legal Aid Society now provides previously unavailable consumer counseling services. Welfare workers claimed that they had improved their ability to help their clients solve consumer related problems. A *Consumer Education Resource Manual*, curricular materials, and various brochures on energy consumption also resulted from the program. Two institutions developed continuing education/community service programs for the first time. Tennessee State University became more concerned about other social and economic problems facing citizens in its service area. The University's Cooperative Extension Staff extended consumer education services to a larger population. About half the institutions developed credit and noncredit courses based on project materials. Memphis State University has developed a graduate workshop in consumer education and is developing a master's degree in consumer education.

For fiscal 1975, 12 of the institutions matched Federal funds on a 50-50 basis in an expression of greater commitment to the project. The project is now the basis for a Title I discretionary grant covering 3 neighboring States.

Texas

Project. Comprehensive Community Service and Continuing Education, Programs for Local Government Officials and Community Leaders.

Sponsor: North Texas State University.

Director: Dorothy F. Byrd, Center for Community Services and Continuing Education, North Texas State University, P.O. Box 5344—NTSU Station, Denton, Tex. 76203.

Duration: Fiscal years 1966-72.

Funding: Fiscal year 1972: (Federal) \$19,969 (Matching) \$9,985—33 percent of total.

Summary: The project established a continuing education program which provided training for municipal clerks, municipal election law officials, public personnel, health care administrators, and community leaders. It also attracted funding from other federal agencies for training in such areas as drug education, aging programs, and parks and recreation.

Problem. The problem consisted of a lack of expertise of government and community leaders in coping with growing public service demands, lack of organized teach-

ing and resource services for these people, and lack of ways to improve the knowledge and ability of community leaders and officials. The project was designed to identify community needs; to develop programs to help coordinate efforts of community leaders in solving problems, and to help meet skill needs by developing training programs for leaders and officials.

Activity. In fiscal 1972 the project developed training programs in 11 different areas. The largest program was the Municipal Clerks Program which was operated in conjunction with the Association of City Clerks and Secretaries of Texas and the Texas Municipal League. The program offered training for municipal clerks and secretaries in the operation of local governments. The project offered home study courses and seminars.

Results. The project led to the certification of 42 municipal clerks in fiscal year 1972. Overall, the project reached 2,800 participants. The Municipal Election Law Program developed an election law manual for city clerks and secretaries which was periodically updated as new requirements emerged. The Health Care Administration Program offered a series of seminars for workers at hospitals, nursing homes, and county health departments.

The Municipal Clerks Program helped improve the courses offered at the University. Some management seminars were revised to include knowledge about local government that had been gained from the project.

Several states inquired about the Municipal Clerks Program, and an official of the Texas Municipal League said it could serve as the nucleus for a nationwide program. More than 2,000 people participated to some extent in the program. The program "helped professionalize" city clerks, according to one participant. Secretaries in the area of Texas had formed a secretaries association.

Virginia

Project. Environmental Education and Training for Community Service for Leaders, Paraprofessionals, and Volunteer Workers in the Central Virginia Planning District.

Sponsor. Consortium of Lynchburg College, Randolph-Macon Women's College, and Sweet Briar College.

Director: Julia M. Jacobsen, Coordinator of Government Relations, Lynchburg College, Lynchburg, Va.

Duration: Fiscal years 1973-74.

Funding. (Federal) \$21,000 (Matching) \$29,523—58 percent of total.

Summary: The environmental education project for community leaders led to the organization of a rural solid waste pickup system, a historic preservation project, and the establishment of community study committees and councils concerned with long-range environmental planning. The colleges have undertaken further programs and established a permanent continuing education consortium.

Problems: The region lacked adequate training in environmental issues for the public, community leaders, paraprofessionals, and volunteers. The project's objectives included providing a forum for community leaders to share ideas and problems, to provide the leaders with educational programs, and to improve coordination of

community service training relating to environmental issues.

Activity. The project reached about 200 government and community leaders as well as a broad segment of the public. An advisory committee was made up of representatives of business, industry, the planning commission, the health planning council, and the community action group. In addition to providing advice on the program, committee members acted as lecturers and workshop directors in the project.

Results. The project fostered cooperation among community officials and leaders in dealing with environmental problems. A rural pickup system was developed and supported by the county government to check the indiscriminate dumping of waste. Another effort led to a historic preservation project. Local communities developed study committees and councils to engage in long-range planning. The project generated financial support for similar efforts from the local government, the Chamber of Commerce, and the regional planning district. The Department of Housing and Urban Development helped support one project that was coordinated with the title I project.

The colleges established an inter-college committee for continuing education and community service with a project director. The colleges have started other projects, including one to advise senior citizens about social security benefits. The State Agency approved further grants to continue and expand the consortium's community service efforts.

Project: Program Development Workshops for Training in Mining in Southwest Virginia.

Sponsors: Virginia Polytechnic Institute and State University and Southwest Virginia Community College.

Directors: Benjamin S. Blanchard, Director of Engineering Extension, Virginia Polytechnic Institute, and State University, Blacksburg, Va. 24061; Jack E. Stockton, Director of Continuing Education, Southwest Virginia Community College, Richlands, Va. 24641.

Duration: Fiscal years 1973-74.

Funding: (Federal) \$5,000 (Matching) \$9,210.01—65 percent of total.

Summary: The small grant, with a heavy overmatch, funded a series of workshops that increased public understanding of the complexities of the mining industry. In addition, the community college expanded its mining education program and enrollments.

Problem: Although the local mining industry was expanding, the new jobs created were not being filled with local citizens. Labor was imported, creating a labor surplus in the area. Many local youth were leaving the area and the high school dropout rate was high. These trends combined with increasing concern about national energy needs identified the project as one which warranted title I support. The project was aimed at increasing public understanding of the coal industry's increased complexity and training persons for employment in the mines.

Activity: Workshops, small groups meetings, and a coal festival were offered to about 400 participants. Wide community participation in project planning and im-

plementation came from the mining industry, the United Mine Workers, local businesses, public schools, the news media, and the U.S. Bureau of Mines. Speakers were brought in from other universities and colleges, the labor union, and the mining industry. Some financial support came from industry and local businesses. The workshops and seminars on the coal industry were offered at various locations within the area.

Evaluation was built into the project in the form of a comprehensive questionnaire for participants.

Results. As a result of the project, coal mining companies in Southwest Virginia are conducting more of their own training programs to improve job skills. Evidence of increased awareness about the mining industry was reflected in such participant comments as "I didn't realize that mining was that sophisticated", "Conditions in the mines have improved tremendously", and "The growth in technology has been great."

The community college's part-time enrollment has increased 50 percent, with much of the increase in mining programs. The college has begun a mining cooperative program in conjunction with local industry. The college also has started new programs in mine machinery maintenance for deep mining, heavy equipment operation and maintenance for surface mining, and mine foreman training.

Title I was instrumental in expanding the community college's already existing continuing education programs in the mining area. In addition, the university has increased enrollments in mineral engineering. The project has led to increased cooperation between the two institutions including transfer of community college students to the university and participation by the university faculty in community college programs.

Project: State Executive Institute, Management Development.

Sponsor: Institute for Business and Community Development, University of Richmond.

Cooperating Institutions: University of Virginia, Old Dominion College, College of William and Mary, Virginia Commonwealth University, Virginia Polytechnic Institution and State University, and Virginia State College.

Director: Richard S. Underhill, Executive Director, Institute for Business and Community Development, University of Richmond, 601 North Lombardy St., Richmond, Va. 23220.

Duration: Fiscal years 1972-75.

Funding: (Federal) \$25,000 (Matching) \$25,000—50 percent of total.

Summary: At the request of the Governor, the project provided a series of laboratories on organizational development and management for State and local officials. Task forces which arose from the first laboratory led to the reorganization of the State government into Cabinet departments.

Problem: The Governor's office requested assistance in improving the delivery of State and local government services to local communities. The project sought, through organizational and management development, to improve teamwork, cooperation, and coordination among agencies of State and local government.

Activity: The project reached 300 State and local officials. It started with a 4-day laboratory for the Governor and the agency heads who reported directly to him. Out of this session came the task forces which led to a reorganization of the State government. Sessions were then held for the task forces and later for individual State agencies and local governments.

The labs focused on organizational development because the problem of organizational effectiveness was considered to be the most critical for local and State agencies. The project was a cooperative one, involving seven higher-education institutions, the Office of the Commissioner of Administration, the State Council of Higher Education, the Division of Personnel, and the Division of State Planning. These agencies formed a steering committee which planned, implemented, and evaluated the project.

Results: A direct outgrowth of the first laboratory was a reorganization of the State government into Cabinet positions. The project fostered cooperative efforts among several institutions and among educational units within institutions. Faculty for the laboratory included members of business schools, schools of architecture, and departments of psychology and sociology. The project encouraged the institutions to broaden their mission to include efforts to solve statewide problems. A second title I grant was awarded to expand the project to cover more State agencies and local governmental units.

Washington

Project: Citizen Planning Course.

Sponsor: Tacoma Community College.

Director: Richard Falk, 5900 South 12th St., Tacoma, Wash. 98465.

Duration: Fiscal 1973.

Funding: (Federal) \$10,194.19 (Matching) \$10,198—50 percent of total.

Summary: The project developed a course in planning which enabled citizens who served on community planning agencies to undertake and complete planning studies in their home communities.

Problem: Citizens who were selected to serve on planning commissions or planning advisory committees often lacked skills and knowledge needed to carry out their duties. The project was designed to develop and test a model training course for citizen planners.

Activity: The problem was selected by the Planning Association of Washington. Board members from the Association served on a steering committee which helped the College design the project. The 27 participants were selected for the project by planning commissioners in the Tacoma area.

The instructional methods included slides, films, readings, lectures, discussions and exercises that were offered at weekly meetings with the participants. The recommendations of the original group of students were used to improve the program.

Results: Three participants were able to initiate and complete bike trail studies in their home communities. The studies were authorized in recent State legislation. Other participants said they were able to deal with the complications of recent environmental protection legislation.

Several other community colleges are considering the use on a regular basis of the new course. Plans are being made to use the course on Indian reservations.

Project: Coordination and Development of the Community Education Capacities of the College.

Sponsor: Eastern Washington State College.

Director: Henry Kass, Department of Political Science, Eastern Washington State College, Cheney, Wash. 99004.

Duration: Fiscal years 1967-72.

Funding: (Federal) \$122,000 (Matching) \$122,000—50 percent of total.

Summary: The project was primarily designed to establish a community service center, but it was discontinued because the College could not finance its operations. During its life, the project provided administrative training and technical assistance to community action programs. Some courses were adopted by the State and by national organizations.

Problem: The College lacked a mechanism to assist the community to solve problems. The project was designed first to provide a Center for Community Development to coordinate the College's services to the community and second to integrate community service into the College's academic program.

Activity: In its early phase, the project provided training and consulting services for local poverty agencies. Assistance also was provided to Spokane's urban development program through a leadership training program. During this phase, the project worked closely with Spokane civic, labor, business, and political organizations. The second phase focused more directly on poverty agencies. Seminars and workshops were offered for poverty workers throughout Washington. The third phase involved strengthening the College's community service arm by creating the center. An ACTION program was undertaken. Students received credit for working with local community service agencies.

Results: It was believed the effort strengthened the College's community service work. Faculty members gained experience in working with adults. The project's work with community action agencies developed a course in basic management skills for community professional workers. The course has been adopted as a training program by the State Department of Social and Health Services. Another course in volunteer management was adopted by another State agency and by the National Center for Volunteer Action.

Project: The Planning Process. An Audio-Visual Program for Community Education in San Juan County.

Sponsor: Western Washington State College at Bellingham.

Director: Dr. Jack Everett, Huxley College-WWSC, Bellingham, Wash. 98225.

Duration: Fiscal year 1973.

Funding: (Federal) \$5,000 (Matching) \$5,000—50 percent of total.

Summary: The project involved community residents in studying and planning land use problems associated with a rapid growth in population. Through public involvement, a Shoreline Management Comprehensive Plan was completed and submitted to the State.

Problem: Rapid population growth had led to the need for

land use planning on the islands which make up the county. No mechanism existed for informing citizens about land use problems, and native residents and elected officials were generally opposed to the concept of land use planning.

Activity. New residents in the county asked the College for help in developing a land use plan. The project was designed so all participants would learn about land use planning while they developed the comprehensive plan. About 900 members of four citizen groups took part in the project. A project planning committee was made up of representatives from the College, the county planning commission, the county commission, and citizen groups. The State title I agency provided coordination throughout the project.

Community groups sampled public opinion about planning. Sessions were held to help residents develop goals for the future of the county. The issues facing the county were presented and clarified in a series of slide and tape programs.

Results: The project helped residents understand their county's changed economic situation, caused mainly by expanding real estate development and tourism, which in turn led to a better understanding of land use problems. Community residents took part in completing the Shoreline Management Comprehensive Plan and thus became more supportive of its requirements and recommendations.

West Virginia

Project: Establishment of a Regional Training Center for Emergency Medical Technicians.

Sponsor: Fairmont State College.

Cooperating Institution: Parkersburg Community College.

Director: Dr. Frederick W. Schaupp, Assistant Professor of Business, Fairmont State College, Fairmont, W. Va. 26554.

Duration: Fiscal years 1973-74.

Funding: (Federal) \$60,345 (Matching) \$23,967—29 percent of total.

Summary: The project established a center which trained 443 emergency squad volunteers who were certified as emergency medical technicians to comply with State laws.

Problem. A 10-county area lacked facilities to train emergency medical technicians. A new State law required that ambulances be manned by at least one certified emergency medical technician. The project was designed to establish a regional training center at the College and to train volunteer ambulance attendants so they could receive certification from the State Department of Health.

Activity. The training was offered to 478 participants. The regional health planning council helped the College select locations for the training and identify agencies which would receive the training. Priority was given to emergency squads and police and fire department employees. A Medical Advisory Board of three physicians advised on curriculum development, recruitment of physicians, and location of services and facilities. An Emergency Medical Technician Board made up of 18 emergency squad leaders helped select locations for off-

campus courses, develop the curriculum, and coordinate regional activities.

An intensive training program included 17 complete training courses. Each course consisted of 18 4-hour sessions consisting of lectures and emergency practicums. Additional practical training was offered in extrication, emergency room observation, and mock disaster drills. The project also conducted 27 mini-courses to supplement the basic training. The courses were designed to fit the needs of particular regions and were offered at times and places convenient for the trainees. Training materials included slide shows, laboratory animals, and mechanical equipment.

Results. Of the 478 participants in the training program, 443 were certified as emergency medical technicians by the State Department of Health. The volunteer emergency squads in the 10-county region now meet state standards for certification. The certification makes it possible for the squads to qualify for Federal grants for equipment.

The sponsor plans to initiate other paramedical programs. Parkersburg Community College, through cooperation with the project, has expanded its paramedical science program to include three courses on emergency medical technician training. The second year of title I funding was used to expand the service area through cooperation with Parkersburg Community College. As a result of the Emergency Medical Services Act, alternative Federal funds will be available to continue the program.

Wisconsin

Project: Community-based Educational Counseling for Adults.

Sponsor: University of Wisconsin—Extension.

Cooperating Institutions: University of Wisconsin System, Nicolet Technical College and Northland College.

Director: David L. Jensen, director, Student Services, University of Wisconsin—Extension, 432 North Lake St., Madison, Wis. 53706.

Duration: Fiscal year 1974.

Funding: (Federal) \$7,943 (Matching) \$4,357—35 percent of total.

Summary. By providing counseling on adult education opportunities, the project helped about 120 adults to plan to continue their education. A subsequent grant was made for a similar project in another part of the State.

Problem. Communities in northern Wisconsin lacked resources to help adults identify and develop educational objectives and take advantage of educational resources. The project was designed to provide adults in northern Wisconsin with information about higher educational opportunities; to counsel adults in setting educational goals and reaching those goals, and to help higher education institutions serve prospective adult students.

Activity. The project was carried out by the Office of Student Services, University of Wisconsin—Extension. A counselor from the office staff directed, coordinated, and organized the project in close cooperation with persons from other educational institutions and from State agencies. The project was aimed broadly at all adults in the target area. About 250 adults were served.

A professor of guidance and counseling from the Uni-

versity of Wisconsin at Milwaukee provided counselor training. The project staff worked closely with government agencies, such as the employment service, corrections, and vocational rehabilitation agencies, which served potential users. The counselors came from the communities in which counseling was offered. They worked with adults in a one-to-one relationship. Counselors also were involved in identifying the communities where the service would be provided and in selecting the sites where the counseling would take place.

Results. About half of those who received counseling made arrangements to continue their education. The project has helped the university to focus on the needs of adults.

A subsequent grant was made to the Office of Student Services to test a similar project in another part of the State.

Project. Water Quality Analysis and Public Education Program for the Lake Superior Basin in Wis.

Sponsor. Center for Lake Superior Environmental Studies, University of Wisconsin at Superior.

Cooperating Institution: Northland College, Ashland, Wis.

Director: Albert B. Dickas, Director, Center for Lake Superior Environmental Studies, 109 Barstow Hall, University of Wisconsin, Superior, Wis. 54880.

Duration: May 1, 1973, through June 30, 1975.

Funding: (Federal) \$80,316 (Matching) \$40,209—33 percent of total.

Problem. The Federal Water Pollution Control Act of 1972 mandated citizens involvement in solving water quality problems. But no money was provided to educate citizens on the complexities of water pollution. The title I project was designed to gather basic data on water quality in the Wisconsin portion of the Lake Superior Basin and to share this information with citizens and water quality planners. Through direct contact with the target groups as well as use of the news media to reach the general public, the project placed water quality data in the hands of planners and citizens.

Activity: The project provided written reports on water quality for the planning agencies. The data, gathered over two years, also were placed in a computer bank of water quality information needed by the planning community to develop water quality plans. For citizen groups, the project used a variety of tools to communicate information: slide sets, brochures, water quality booklets, group meetings, and the news media.

Results: For the first time, basic data on Lake Superior's water quality was brought to the attention of planners and citizens. Prior to the project, it was widely assumed that Lake Superior was relatively unpolluted. Now the community is aware of pollution problems. Planning agencies have used data from the project in developing water quality plans. For example, one area-wide agency used data to draft five technical reports for the agency's comprehensive water management plan.

The title I project published 12 different documents ranging from brochures for citizen education to technical reports on water quality.

"For the University, the project led to involvement with citizen groups, government agencies, planning agencies, and other colleges and universities." The Uni-

versity's Vice Chancellor for Academic Affairs credits the project for the faculty's ability to work together in multidisciplinary environmental studies. The project also led to the development of two new degrees: a bachelor of science in environmental studies and a master of science in natural science.

The project stimulated \$163,195 in support from four other federal agencies and one Wisconsin agency for seven related water quality studies. And the Center for Lake Superior Environmental Studies sponsored a second title I project with six other campuses in Wisconsin, Minnesota, and Michigan to extend to other regions the continuing education program which it developed.

Project: West Side Action Plan.

Sponsor: Concordia College.

Cooperating Institutions: University of Wisconsin Extension, Milwaukee Organizing Project, churches and community groups.

Directors: Walter Stuenkel, Administrative Director, Ed Walsh, Functional Project Director, 3201 West Highland Blvd., Milwaukee, Wis.

Duration: Fiscal years 1972-74.

Funding: (Federal) \$43,500 (Matching) \$24,428—35.7 percent of total.

Summary. Through leadership training for community residents, the project led to the development of a community-wide organization which is now self-sustaining. A fund-raising program to insure its long-term existence has been initiated by the organization.

Problem. Community groups on the West Side of Milwaukee wanted to join together and develop their skills to deal with the physical deterioration of the community, declining public services, and the withdrawal of financial services from the area. The project was designed to provide leadership training for community leaders, to develop a community education program on the causes of the area's problems; to develop a community-wide organization to combat deterioration of the area; and to make an immediate, positive impact on problems in order to combat apathy among community residents.

Activity: The project was organized at the request of a community group. The 750 participants were chosen from grassroots organizations through informal half-hour interviews with leaders of every church, community group, block club, social club, and labor union in the community. Community representatives served on both the advisory and planning committees. Leadership came from the college and the community. The steering committee was made up of leadership of the West Side Action Coalition, an independent, nonprofit organization which formed a part of the project.

The committee selected the community issues which would be used as the basis for recruiting and training groups of community leaders.

The educational program was built around the problems the community leaders wanted to solve. This gave the leaders immediate personal satisfaction and encouraged them to continue in the project. Training sessions took the form of neighborhood meetings, which allowed participants to develop their skill in handling meetings. Leaders were first trained in action committees to help them gain experience in working on specific prob-

lems. They were then trained in skills needed to form the community-wide organization. The third phase assisted the leaders in developing skills required to make the organization self-supporting and to insure its continued existence.

Results: Community leaders learned to create an organization that would enable them to focus on and resolve problems facing the community. The West Side Action Coalition developed a solid organizational structure within the community.

The council has been able to move the business, community and government leaders to provide the community with better services. For example, the over-assessment of West Side properties had prevented homeowners from remodeling their homes. The council forced the tax commissioner to equalize assessments throughout the city. Also, lending institutions had refused community residents the mortgages needed to make home repairs. A council campaign has resulted in millions of dollars in loans to community residents who wanted to buy or repair homes. Legislation is being prepared to bar lenders from designating areas of the city where loans will not be made.

Community residents are turning from apathy toward a feeling that their problems can be solved. Young families have been buying homes in the area, reducing the trend toward absentee ownership.

All levels of government have been more favorable to legislation which would benefit the community.

The project was Concordia College's first community service program. The College has since become more involved in community projects. The College's field work program places more students in West Side agencies and schools that have asked for help. Social science students focus their research on problems relevant to those being dealt with by community leaders. The College currently cooperates with community groups in housing an independent, parent-run community school, a community video center, and a recreational program for neighborhood children.

Wyoming

Project: Improving School Board Efficiency

Sponsor: University of Wyoming.

Director: Dr. James D. Anderson, Executive Secretary,

Wyoming School Boards Association, Coordinator of School Services, University of Wyoming, Laramie, Wyo. 82071.

Duration: Fiscal years 1971-72.

Funding: (Federal) \$3,000 (Matching) \$1,080.95—33 percent of total.

Summary: By holding workshops on school problems throughout the State for newly elected school board members, the project reduced the time required for new members to start performing their duties effectively.

Problem: Many school board members, upon assuming office, had to make important decisions without background or experience in school problems. The Wyoming School Boards Association asked for help in training the board members for their new duties.

Activity: All newly elected board members took part in the project. A variety of instructional methods was used, including slide-tape presentations, lectures, case studies, printed materials, discussion groups, and individual consultation. Orientation workshops were offered in six locations in Wyoming. Day-long workshops concerned with particular school problems likely to face board members were later held at nine locations. This was followed by a 1-day statewide conference dealing exclusively with school board public relations. A steering committee made up of the board of directors of the School Boards Association reviewed all program materials and suggested topics to be covered in workshops and seminars.

Results: The project which is continuing with other support has reduced the time required for new members to start participating fully in board decisions. In addition, members became familiar with the views of professional educational associations in the State. While objective criteria for evaluation were scanty, Wyoming school boards have faced fewer lawsuits since the project was initiated and there have been no teacher strikes. These might be considered as indices of better performance by school boards. The Mott Foundation has made a grant to the University to introduce the concept of community education to school board members and school administrators.

The University has used the case study and simulation materials in its own educational administration classes. The title I grant served as the basis for other grants, including one for a statewide community education program. □

Methodology

The approach taken by the National Advisory Council to its evaluation of title I of the Higher Education Act (1965) was largely formed by the legislative mandate given to the Council. The Council viewed the program from a national perspective, using descriptive, historical information from the Office of Education and various studies of the title I program as the basis for its overview of the program. This information was supplemented by meetings and conferences with professionals who had considerable experience with the program. Extensive field reviews of title I projects by the Council and independent contractors fulfilled the major task of determining project and program effectiveness that could lead to recommendations about the most effective use of program funds.

Particular importance was attached to the in-depth analyses of projects because of the descriptive capability of this method. An understanding of project characteristics and activities was believed necessary to meet the requirement that examples of title I success be offered for replication and expansion. To make recommendations about replication and expansion, it was necessary to understand the interrelationship of project plans, objectives, participants, methods, and activities. Also, because of the scope of title I activity, it was considered essential to prepare case studies in order to demonstrate the program's varied involvement in community service and continuing education.

However, information on single projects is significant only if fused with data about the total program. Title I's general problems and accomplishments need to be understood before reliable statements can be made about the applicability of single experiences to the total program. This concern required linking individual cases to more general data. Although the Council did not try to survey all title I projects, it attempted to make its study as representative as

possible of the total title I effort. Its sample includes a cross section of the projects which characterize the program.

The Council's analysis of title I project activity included four major interrelated inputs:

- the Council's own review of the title I program, including onsite visits;
- a study of 25 cases by the firm of Peat, Marwick, Mitchell and Co.;
- an analysis of project characteristics by Dr. Larry Leslie, and associates, conducted at Pennsylvania State University;
- and a survey of state agencies to secure additional exemplary projects.

The Council's Study

The Council conducted onsite reviews of 14 State programs and 50 projects. These were conducted to obtain an understanding of a cross section of title I activity in terms of problems covered, types of institutional sponsorship, geographic coverage, and methods used to attain project objectives. The Council also sought projects which generally illustrated the kinds of activities occurring in the overall title I program which had also received national or State recognition.

Since the overriding requirement of the evaluation was to determine what worked best, the Council's fieldwork tended to prefer projects which, on the basis of preliminary analysis, indicated the presence of certain success criteria which were yet to be tested and verified.

Projects selected for review were based upon considerations of the national title I office, State agencies, and the Council's independent determination of what needed to be studied in terms of its mandate and its general experience in overseeing title I.

An important goal was to gain sufficient understanding of the program to make critical and objective use of other more systematically developed data. It was also important to give as much attention as possible to activities which were being emphasized by the administrative leadership of the program in order to make an assessment of how the purposes of the program were being interpreted by those responsible for allocating funds.

Additional data and analyses from other sources extend the Council's sample. The overall sample shows that what the Council observed conformed to an acceptable range of projects, both in terms of type of activity and relative degrees of project effectiveness and success.

The Peat, Marwick, Mitchell & Co. Study

The firm of Peat, Marwick, Mitchell & Co. (PMM&CO.) was engaged to provide supplemental technical assistance to the Council's study. PMM&CO. was asked to appraise the program independently on the basis of in-depth analyses of 25 title I projects selected to represent proportionally the various characteristics of all title I projects.

PMM&CO. conducted a national survey of 1972 projects as the basis for focusing on 25 projects. The study used 1972 as a base year because it was recent enough to permit the collection of detailed information about project activities and results. To understand thoroughly the recent state of the program was another reason for emphasizing 1972 projects.

The survey was based on 1972 project characteristics as developed from project reports, State plans, and activation notices in the Office of Education. Projects were classified according to a range of characteristics, including the problems addressed, the type of sponsoring institution, the funding level, and the educational methods used. State agencies were asked to rate the success of each of the 529 projects in their respective States on the basis of certain prescribed criteria. Forty agencies responded, providing information on 403 projects. The agencies rated 23 percent of the projects as outstanding, 45 percent as moderately successful and another 31 percent as not yet determined.

PMM&Co.'s 25 sample projects represented significant dimensions of all 1972 projects. Major

characteristics used for selection were the target population of the project, the primary educational mode used, and the amount of Federal funds provided. After screening the projects on the basis of the three major dimensions, projects were then selected on a proportional basis for geographic distribution, type of institution, problem area addressed, and urban/rural focus.

Hypotheses were then developed to explain project success from four perspectives: project inputs, project management, project outputs, and project results, with results being influenced by the other three factors.

For on-site reviews of the 25 projects, PMM&Co. developed a uniform method for gathering data. The method provided data that would permit an analysis of factors that contributed to project effectiveness and insured coverage of all relevant items pertaining to the hypotheses being tested.

PMM&Co. developed criteria for project success based on field experience and consultation with the Council. No projects were rated as unqualified successes unless they met two major criteria—helping people solve community problems, and strengthening the community service and continuing education capabilities of sponsoring institutions. The first criterion was taken from the title I legislation, and the second was adopted because it was widely believed to be a purpose of title I. A subsequent analysis deleted the second criterion as a prime factor in order to permit an independent treatment of what was considered the act's primary purpose.

Six other criteria were used to judge success, but were given no particular weight. These included the effective use of educational resources, replicability, relationship to the State plan, cost-effectiveness, degree of community involvement, and the prospect of financial independence from title I or the ability to develop alternate funding sources.

Each project was reviewed by five additional readers who gave an overall assessment to each project. The readers also judged the extent to which the projects met the criteria and hypotheses of success. The 25 projects were then divided into two categories—high success and low success—for further evaluation.

The evaluators used statistical tests to determine the extent to which the eight criteria were related to

project success. Six criteria gave evidence of a significant relationship to high success. Two criteria did not permit a meaningful discrimination between high and low success of the sample projects. The projects also were analyzed to determine which ones met the hypotheses related to success.

The application of these hypotheses to projects led to certain findings, which are included in this report. The consultants provided the Council with an additional analysis of various key characteristics of projects which blended their statistical findings with general observations about the operation and accomplishments of the program as observed in the 25 sample projects.

The Leslie Study

PMM&Co.'s fieldwork and analysis required further refinement to maximize their usefulness to the Council. The emphasis on 25 successful cases precluded the inclusion of a sufficiently broad sample of projects. The treatment applied to case material required certain corrective analysis to make sure that predetermined criteria of success did not exclude other factors which might have contributed to project success or bias the determination of success in favor of a *a priori* or untested assumptions.

The Council also wanted to understand the relative importance of various characteristics which contributed to success in certain categories of projects. For example, were all characteristics equally important in all instances of project success, given the disparity among projects on such items as level of funding, type of institutional sponsorship, and problem area addressed? To enable the Council to make specific and reliable recommendations about projects which could be replicated or expanded, a larger sample of projects was needed to allow for more meaningful comparisons among projects.

To help provide this perspective, another study was undertaken by Dr. Larry Leslie and a group of Pennsylvania State University associates who are familiar with educational programs. The study separated project results from neutral or objective project characteristics to be more certain of independent determinants of success and to enlarge the sample to include more projects of varying degrees of success.

The study developed an extensive list of charac-

teristics which past experience showed might have some bearing on the performance of title I projects. These characteristics were applied to the 25 PMM&Co. cases. Another 25 projects which represented a range of success were provided from the Council's field reviews. To include some failures in the study, another 25 seemingly unsuccessful projects were added to the sample.

All 75 projects were then rated independently by readers to determine the frequency of certain characteristics in the project sample. The readers gave each project an independent success rating without regard to any of the project's separate characteristics. A composite score was then computed for each project, and the readers submitted reasons for their rating. This procedure permitted further validation of the ratings against the key success criterion—the extent to which projects helped people solve community problems. It also provided some sub-indicators of success which contributed to the major purpose of the Act.

The project ratings covered the success spectrum, with about one-third of the projects receiving low ratings, about 21 percent receiving a high rating, and the remainder receiving a moderate rating.

The analysis of these data supplied information about the frequency of each of the characteristics in the 75 cases and thus produced generalizations about the common features of these title I projects. The analysis also considered the characteristics most frequently associated with successful projects, those which did not permit discrimination between successful and unsuccessful projects, as well as those negatively associated with success.

The large list of characteristics resulted in a strong association between successful project performance and several parallel or similar variables. Related characteristics were clustered to form three major factors of which some serve as predictors of project success. The three major factors were project leadership, participant-centered strategies, and project magnitude. Characteristics clustered around project leadership, for example, included administration, management, and organization. These factors were meaningfully related in varying degrees to all successful projects in the sample.

In its study of title I, the Council has assumed that generalizations about project effectiveness had to be

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assessed against categories of projects. The variety of title I activity required some refinement of project classification to understand the relative differences among projects in terms of the potential impact of specific characteristics on results. Characteristics which seemed to account for project differences included the level of funding, the problem area addressed, type of institutional sponsorship, the population served, and the history of the project.

These classifications were used to distinguish among factors and characteristics in terms of their relative importance to certain types of projects.

The Questionnaires

To be fully understood, title I is a program which must be described. As basic as statistical findings may be to a valid understanding of the program, this evaluation also must communicate as vividly as possible the many forms of activity within the program. The

task of citing projects which illustrate the program's accomplishments, therefore, led to a final effort to collect case material from the field.

A detailed questionnaire was sent to all State agencies. The questionnaire requested a report on a maximum of three projects which met criteria which were established for highly successful or exemplary title I projects. The criteria were developed in consultation with other experts and based upon previous Council reviews and the independent study of Peat, Marwick, Mitchell and Co.

Thirty-eight State agencies submitted 83 project reports, some of which have been prepared as mini-cases to be included in the appendix of this report. This exercise further extended the data base from which generalizations about the title I program could be made. This material is blended with other data and used primarily to document findings and conclusions gathered through more systematic methods.