OE–13012
Bulletin 1961, No. 6

EDUCATION of the ADULT MIGRANT

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Contents

Foreword

THE PROBLEM OF THE MIGRANT is modern only in the sense that it is currently urgent. The migration of people from community to community seeking new employment or habitually following seasonal employments has long been an accepted phenomenon in industrial society. There are two large groups of migrants in America today, the agricultural migrants who follow the crops, and the industrial migrants who come to the city seeking new opportunities. *The limitations and scope of this bulletin exclude a consideration of the agricultural migrant.* It also excludes a consideration of the immigrant who has been a contributing force in our population growth. The chief concern of this bulletin is with that large aggregation of internal migrants who leave their communities for urban centers in search of work and other opportunities. Although settlers by intent, they yet have not succeeded in gaining a foothold in the new location.

Among the many problems that face schools in the urban community, few are more important than that of providing suitable learning and training opportunities for the new resident citizens. They especially need training and retraining in order to help them make the necessary vocational and community adjustments. They need education for good citizenship, use of leisure time, successful family living, and community relationships. All of the problems related to the educational needs of the migrant and his family are challenges to the educational system at all levels.

The number of studies and reports on the adult migrant in the urban setting is increasing. However, most of them deal with the sociological rather than educational aspects of his situation. There is some evidence that schools in a number of our larger cities are beginning to study the problems involved in this new phenomenon and to develop programs to meet them.

In response to an increasing interest in the educational problems of the adult migrant, the Office of Education has made this study, the first of a series, on one significant aspect of the problem-education of the adult migrant.

This bulletin should be useful in helping to alert State Departments of Education, other professionals, and laymen to the educational needs of this increasingly large group in our population.

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Acknowledgments

THE ADULT EDUCATION SECTION gratefully acknowledge assistance from Mrs. Helen G. Lynch, supervisor, Division of Americanization and Adult Education, Chicago public schools; Burton Duffie, director of the Bureau of Education Extension, Chicago public schools; Mrs. Margaret S. Madden, director of Migration Services, Chicago Commission on Human Relations; Frederick D. Pollard, Jr., deputy executive director, Chicago Commission on Human Relations; William J. Rawlings, supervisor of Adult Education, Baltimore city schools; Bernard F. Sewell, supervisor, Adult Education, District of Columbia public schools; Mrs. Lester J. Senechalle, president, Chicago Women's Council for City Renewal; Norman Drachler, executive administrative assistant, Detroit public schools; Ralph Crow, director of Adult Education, Cleveland public schools; Georgette Meredith, student, University of Chicago; F. T. Rudy, executive assistant to the superintendent of schools, Columbus, Ohio; Cleo W. Blackburn, executive director, Board for Fundamental Education, Indianapolis.

The Section is particularly grateful to Robert T. Jorvig, executive director, Minneapolis Housing and Redevelopment Agency; David Joyce, executive director, Providence Redevelopment Authority; Phil A. Doyle, executive director, Chicago Land Clearance Commission; Clifford J. Campbell, deputy commissioner, Department of City Planning, Chicago; Paul S. Freeman, executive director, Housing Authority of the County of Cook, Illinois; J. P. Willison, director, Slum Clearance and Rehabilitation Commission, Columbus, Ohio; Francis J. Lammer, executive director, Redevelopment Authority of the City of Philadelphia; Richard L. Steiner, director, Baltimore Urban Renewal and Housing Agency; James G. Banks, chief, Project Management Division, District of Columbia Redevelopment Land Agency; Charles Beckett, director, Southwest Demonstration Project, Washington, D. C.; J. Lawrence Duncan, relocation adviser, Urban Renewal Administration; Edmund B. Sargent, information officer, Urban Renewal Administration; Charles Elliot, Director, East Hammond Indiana Center, Purdue University.

Introduction

AMERICANS have always believed in education. Today, adult Americans not only believe in education for their children but in increasing numbers are coming to demand education for themselves. No longer is learning a thing apart from life. Adult education has brought learning closer to the realities of daily living and has given substance to the 20th century idea that education is a lifelong process. Modern man, through knowledge and understanding acquired by continuous education, can control much of his personal and social destiny.

The concept of lifelong learning has special application to the migration of workers who move from community to community seeking new employment and residences. The forces which separate workers from their original home communities and urge them to search for occupational adjustments elsewhere are potent and far-reaching in influence. In the first place, among economic forces are the shifts in industry, technological changes, business failures, and the availability of educational opportunities. In the second place, migration is to be explained by psychological forces. The desires for security and new experience are fundamental needs of every individual. The industrial changes of the last decade have frequently lessened the worker's feeling of security in employment in the home community, and intensified his desire to look for more favorable conditions and greater security elsewhere. In the third place, social changes of the period have added a powerful stimulus to migration.

The people of the United States are traditionally mobile. The resultant distribution of the population has signal influence on many of the Nation's basic programs, such as those concerned with education, land use, public health, public and private employment, and social welfare services.

Migration of people from rural communities to urban centers is one of the fastest growing problems in city and metropolitan education today. Also a growing related problem is inter-urban migration or migration within the geographic boundaries of a particular city. Migrants generally become the nonsettled elements in the community. Within the old "core" of the city lies its worn out, blighted, and dilapidated neighborhoods. Wave after wave of new migrants to the city live there. It is in these areas that

many American cities are undertaking programs of redevelopment, relocation, rehabilitation, and conservation which involve educational methods and techniques.

One of the important consequences of this community redevelopment (apart from the removal of blighted areas) is the necessity for educators to study the whole problem of education not only for children in the changing communities, but also for the adults. The immediate questions facing the community most certainly have to be answered by adults. They must decide what kind of education and training will be provided for adults and children.

Urbanization has generally been associated with increasing provisions for all kinds of education. The city or metropolitan community is dependent upon institutionalized education, and the greater the degree of urbanization, the broader must be the scope and content of the educational curricula. In the simple, early rural society, the individual learned from his elders, mainly through imitation, most of the fundamental skills which were necessary for him to exist. But modern, urban society is so complex and there is so much to be learned that the transmission of the cultural heritage can only be adequately carried out through formal and informal facilities established primarily for this purpose.

Migration has been an essential part of American life and a contributing factor to the urbanization of our cities. The pages of our history are filled with the record of the movement of people away from a lesser toward a greater opportunity and the search for security and happiness in some more favorable environment.

What are some of the educational problems and issues involved in migration? This bulletin identifies the more pressing of them without presuming to suggest final solutions. The report constitutes an "approach" to the subject under discussion, not an exhaustive analysis of it. Some of the threads which lead from the new resident in the urban community back to the sources and causes of migration and forward to the educational needs and requirements have been identified. Suggested guides to further analysis and study have been included.

National, State, and local workers, educators, leaders in lay and professional organizations, and parents should find the report valuable in planning, appraising, and improving educational programs for the adult migrants who are crowding into our urban centers at an accelerating rate.

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CHAPTER I

Populations on the Move

IN RECENT YEARS, educators have turned their attention increasingly toward population trends and the educational problems arising therefrom. The educational administrator is especially concerned with population growth and movement since any demographic changes, whether in the city or country, inevitably affect the educational institutions of the areas. Already the educational consequences of population growth and movement are quite apparent in the inadequate number of schoolrooms and other facilities throughout the Nation. The future pattern and growth in urban life will doubtless affect educational planning even more profoundly.

A historical view of American society since World War I shows changing patterns in the rising tempo of population, urbanization, technology, economic conditions, international relations, and educational development. This has been the era of greatest expansion and innovation in adult education.

As urban communities expand, new problems which did not exist at the turn-of-the-century are created. The mobility of the American people creates new communities overnight in some areas and drains from others potential leaders which they need so desperately. It has been predicted that within a few years, the majority of Americans will be living in one of 15 great, sprawling supercities which are urban regions involving not only cities but their suburbs and neighboring towns.[1]

Impact on Education

This vast concentration of population in the urban and suburban areas of our cities has created educational problems far beyond the existing ability of most educational units to handle. The

[1] Tunnard, Christopher. America's Super-Cities. *Harper's Magazine* 217:59–65, August 1958.

areas are faced with decisions for making wise land use for school facilities, and in developing a sound tax structure to support the needed educational programs and services.

Our growing urban civilization is characterized by rapid technological change and complex community institutions and services which create need for particular knowledges, skills, and understanding on the part of those who make up the urban society. Since adult migrants and their families add to the growth, size, and complexity of our cities, their needs in turn have their impact upon the educational patterns and facilities in schools for children as well as youth and adult programs.

The unique task of adult education is to help old residents and newcomers in the city understand the basis of order and security in a world of rapid change. It should assist them in constructing realistic goals, discovering the community resources available to them, and in solving their problems with a minimum of difficulty.

From the various research studies which have been made, it is known the education of migrants will be less than that of urban adults of the same age.[2] Generally, the adult migrant will manifest all of the inadequacies of too little formal education. Therefore, ways must be found to convince such adults of their need for education. It is safe to conclude that the most of the migrant's education through the schools has been serving the rather minimal needs for the 3-R's in a family-centered, low-productivity economy.

The newcomers to the city consist of heterogeneous groups. They are made up of various age levels. There are varying proportions of males and females, and of single, married, divorced, and widowed persons. Each of these classes, in turn, consists of persons of more or less intellectual endowment and educational achievement at various stages of the educational ladder.

The migrant in this study has been defined as the *person who changes residence.* This is the U. S. Census definition, and the term is not to be confused with immigration which is migration from outside the geographic boundaries of the United States.

Another characteristic of the migrant is mobility. This is the movement of population geographically or, the movement of a person or group up and down the social scale (social mobility). Migration always involves mobility, but mobility does not always involve migration.

According to definitions adopted for use in the 1950 census, the urban population comprises all persons living in (1) places of 2,500 inhabitants or more incorporated as cities, boroughs, and

[2] Johnson, Elmer H. Methodological Note on Measuring Selection in Differential Migration. *Social Forces*, 33, March 1955, p. 289-292.

villages, (2) incorporated towns of 2,500 inhabitants or more except in New England, New York, and Wisconsin where "towns" are simply minor civil divisions of counties, (3) the densely settled urban fringe, including both incorporated and unincorporated areas, around cities of 50,000 or more, and (4) unincorporated places of 2,500 inhabitants or more outside any urban fringe. The remaining population is classified as rural.

As used in this study, a metropolitan area contains at least one city of 50,000 inhabitants or more plus the country or contiguous counties economically integrated with the central city. This area may be further divided into communities in which people may satisfy their primary needs for goods and services, where they may have a high degree of common interests, and engage in a large number of activities on a community basis. A neighborhood differs from a community in the sense that it is smaller and does not offer as complete service as does the community. A sense of belonging is of course present in neighborhoods.

It is quite possible that newcomers to urban centers may be classified, under certain State and local laws as transients. In most places where such an application is made, a transient is defined as a person who has been in the county or State borders less than 12 months. The tramp is defined as a "mobile nonworker."

It is apparent that not all migrants to the city fall into the category of persons with low educational achievements. Many migrants are as well educated or better educated than old residents in the city. However, the majority of migrants possess a lower level of education. Invariably, the result of migration from areas with low levels of education will tend to lower the level of education in the area of destination.[3]

Many of the newcomers to the city, experiencing the relative freedom of urban life for the first time, do not often possess stable patterns of thought and action that characterize the behavior of the "older" more stable residents. They find that their old patterns of behavior do not succeed in the new environment. Family disorganization is high and problems persist. These problems may result in juvenile delinquency, broken marriages, and increases in the number of families supported mainly by women. These conditions pose fundamental questions for the educational authorities who are trying to plan and develop educational programs and services for these people.

Migrants in many urban communities suffer from a type of community schizophrenia. They are in demand in the industrial

[3] Hamilton, C. Horace. Educational Selectivity of Net Migration. *Social Forces*, 33 (October 1954), p. 33-42.

sectors of the community where their labor is essential to the productive processes which support the economy. In other sectors, they are regarded as "problems." This is not a new attitude. The Greeks called it Xenophobia, "fear of strangers."[4] From an educational point of view, the question may be asked—what can the school do in helping old and new residents find a community of interests that will promote good citizenship in the community?

The East Coast Migrant Conference, meeting in Washington during May of 1954, sought to answer this question by proposing "that long-range programs be planned to provide adult migrants with knowledge about the health, education, and welfare of themselves and their families."[5] This proposal was based upon the fundamental belief in the sovereign virtues of education as a cardinal item in the *American Credo*. The concept that education is inherently an "open-ended" process which can never be definitely completed as long as life lasts is an extension of this philosophy. Regardless of where one's schooling terminated on the educational ladder, there still remains an unused capacity for mental, moral, and spiritual growth. The need and capacity for education not only remains, but increases as the individual matures.

The development of a comprehensive program of adult education for migrants requires insight into the needs of this group of adults in our society. It requires knowledge of the means of satisfying these needs, the energy to translate insight and knowledge into actual opportunities for creative education, and the vision which makes it possible to perceive the overarching idea one is trying to serve as clearly as the limited, short-term objective of a particular course. Without this insight and understanding, the development of a program becomes a mechanistic determination of details which may fall short of the desired goals.

Role of Migration in the Building of America

Migration has been an essential part of American life since the beginning of the Nation, a lure for the adventurers, an opportunity for the ambitious, and a challenge to the daring.

Successive waves of colonial immigration, coupled with a natural increase in the settled population, soon began to exert a

[4] Senior, Clarence. *Implication of Population Redistribution*. New York: National Association of Intergroup Relations Officials, Nov. 20, 1957, p. 5.

[5] *Report of the East Migrant Conference*. Washington: U. S. Department of Health Education, and Welfare, September 1955, p. 13.

pressure which forced the frontier westward. The Beards have painted a graphic picture of this westward surge of pioneers which went on unabated well into the 19th century:

> The rolling tide of migration that swept across the mountains and down the valleys, spreading out through the forests and over the prairies, advanced in successive waves. In the vanguard was the man with the rifle, grim, silent, and fearless. . .[6]

Migration was accelerated by the need for manpower to build the railroads which were pushed across the plains and mountains of the West. The rapid exploitation of mineral and coal deposits and the expansion of the lumbering, livestock industries of the Plains and Plateau States also called for thousands of migrant workers. The rise of industrial centers in the Great Lakes region encouraged the migration of many others.

The feverish activities of almost all of these operations put a new premium on knowledge and skill. It was during this period that America developed many of the adult education forms, such as the chautauqua, correspondence courses, agricultural extension, and workers' education.

Present Trends

The increasing growth of our cities, one of the most significant phenomena of the twentieth century, has multiplied and intensified the need for education at all levels. This is particularly true in the area of adult education because the majority of the people who migrate are in the young adult group.

The high proportion of changes of residence among young people can be explained in considerable part by changes in living arrangements that result from marriage and the search for new job opportunities. In the young adult group there is little difference between the proportion of males and females who change their residence.

Although there is considerable variation in mobility rates among the various age groups, movement takes place at all levels of the population. The peak mobility rate, in 1957, came at 22 to 24 years.

Approximately one out of every five persons 1 year old and over in the continental United States changed his place of residence between March 1957 and March 1958. As in other years, the

[6] Beard, Charles A. and Mary R. *The Rise of American Civilization*. New York: The Macmillan Company, 1927, p. 516–519.

majority of the 33 million persons who moved in 1957–58, 22 million, or 67 percent, moved within the same county and 11 million, or 33 percent, moved from one county to another. The latter group of persons was about equally divided between those who moved within the same State and those who moved between States.[7]

Nonwhites, as usual in recent years, were more mobile than whites. One-fourth of the nonwhites compared with one-fifth of the whites moved during the period of March 1957 and March 1958. Nonwhites, however, differed from the whites in regard to distance moved, the nonwhites generally having moved shorter distances. Nonwhites on rural farms have had a consistently higher level of local mobility during the past several years.

Women in 1957–58 tended to be slightly less mobile than men. Men and women tend to have about the same rate of local movement, but men have tended to have a higher migration rate. Mobility rates were higher at the young adult ages and tended to decline with advancing years.

The census data of March 1958 revealed no consistent relationship between participation of men in the labor force and mobility by age. In general, the search for work on the part of young adults and the unemployed may serve to explain their relatively high mobility.

Statistics on the mobility of the population indicate that an increasing number of Americans are moving each year. The data given below show this trend:[8]

Date	*Persons moving within the United States*
1952–53	30,786,000
1953–54	29,027,000
1954–55	31,492,000
1955–56	33,098,000
1957–58	33,263,000

A breakdown of these figures indicates that an average of 10 million Americans moved from one county to another during each of the years mentioned. During this 4-year period more than 5 million Americans moved from one State to another yearly.

From April 1953, to March 1956, an average of 2,274,000 Americans per year moved from one region of the United States to another—the two largest migratory streams being from the

[7] *Current Population Reports, Population Estimates*, series P.–25, No. 208. U. S. Department of Commerce, Bureau of the Census, Dec. 7, 1959. Washington: U. S. Government Printing Office, p. 1.

[8] *Current Population Reports*, Series No. 35. Washington: U. S. Government Printing Office, U. S. Bureau of the Census. Oct. 13, 1958. p. 20.

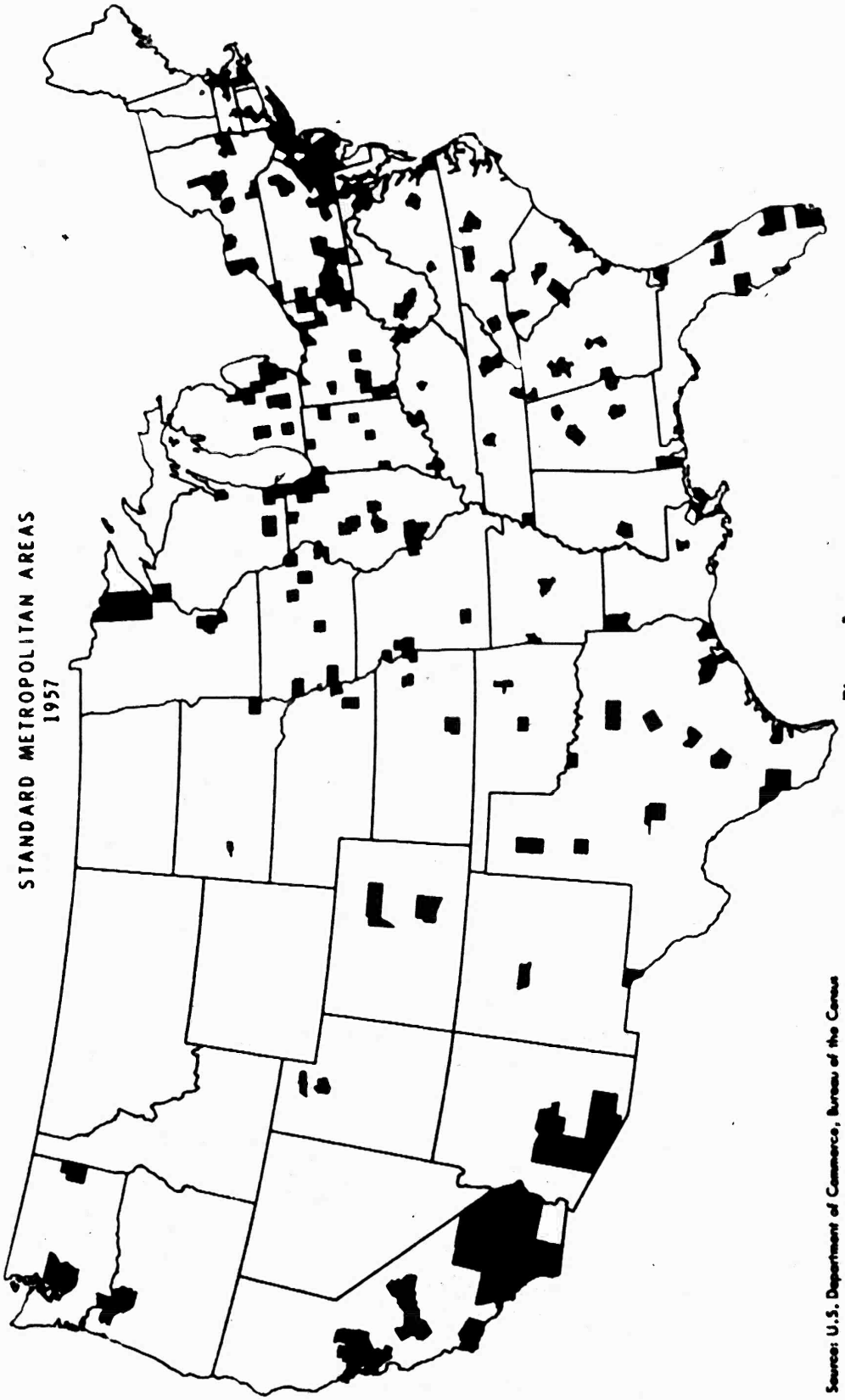

Figure 1.

Source: U.S. Department of Commerce, Bureau of the Census

South to the North Central States and from the South to the West.[9]

Five of the largest metropolitan areas of the United States: New York, Chicago, Philadelphia, Los Angeles, and Detroit, contained more than one-half of the total metropolitan population and almost one-fifth of the population of the Nation. It is estimated that by 1975, 70 percent of the nation's total population will live in metropolitan areas.[10]

The 1950 Census established, for statistical purposes, 168 standard metropolitan areas. Figure 1 shows the geographic location and outline of these areas as of 1957, the latest year for which chart information was available. A recent survey report by the Bureau of the Census indicated that two-thirds of the increase in the civilian population of the United States between April 1950 and April 1959 was accounted for by the same 168 standard metropolitan statistical areas as determined for the 1950 census. The metropolitan population of 99.9 million was 16.1 million, or 19.2 percent, greater than the 1950 level of 83.8 million. The 8.0 million rise in the population outside the established standard metropolitan statistical areas was 12.1 percent of the 1950 total of 65.8 million.[11]

Many areas of the United States experienced continuing widespread redistribution of the population between 1950 and 1960, with the States in the West growing most rapidly and the Northeastern States growing most slowly. This was reflected in a recent report issued by the Bureau of the Census, showing the percent change, from 1950 to 1960, in the total population of the States. Figure 2 shows these changes which resulted chiefly from the movement of workers and their families within the labor force. The majority of the persons who moved were skilled, semi-skilled, and unskilled workers mainly from the Southern Appalachian Region, the rural South, the cut-over region of the Northwest, and Puerto Rico. The movers also included a fairly large number of professional workers who moved in search of better job opportunities and other workers who, because of the nature of their skills, shifted from one industrial job to another.

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[9] *Census of Population: 1950. Volume IV, Special Reports, Part 4, Chapter 1B, Population Mobility: States and State Economic Areas*, 1956, tables 8, 10, and 11. Washington: U. S. Government Printing Office, U. S. Department of Census.

[10] *1960 Census of Population*. Washington: U. S. Government Printing Office, U. S. Bureau of the Census (1963), Volume I.

[11] *Current Population Reports, Population Characteristics*, Series P. 20, No. 98 revised. Washington: U. S. Government Printing Office, Feb. 25, 1960. p. 1-2.

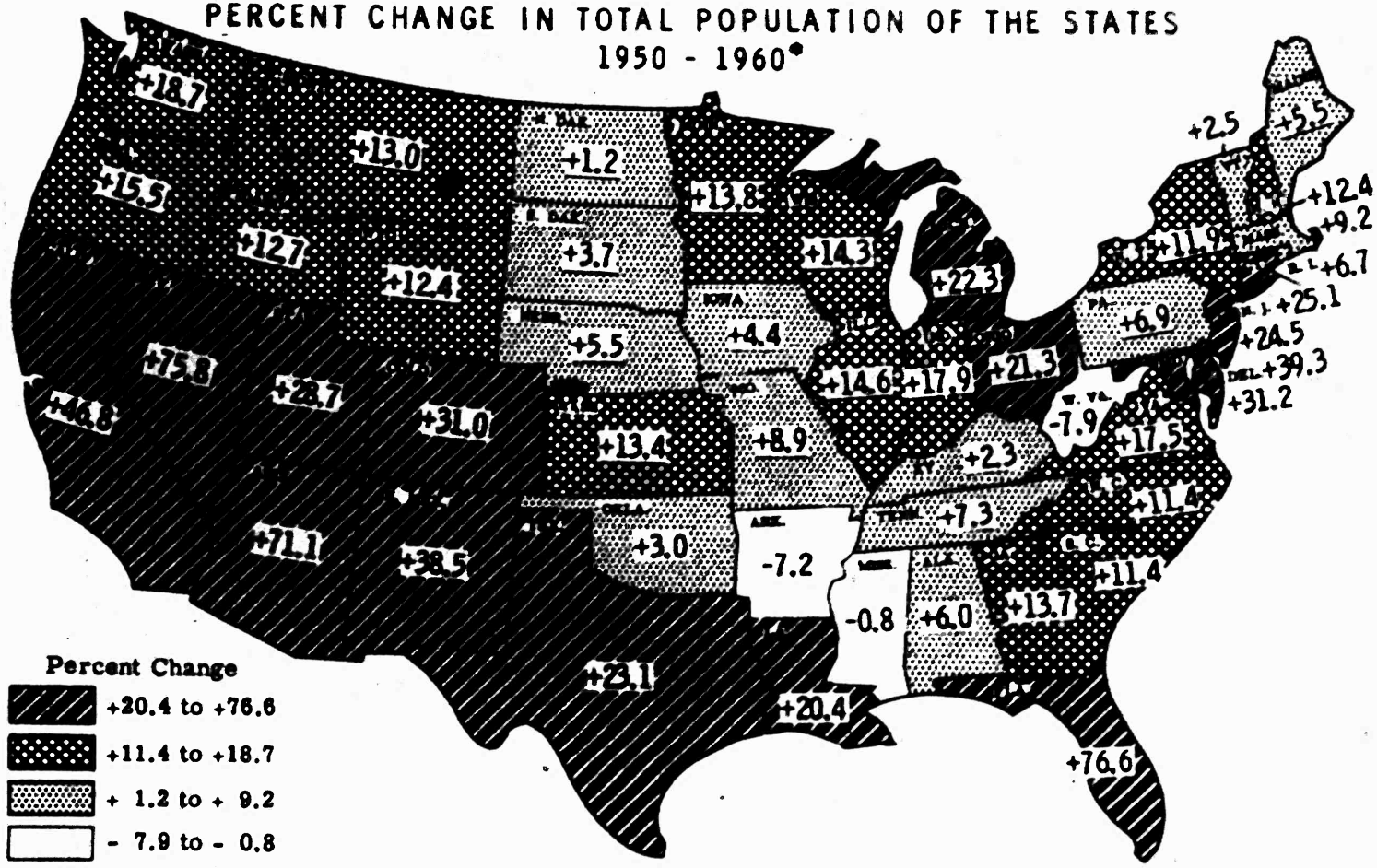
PERCENT CHANGE IN TOTAL POPULATION OF THE STATES
1950 - 1960*
+18.7
+13.0
+15.5
+12.7
+12.4
+75.8
+28.7
+46.8
+31.0
+71.1
+38.5
+1.2
+13.8
+3.7
+14.3
+5.5
+4.4
+13.4
+8.9
+3.0
-7.2
-0.8
+6.0
+23.1
+20.4
+22.3
+2.5
+5.5
+12.4
+9.2
+11.9
+6.7
+6.9
+25.1
+24.5
+39.3
+31.2
+14.6
+17.9
+21.3
-7.9
+17.5
+2.3
+11.4
+7.3
+11.4
+13.7
+76.6
Percent Change
+20.4 to +76.6
+11.4 to +18.7
+ 1.2 to + 9.2
- 7.9 to - 0.8
*Preliminary data for 1960
Source: U.S. Department of Commerce, Bureau of the Census

Figure 2.

Adult Education Implications

Population growth and mobility, caused by ease of transportation and by sociological and technological change, have brought American cities to the place where many old and new residents need adult education to make living successful. Controls which were effective in the small settled farm community no longer suffice in the mobile, anonymous community of the city. To this fact may be traced many of the conditions, such as family disorganization, unemployment, crime, and personal maladjustments, whose solutions require systematic adult education and training.

There are many educational implications growing out of population expansion, mobility, and redistribution. The first major implication is that many adult migrants are undereducated and therefore need formal and informal educational opportunities. They need to be able to read and follow directions, to read with comprehension the material which contains the information required to meet their obligations or the knowledge to give them pleasure and enlightment. Other communication skills that are needed include the ability to listen with understanding and without bias to what one hears, to write and speak simply and clearly and to observe with accuracy, and to recognize differences in meaning growing out of differences in backgrounds.

Adult migrants have other needs growing out of their situations in new communities. Some of these needs pertain to the ability and willingness of old and new residents to adjust to change in a changing society, and to modify their framework of values.

Many of the problems involving old and new residents grow out of misunderstandings concerning employment opportunities, housing, recreation, education, and intergroup and community relations.

Adult migrants need citizenship education. Their participation in the responsibilities of citizenship need to be facilitated and encouraged. The involvement of people in the improvement of their communities, understanding and participation in politics, and effectiveness in organizational memberships are factors which are vital in a democracy.

At the heart of the fundamental education process is the need to provide opportunities for personal growth and development. Little is accomplished in the change of residence from one place to another unless people grasp the opportunities to improve themselves. Those who work in the field of adult education should be

as responsible for helping adult migrants to want this kind of education as they are for providing it.

The large-scale movement of people affects all phases of life both in the areas from which and into which they have moved. The fact that this movement is of great concern to all persons engaged in education and social services outlines a trend of growing significance.

CHAPTER II

The Responsibility and Challenge of Education

THE EDUCATIONAL IMPLICATIONS of the growth and mobility of our population suggest areas and levels of responsibility and participation. Migrants enter into the social, economic, and political life of the communities in which they plan to spend their mature years. They carry with them their knowledge, their occupational competence or lack of it, and their ability or inability to participate wisely in the determination of social policy.

Identifying Educational Needs

No single agency or organization in the community should be responsible for identifying the total educational needs of the migrants. Among the families of migrants there are many kinds and levels of educational need. In our society, education is the function of the State and powers exercised in the local community are delegated by the States to the locality. However, there is a tradition and practice in our society for private and voluntary organizations to officially or unoffically accept a share of this responsibility. This is particularly true in the area of adult education where for a long time the majority of opportunities have been provided by private and voluntary agencies outside of public school channels. Although school authorities should have the primary responsibility for identifying the education needs of migrants, other agencies in the community can assist the school in determining requirements and in setting up the kind of program designed to provide effective solutions.

Collecting Data

The school should be the focal point for collecting educational data concerning the migrant. Data collection should be on a

continuing basis and all data should be classified and used carefully. This is not only important in helping to identify areas of need but is greatly needed in program planning and implementation.

This data should include statistics concerning the number, age, sex, mobility, origin, destination and education level of migrants. More scientific studies in depth are needed concerning the personal, social, and educational characteristics of the migrants. Although many preliminary studies have been made, there has been no serious attempt to study the relationship between illiteracy and migration from census and other data.

It is known that the movement of populations from rural to urban areas affects not only the urban situation, but also the rural. One effect of this trend is that it removes needed manpower and latent talent from the farms and rural areas; thus weakening them economically, socially, and culturally.

Before adequate programs can be planned, implemented, and evaluated on the basis of outcomes, knowledge of the distribution of illiterates among various regions and communities in the country is necessary. What effect does illiteracy have upon internal migration? Does the current residence of adults who are illiterate imply that they are the products of local school systems or that they are migrants from a community two thousand miles away?

To plan for necessary adult education, both general and vocational, the educational authorities should also have available accurate information about the family backgrounds, occupational status, and economic situations of migrants. To secure such data and to make possible effective program planning and action at the State level and the modifications based upon them, the resources and the coordinating power of the State Department of Education are vital and necessary.

In 1950, differences in the amount of illiteracy among the various regions of the country had narrowed substantially, although the Southeast region and the Southwest region still had the largest percentage of functional illiterates. For the age groups 25 and over the Southeast region had an average of 21.0 percent of persons who were functionally illiterate; in the Southwest region the comparable percentage was 14.8 in the Middle Atlantic region, 9.6; in New England, 8.0; and the Central region, 7.1; the Northwest region, 5.7; and the Far West region, 6.2. These regional data obscure significant differences within each region. For example, in the age 25 and over group in the Southwest region, the

percentage of functional illiteracy ranged from 13.8 in Florida to 28.7 in Louisiana. Another example is the Central region, where the lowest rate is 3.9 percent in Iowa and the highest is 8.4 percent in Missouri. In large part the differences among the States reflect differences in population density. Significantly higher rates of illiteracy are typical of isolated rural communities.[1]

A 1959 Census report revealed that approximately 52 million adults, age 25 and older, who started to school dropped out before finishing high school. This report also indicated that 7,800,000 adults, age 25 and over, were functionally illiterate. This number represented 8 percent of all adult persons 25 years old and over and consisted of 5,600,000 white and 2,200,000 nonwhite persons.[2]

Illiteracy was much more prevalent among nonwhites than whites, especially among the nonwhite males. The population in rural farm areas had a higher illiteracy rate (4.3 percent) than that in rural nonfarm areas (2.2 percent) or urban areas (1.7 percent). The ability to read and write was lacking for relatively more persons in the South (4.3 percent illiterate) than in the North, Central, West, and Northeast (1.0, 1.3 and 1.5 percent, respectively), reflecting the higher illiteracy rates of the nonwhites who form a large proportion of the population in this area. Illiteracy was more pronounced among those not in the labor force than within the labor force. The unemployed were more likely to lack the ability to read and write than the employed. Among workers, illiteracy was more common to low-status occupation groups and particularly to male farm and nonfarm laborers. These differences in age composition and in the distribution of other characteristics are of fundamental importance in making occupational adjustments.[3]

Although the barriers against the industrial employment of illiterate workers are very high, recent surveys have shown that a considerable number of illiterate workers are currently employed in industry.[4]

Although several studies have been made of the adjustment of migrants to cities, no special study has been made of the adjustment of illiterate migrants to northern industrial cities. The majority of the studies usually collect information about the

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[1] *Literacy Education—National Statistics and Other Related Data.* U. S. Department of Health, Education, and Welfare (Office of Education Circular 376). Washington: U. S. Government Printing Office. June 1953. p. 4.

[2] U. S. Department of Commerce. *Current Population Reports. Population Characteristics.* Series, No. 99, Feb. 4, 1960. p. 20.

[3] *Ibid.* p. 3.

[4] Ginzberg, Eli and Bray, Douglas W. *The Uneducated.* New York: Columbia University Press, p. 169.

educational background of the migrants in order to compare it with the educational level of the northern work force. The data generally reveal a sizeable gap between the average number of years of schooling of the local population and that of the migrants. Frequently today, illiteracy is viewed as a personal handicap and very little distinction is made between it and other undesirable qualities which characterize the culturally deprived.[5] Increasingly industry has become less tolerant of the illiterate workers who cannot read and write and very few illiterates remain in large industry.

It is exceedingly difficult for the illiterate or even the poorly educated person to make his way into the more desirable sectors of the economy. It is next to impossible for him to find a place in the higher occupational fields where he has to compete with the better educated for the relatively few industrial positions. Each migrant group coming to the city whether Negro, white, Spanish, or American or Navajo Indian has the same basic problems. Each group has a rural background of farming. They come from areas where labor surpluses and under-employment exist. For them out-migration is the only possible solution. But migration is difficult because they lack education. They enter a literate community which increasingly shows little hospitality to the uneducated. The task of the adult education program is to help the migrant bridge this gap.

Program Planning and Implementation

Once the necessary data have been compiled to sufficiently outline the scope and extent of the educational needs of migrants, the program designed to meet the needs can be planned.

The adult education program as planned should be based on the broad philosophical concept of encouraging (1) leadership among the migrants in helping them to solve many of their own problems, (2) development of cooperative relationships between the school and other community organizations and agencies interested in the problem, (3) citizen participation in programs of mutual benefit, and (4) concern for the citizenship rights and obligations of the migrants. In this program–planning process, the school should have a primary role. If this is done, the contents of the planned program would meet the basic needs of migrants for knowledge about themselves, their education, health, and welfare.

[5] *Ibid.* p. 178–178.

Since among large groups of migrants, illiteracy or lack of education is a pervasive and persistent problem, the educational programs should include all of the fundamental knowledge needed for effective functioning as a good citizen and producer. The elements of such a program may differ from city to city but it should generally include information about home management, nutrition, child care, personal and community hygiene and sanitation, elementary job skills, literacy, and community resources for health, education, and welfare. It should also include the responsibilities and rights of citizenship, social security and employment protection, mental hygiene, and vocational guidance and counseling. Such a program as envisaged would include educational provisions for the older long-term residents in the community as well as the newcomer. It is suggested that this type of program should emphasize the economic importance of the migrants to the community, their language, and social customs, if necessary, as well as other special needs and ways in which the community can help meet their needs.

Planning represents only the preliminary phase of program building. There is the additional responsibility for implementation. In nearly every community this will depend upon the local policy established and the available resources to do the job.

Every community has a variety of resources that can be utilized in an educational program designed to assist new residents in adjusting to the urban environment. Additional resources can be readily developed as they are needed and desired. Available and potential resources of the typical community can be found in three areas: (1) The private concerns of individual citizens; (2) the civic concerns of individual citizens; and (3) the educational concerns of organized groups.

Vital issues concerning the education of adult migrants arise largely from the state of public opinion as to its purposes, objectives, and financial requirements. These factors influence program plans and their execution.

The best examples of program implementation for migrants are seen where schools and other community organizations work together in a comprehensive program designed to meet educational, social, and economic needs. In this type of educational planning, cooperation and coordination are the keys to success. These agencies work together for varying reasons and they all recognize that if sound educational provisions, occupational adjustments, and physical corrections are to be made, a plan must be developed to fit the needs of people and meet the problems of whole neighborhoods.

Where can help be secured? Community groups have been, and are being, of considerable assistance in strengthening educational programs for migrants by lending their support to boards of education, schools, and teachers. All of these programs must be very carefully planned and worked out cooperatively between the educational authorities and the voluntary groups. The following description of the status of such programs in urban centers is representative of some of the things which are being done in public schools throughout the country.

According to a study of urban public school adult education programs made in 1951 by the National Education Association, planning to provide for the needs of special groups in the community was only beginning to develop in many localities.[6] Committees on youth and young adults, the aged and aging, minority groups, the sick and handicapped, and other community groups were in operation or planned in many communities. Adult education councils and advisory committees usually sought representation from such groups.

One of the frequently mentioned areas suggested by the National Education Association Self-Study Committee was for the extension and development of programs for minority groups. Both American-born groups, primarily Negro and Puerto Rican, and foreign-born Europeans and Mexicans were mentioned by a number of communities. The concern was how to make these newcomers more employable and how to help them become integrated into community life, and how better to secure their participation in planning and operating the education program. Of the 77 communities responding, two indicated that they had special programs in operation for newcomers; one had a suggested program under review; 23 had special programs for minority groups (both foreign-born and American-born); nine had suggested programs; none had programs for lower economic groups, and one had a suggested program; two had programs in operation for illiterates, and two had suggested programs.

Only two communities stated that their programs for these and other groups were adequate. However, a number of others commented that the school or other agencies, separately or in cooperation, already had very good programs, and were attempting to meet needs of various groups as they came to their attention.

Under the existing programs, the primary emphasis has been on children and youth, although one of the ultimate aims of

[6] *A Study of Urban Public School Adult Education Programs of the United States.* Washington: Division of Adult Education Service, National Education Association, September 1952. p. 6.

education in a democratic society is to produce the greatest number of responsible adults. In achieving this goal, a careful study must be made of the total educational needs of the community. The State Department of Education has the responsibility for determining the goals, for recruiting the staff, making the specific assignments, allocating the funds legislated, and operating programs not adequately provided by other educational agencies. In the actual working out of the educational program and its embodiment in local schools and in the activities carried on, the local school authority generally acts upon the recommendation of its professional executive and the administrative staff of the school system.

Broadly speaking, in most cities, migrants who have established legal residence are entitled to the same educational opportunities as older residents. However a serious obstacle to the use of educational services by migrants is their lack of information about what educational programs and services are available and where and how they may be obtained.

A few cities have recognized this need and prepared folders, pamphlets, or other types of materials useful in informing migrants of the available education programs and services.

Basic elementary courses for adults have been developed at the State and local level in some areas. The purpose of these fundamental courses is to provide adults with the necessary literacy skills which they use for their own improvement. In a limited number of school systems, basic elementary courses for adults become a part of a much broader program generally referred to as fundamental education. Fundamental education is concerned not only with the development of adult literacy, but also for providing migrants with the rudiments of health and occupational skills. It also provides training in family and community relations, and any other essentials for daily living.

There are other sources of help in providing for the educational needs of migrants. The sources of such help include not only schools but extension services, autonomous groups, business and industrial groups, colleges and universities, labor education groups, public libraries, organizations and clubs, press, television, radio and motion pictures, religious groups, and social agencies. The maximum application of the abilities and resources of these groups calls for bringing them together, usually into some cooperative relationship. The challenge to assist in community organization for new residents should encourage adult education groups as will be found in every urban community.

Appraising and Reappraising Programs

An adult education program for newcomers becomes strengthened as it is subjected to continuous appraisal and readjustment. Every adult education activity must be increasingly on the alert to answer the question of whether the application of new techniques and methods to the educational problems of migrants has resulted in community growth and change. It is important for participants in adult education programs involving migrants to review the building process and instruction program on a regular continuing basis.

In all of the urban developments of citizen responsibility and participation, close attention must be given to the elements of disintegration which tend to keep groups from functioning as cohesive units.

Social programing for the adult migrant must now be integrated with overall community planning well in advance of the entry of these citizens in the community. The effectiveness of the programs planned at the community level will depend upon the collection of data about these programs from many sources. The information gained from such a procedure should aid in future planning, modification of procedures where necessary, and serve as a guide for followup action.

Important for any sound appraisal of programs implemented is whether or not the program is based upon the fundamentally sound philosophy that the migrant and his family are citizens and, therefore, as such, he and his family have all the rights and responsibilities inherent in citizenship. The role of the educational system interested in his well-being is to help him realize his potentialities for democratic living by planning educational services not *for*, but *with* him. It is important to increase the adult migrant's conception of what education can be, and of the meaning of life in the total community.

As programs are appraised and reappraised, it will be necessary to consider the value of citizen participation in helping to solve significant educational problems. These programs also must, under present circumstances, be evaluated in terms of the integrated concept of overall community planning. It is safe to conclude that most of the adult education programs developed so far do not include provisions designed to specifically meet the needs of the adult migrant. Whatever learnings are to be achieved from the various courses to which they are admitted may bear only a superficial relationship to the felt needs.

As new residents crowd into our cities and metropolitan areas, the problem of providing adequate educational opportunities for these migrants is a responsibility and challenge that commands the attention of the educational agencies at local, State, and national levels. In the next chapter various kinds of community adult education practices and programs involving migrants will be described. Most of the programs are being carried out in conjunction with major urban renewal efforts in several of our large metropolitan areas. These descriptions simply serve to illustrate how some cities are approaching the problems, and the success they have had involving citizens of their communities in educational programs designed to improve their community living.

CHAPTER III

Selected Urban Community Approaches to the Education of Migrants

DEMOCRACY CAN BE EXTENDED and perpetuated best when education functions as a dynamic social activity. This is at the heart of the adult education process. If neighborhoods are to become areas for effective, social action, then all educational elements and resources must be used in a creative effort to secure improvement in the cultural, social, and physical development of the people in our cities.

The conditions existing in the blighted and slum areas of many of our urban cities suggest specific changes which our communities should make to improve city life and urban education for a larger number of our citizens. The Federal Government has recognized that the plight of these communities, though mainly local in nature, is of national concern, and that many of them cannot cope with the problems of blight elimination and prevention without help. Through the Housing Act of 1954, with later amendments, a series of facilities have been provided to extend certain types of Federal assistance to American communities.

The comprehensive objectives of the Federal urban renewal program have been stated by the Federal Housing Administrator as follows:

> We . . . are helping salvage all that remains sound of the community's past, helping to redevelop its present form into something more serviceable for our time, and helping, through intelligent planning, to give purposeful shape to its future.[1]

During the past decade many educational efforts in our larger cities have been undertaken and financed as part of urban renewal programs.

Urban renewal activity is based upon a "workable program" which is the community's own long-range practical guide to

[1] *Aids to Your Community Programs of the Housing and Home Finance Agency.* Washington: Housing and Home Finance Agency, March 1958. p. 3.

achieve "clinic face lifting, to rid itself of blighted neighborhoods, prevent recurrence of urban decay, improve building and housing standards, and prepare for orderly municipal growth." [2]

This program is based upon the following seven objectives:

1. Adequate local housing, health, and safety codes and ordinances, effectively enforced.
2. A comprehensive plan for community development.
3. Analysis of blighted neighborhoods to determine treatment needed.
4. Effective administrative organization to carry out the improvement program.
5. Ability to meet financial requirements.
6. Rehousing families displaced by urban renewal and other Governmental activities.
7. Citizen participation and support for local renewal objectives.

The urban renewal program recognizes that population growth and economic expansion have a massive impact on community facilities and public services. Many localities are hard-pressed to keep pace with the demand for sewers, schools, water systems, and other public works required for modern community life, and for facilities to provide diversified educational opportunities.

The Community Facilities Administration of the Federal Housing and Home Finance Agency organized in 1954 is able to assist in planning and financing community institutional facilities, and in giving loans, advances, and technical help to the communities and institutions it serves.

The program provides assistance to communities requiring physical reconstruction of facilities required for housing and servicing the needs of people in the urban areas of our cities. Many educational institutions and agencies take advantages of the services offered.

Citizen participation is a required part of urban renewal programs in order to assist city agencies in accomplishing the renewal and rehabilitation of blighted neighborhoods. Citizens become members of citizens advisory planning councils and neighborhood urban renewal committees in order to work with the city councils, city planning boards, school boards, boards of health, recreation and public works and with law enforcement agencies. Urban renewal is basically a community undertaking, and the program concerns old as well as new residents. It involves a process of

[2] *Ibid.*, p. 4.

community awakening, understanding, and participation. Adult education can help secure this kind of understanding.

Areas undergoing urban renewal and redevelopment in our cities generally have large proportions of new residents or newcomers. A majority of the new families settle in the most economically depressed neighborhoods. The new families many times change the ethnic composition of the neighborhood. This change, in turn, affects the churches, schools, clubs, service centers, hospitals, and other organizations in the areas. These institutions may require major changes if they are to be used by the newcomers. Very few public programs today involve the urban migrant more closely than urban renewal; and the housing of the migrant or new resident is involved in urban renewal programs in most local communities to a far greater extent than any other problem. This is true in city after city, whether the project is a "paint–up, fix–up" campaign or the complete redevelopment of an area.

Many local groups are engaged in improving their communities in urban areas throughout the United States. Although there are many patterns of organization, support, and programs, the basic common objective remains the same which is to provide a device for community self-improvement through intelligent participation by many individuals and to offer channels through which neighborhoods take a more active part in the life of the larger urban area. The particular methodology of these groups is generally based upon research, education, and action.

Increasingly, citizens are beginning to see that schools are not for children alone. In thousands of communities, citizens have developed visions of a better life not only for themselves but also for their peers. Sometimes, the schools have led in this program. Other times the leadership has come from other agencies. Leadership in American communities is diverse, changing and shifting from one group to another.

Among the many programs undertaken, a description of eight programs have been included in this bulletin. There are many more programs underway which are equally as significant as the ones included. The programs described represent activities currently underway which illustrate new concepts and methods in dealing with the problems of the newcomer.

A COMMUNITY EDUCATION PROJECT

In the District of Columbia, a demonstration project was conducted which focused attention upon the educational and other

services which must accompany decent, safe, and sanitary housing if the elimination of slums is to be lastingly effective.[3]

The urban renewal program began in 1953 with the displacement of 1,300 families from a 100-acre site known as Project Area B, just south of the Capitol. The families living in the area were predominantly Negroes with an average annual income of less than $2,000.

The Redevelopment Land Agency completed the relocation of more than 1,300 families from the area in November of 1955. Before the initiation of the relocation in 1954, the Land Agency called together representatives of many of the educational, social, and health agencies in the city to discuss ways and means of handling educational, social, and health problems expected during the relocation process. All agreed that representatives of the various agencies would sit as an advisory committee during the relocation process.

The Southwest Urban Renewal Demonstration Project was established on January 2, 1958, with the signing of the contract between the District of Columbia Redevelopment Land Agency and the Health and Welfare Council of the National Capital Area. Headquarters for the project were not occupied until March 16, 1958.

Prior to the establishment of this project, it was determined by a survey that one-fourth of the population of the District of Columbia lived in areas of the city which had been identified as requiring physical renewal. The first section of the city in which urban renewal projects were undertaken was Southwest Washington. From this area, about 4,000 families needed to be relocated into other parts of the District.

The experiences in relocating families from Area B showed that a new approach had to be found to the problem of persuading families to accept decent housing in good neighborhoods and to meet the higher standard of living in these areas. The experiences were also pointed up clearly: (1) The need for a comprehensive community-supported program to develop in the families to be displaced a desire to move to decent housing, and to develop new standards of living and behavior necessary to become community members in good standing; and (2) the need for a coordinated enlightened approach to the challenge afforded by mass population displacement.

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[3] Essential data for this section were furnished in reports provided by the Southwest Redevelopment Demonstration Project.

A proposal was drawn up and submitted to the Demonstration Branch of the Urban Renewal Administration of the Housing and Home Finance Agency, with a request for demonstration funds available under the Housing Act of 1954, to accomplish the following: (1) To develop educational and community organization methods to assist families in making wise housing choices and adjusting to their new neighborhoods; (2) to demonstrate the kinds of social and health services which must be provided in order to reduce the likelihood that slum habits among displaced families will continue in new and better neighborhoods.

The Urban Renewal Administration approved the application and authorized a budget of $248,830 of which $165,796 was made available by the Administration and $83,034 from local resources in the form of services provided by social and health agencies and cash from a foundation.

The project included three types of activities: Community education; community organization; and casework services. There was considerable interplay among them; each had its special emphasis and goals. This report is chiefly concerned with the community education phase of the program.

The Nature of the Area

The Southwest Area C, the demonstration project area, was generally represented as a depressed area of low income, poor housing, low educational level, extensive health problems, a high incidence of behavior problems, and the attendant problems of impoverishment of experience. It was an area of special needs occasioned by the impact of an urban renewal program, for which the citizens had not been prepared to meet.[4]

A survey revealed that 53 percent of the population was composed of families with children 18 years of age. The remaining family units were almost equally divided between single persons and all-adult families. About 75 percent of the population was nonwhite, almost entirely Negro. Only 20 percent of all families were found to have annual incomes above the maximum limit for admission to public housing in Washington. The maximum limit established ranged from $3,200 for families with one to two members and $4,200 for families of seven or over.

[4] Southwest Urban Renewal Demonstration Project. *Report of Activities*, February, 1958 through March of 1959. Washington: D. C. Development Land Agency, June 30, 1959, p. 6–12.

Educational Considerations

Forty-one percent of the heads of households had completed 6 years or less of schooling; 48 percent reported that they had gone through some years of junior or senior high school. The relatively low level of educational attainment was reflected in employment levels. The majority of the men were construction laborers, and the majority of the women were employed as domestics.

Almost 25 percent of the adult population were lifetime residents of the area. Of those who had moved into the area at some point in their adult lives, 37 percent had lived in the area for 10 years or more. There were strong social and emotional ties with the community. Many residents were found to lack knowledge of the rest of the city, were unfamiliar with the housing market, lacked experience in home selecting and moving, and lacked knowledge of good consumer practices.

The survey of the area further revealed that the Southwest Demonstration Area had untapped and undeveloped human potential. Leaders were discovered who had never had a chance to function in the larger community as well as potential leaders who had never found their role.

A little over 70 percent of the families referred by the agencies had observable problems in more than one socioeconomic area. It became apparent that some of the conditions of these people had resulted in a chronic sense of defeatism, negative self-image and inadequate motivation.

Education Program Objectives

In order to meet the specific needs revealed by a study of the community, the following objectives were outlined as a guide to educational planning for the adults of the community.

A. **The Community Education Program for the residents of Area C would be planned in order to devise, develop, and demonstrate educational methods and techniques which would assist families in achieving the following goals:**

1. **To undertake constructive planning of the family's move.**
2. **To make wise housing choices.**
3. **To take initiative and responsibility for the well-being of the family in the new neighborhood.**

4. To maintain a clean and attractive home suited to the needs of the family, and to the normal expectations of their neighbors.
5. To establish postive relationships in the relocation neighborhood.
6. To develop a sense of relatedness and responsibility as citizens of the total community.

B. The program in relocation neighborhoods would devise, develop, and demonstrate educational methods and techniques to achieve the following goals:

1. To assist relocation neighborhoods to receive and accept relocated families into their communities.
2. To assist families who have moved to develop meaningful and functional relationships with other residents in their neighborhoods.

A number of educational offerings were developed with the cooperation of the Adult Education Division of the Public Schools. The "Planning Your Move" program was begun in July 1958, and included Discussion Groups, Home and Family Living Series, and Health Education. A small series of orientation meetings for area residents were conducted in order to explain each phase of the urban renewal programs to the families. These orientation meetings provided individual counsel to families in planning their moves, and offered an opportunity for free discussion of personal problems and attitudes connected with the program.

For each program, publicity materials for use in the Southwest area were developed. These materials, such as flyers, posters, and brochures, were used by the organization in making referrals to group work agencies, and were distributed on a mass basis, or left with the residents when door-to-door calls were made.

The Home and Family Living Series

The Adult Education Division of the District of Columbia Public Schools agreed to participate in the formal education phase of the Home and Family Living Series. Planning for this series began early in the spring of 1958, with conferences between the administrative personnel of the District of Columbia Board of Education and the Director of the Southwest Project and project sponsors. This was followed by a series of conferences including Department heads and Supervisory Staff of the District of Columbia Public Schools and the Community Organization Staff of the Southwest Project.

In the fall of 1958, the Curriculum Committee of the District of Columbia Public Schools developed a special course of study and plan of instruction based on what had been conceived to be the educational needs of the area.

With some minor revisions of the structure, the plan of coordination, and the course of study, the Home and Family Life Series was launched January 6, 1959.

Within the framework of the general goals and objectives of the Urban Renewal Project, the following specific goals were developed:

1. To present factual information about specific subjects in home and family living.
2. To provide laboratory experience in these subjects so that learning might be practical as well as intellectual.
3. To relate subject matter to actual living situations both present and future.[5]

Emphasis was shifted during the course of the project because of changes in the composition of the community. For example, in January 1959, the emphasis was on reaching Southwest residents who had not yet been relocated in the new housing. By September 1959, there were fewer residents living in property yet to be demolished, and more relocated in new housing in the Southwest (Greenleaf Gardens). Thus, it was pointed out, learning for the "students" was made more realistic because it could be related to their present situations.

The Home and Family Life Series was a cooperative experiment in community education developed as a result of the specific needs of a special geographical area. The Adult Education Division of the District of Columbia Public Schools provided the facility, instruction, supervision, demonstration supplies, and equipment. The Southwest Demonstration Project was responsible for program development, coordination, and recruitment.

Among the agencies and participating organizations at the end of the course series were: Adult Education Division, District of Columbia Public Schools; National Capital Housing Authority; Greenleaf Recreation Center; Southwest House; and Southwest Project. Other community-minded individuals and business people contributed time, equipment, and teaching materials to the program.

Recruitment for the education program was found to be one of the most difficult parts of the program. Two important observa-

[5] *Ibid.*, p. 12.

tions were made about the recruitment phase of the program:

1. Direct response to the regular methods of recruiting, such as announcements, posters, flyers, mailing and even door-to-door canvassing, were much less effective than normally expected. The results did not correspond with the time and effort expended.
2. That the newness of adult education programs in the Southwest Area made "direct selling" and intepretation necessary. This was supported by the fact that increases in registration, attendance, motivation, and stability of the student group reflected the fact that they were personally "sold" by someone with whom they had a personal relationship, such as a social worker, teacher, minister, or more often a friend or neighbor already enrolled.[6]

Table I.—Registrations and attendance by number of families at the home and family living series

Number of series	*Registrations*			*Attendance*
	New	*Repeaters*	*Total*	
I	68	—	68	60
II	24	29	52	52
III	60	13	73	70
IV	103	30	133	93
Total	255	72	327	275

Out of 327 families included in the Demonstration Project Area, 255, or 78 percent, participated in one or more courses of the home and family living series (see table 1). The total attendance, including some families who repeated one or more of the series, was 275, or 84 percent. More families registered and attended the fourth series which dealt mainly with personal improvement than the other three series. All of the families which completed all four of the series were awarded certificates for succssfully completing the course.

The name of the course and a description of it and the periods it was offered in the *Home and Family Living Curriculum* are given below.

Name of Course	*Description*	*Series number*
Family foods	Basic information and practice in planning, preparing, and serving family meals.	I, II, IV
Family clothing	Basic instruction and practice in the construction of garments for the family.	I, II, IV

[6] *Ibid.*, p. 12.

Name of Course	Description	Series number
Personal and family health	Basic instruction in taking care of the normal health needs of the family.	I
Do-it-yourself techniques	Course designed to give students instruction and confidence in the ability to make minor repairs around the home.	I, II, III, IV
Reupholstery	Course designed to teach the basic principles of upholstery through application in the repair of simple furniture.	II, IV
Home decoration	Course designed to teach students how to improve the appearance of their homes.	III, IV
Housekeeping	This course was designed to help the student recognize and attain good housekeeping standards.	IV
Charm and personality	The course covered three main areas—personal appearances, social decorum, and personality improvement and development.	IV

A Demonstration Apartment Unit was established in the Greenleaf Gardens Housing Project in the area. The apartment unit was completely furnished with rebuilt furniture obtained by the participants from junkyards and secondhand furniture shops. Some of the women participants made the curtains, draperies, and upholstery out of new materials purchased for this purpose at sales. The apartment was one that families with low income could afford, and all of the work was done by the students in the Home Decoration and Do-It-Yourself Techniques Course sponsored by the Adult Education Division of the District of Columbia Public Schools.

The Staff

During the four series of Home and Family Living, 10 teachers were assigned to teach eight different courses. The selection and orientation of the teaching staff throughout the experiment was thought to be excellent. The teachers were chosen on the basis of their knowledge of the subject to be taught, ability to make practical application of the contents of the subject, and their understanding of the needs, interests, and capacities of the adults to be taught.

Other staff consisted mainly of those community organization workers assigned to the program by the Southwest project. The remainder were assigned by cooperating or sponsoring agencies.

Evaluation of the Program

Under the terms of the demonstration agreement for the community education program, a relocation evaluation study of the families was to be made.[7] Although the evaluation of the project has not yet been completed, several tentative conclusions may be drawn. The responsibility which the District of Columbia school officials and urban renewal authorites assumed in the community education program and the results obtained suggest that schools and governmental agencies can share an important role in the development of adult education programs. The successful results of the first year of this experimental program have encouraged officials to demonstrate a greater willingness to participate in similar programs in the future. The experimental program demonstrated the desirability of having school facilities remain open longer for programs specifically designed for adults and their families. Because most adults work, the best time for scheduling classes or programs for them was in the evening or at night. The experience of the Southwest demonstration project supported the theory that the closer you bring the program to the people, the greater will be the participation. This was evidenced by the fact that when classes were moved from a location a great distance away from the residential area to the approximate center, attendance increased by a large percentage.

A CITIZENSHIP EDUCATION PROJECT

Community organization may be best defined as the effort of people to balance their community needs with their community resources. The people who come together for this purpose are those who live in a given area—block, neighborhood, or metropolitan area—and have a sense of "belonging" to that area. When a group plans and acts collectively to meet urgent community needs, real opportunities exist for developing sound adult education approaches. The following report describes how groups in Philadelphia achieved two goals: Correlation of the activities of

[7] This evaluation study was in process at the time this report was being prepared. Results of this evaluation will be available from the Urban Renewal authorities early in 1961. In addition to this study, several graduate students in the school of Social Work of Howard University have developed theses on aspects of the urban renewal and relocation problems of families from the demonstration project area.

many community agencies and groups; and citizenship participation in the solution of problems of common community concern.

The Redevelopment Authority of the city of Philadelphia was a public agency created under a State law passed in 1945. Using city, State and Federal funds, the Authority's job was to restore neighborhoods by creating areas for homes, schools, shopping centers, parks, and public buildings designed to serve the people.

In Washington Square East, as in other areas of the city, good residential neighborhoods were seriously affected by the harmful mixture of commercial and industrial uses, traffic congestion, many deteriorating and otherwise substandard structures, and lack of adequate open space. Indeed, Philadelphia to many of its inhabitants, was a "shabby city."

In June 1957, the urban renewal plan got under way. The plan was designed to preserve and utilize the good housing that existed in the area; to provide new houses and apartments; to plan public institutional and commercial facilities needed to support urban living; and to provide modern traffic and parking conveniences for the revitalized "Old City." By October 1957, the Urban Renewal Administration had earmarked funds for the renewal of Washington Square East. City and State funds also were made available for the project. The bulk of the program was carried out with Federal funds by a five-member, nonsalaried board under a Federal law enacted in 1949.

The City Planning Commission first determined that the area was blighted, deteriorated, or deteriorating. The Commission then prepared a redevelopment area plan for the blighted section in harmony with the general plan for the city. The Philadelphia Redevelopment Authority and many community groups were constantly seeking more favorable laws to alleviate problems inevitable in the face-lifting program of the city.

The redevelopment plan also affected the University of Pennsylvania. Demolition of 139 buildings in a two-block, 12.9 acre community, adjacent to the University, got underway by February 1958.

The Educational Program

Philadelphia's renaissance can be attributed to no one person or event. However, it is safe to say that educational cooperation was the process that started the chain reaction for Old Philadelphia's face-lifting. The story began during World War II, when a small group of citizens formed the Independence Hall Association. By

1948, this group had achieved its primary objective—the making of Independence Hall into a National Park, with its protection and maintenance insured by the Federal Government.

The State of Pennsylvania at the urging of the citizen's group, agreed to clear a beautiful mall three blocks long to the north, the whole area to be landscaped with trees, gardens, and fountains. At the beginning, the task of the committee was made difficult by lack of community sympathy and understanding. To meet this attitude, the citizen's group had to build a real program of education for public understanding. Discussions, forums, newspapers, radio and TV were used to develop community understanding. Despite protests, the plan not only was executed, but an even more extensive plan was adopted for the several blocks surrounding Independence Hall.

Another step in the education process was the formation in March 1949 of a citizen's group of 23 men called the Greater Philadelphia Movement. This group was dedicated to making the city a better place in which to live.

It was obvious that some of the worst slums in the city were almost within a stone's throw of City Hall. Here, in what has been called "America's most historic square mile," were concentrated a large number of fine old houses and some of the worst blight.

The big stumbling block to redevelopment of Old Philadelphia was the huge, sprawling Dock Street Market, which for 175 years had distributed fruits, vegetables, and meat near the waterfront. It created not only one of the biggest traffic problems but also was one of the major contributors to filth and disorder. There wasn't a single public toilet in the whole area.

With bold imagination, the Food Distribution Center was moved to the area formerly occupied by the city dump. The fight to accomplish this required some several years and $100 million, but with the Dock Street Market gone, Philadelphia found the way clear to realize her dream.

One of the fascinating aspects of the long period of education of the public was the rapidity with which new organizations developed. Civic organizations brought new and old residents together in neighborhood improvement plans. These organizations worked closely with the City Planning Commission, Redevelopment Authority, and the Greater Philadelphia Movement. Together these groups have worked not only for the Redevelopment of Old Philadelphia but for many of the other urban renewal projects of the city: Penn Center, the new food center, the ex-

pressways, the seaport, the purification of the water supply, and the eradication of the slums in several areas.

The Role of the Schools

Schools and related organizations were linked in several ways. The Board of Education was represented on Urban Renewal Committees and the Planning Council by the business manager or people especially chosen for the assignment. The Board of Education had to consider a tremendous reinvestment in terms of new schools, libraries, indoor arts and crafts rooms, gymnasiums, and outdoor play areas of varied sizes for all residents in the affected communities. The elementary schools, as natural neighborhood centers, provided meeting places for neighborhood groups. The parent-teachers organizations included urban renewal in their programs. Teachers of civic or citizenship in the elementary, junior, and senior high schools organized classroom teaching units around the problems of blight and urban renewal.

The pupils were used as channels to get positive and meaningful ideas about urban renewal back to the adults in the families at home. The local universities and colleges all joined hands to take a direct interest in the improvement of the residential environment of their campuses. The Institute for Urban Studies of the University of Pennsylvania made significant research contributions to the project.

Most of the new facilities and educational services for the new and old residents of Philadelphia were developed on a community basis. Many industrial organizations, social welfare agencies, governmental departments and educational groups contributed to the program. The achievements and success of the Philadelphia Citizenship Education program benefited all residents in the community and demonstrated that people who represent different neighborhoods and interests can work together for the good of the total community.

SELF-HELP HOUSING EDUCATION PROJECT

Origin of the Program

Coordination among individuals and groups in the community is the process of working together to establish goals and take action on specific community or group problems. Today, more than 200 families in Indianapolis, Ind., enjoy the comforts of modern homes because of the application of this principle. The

Self-Help Housing Education Project of Flanner House enlisted the cooperation of hundreds of citizens in creating a whole new neighborhood in Indianapolis where the homes were actually constructed by the families living in them.

Flanner House was founded as a settlement house in 1898. Over the years, it provided a number of services, including a day care nursery and school–age program, teenage activities and handicrafts, camping, classes for adults in weaving, sewing, cooking and upholstering, community gardens, a self-help cannery, catering service, a health education center, and more recently the self-help housing education project.

The self-help housing education project was designed to provide the understanding and skills necessary for families who were willing to build their own homes. The main educational objective of this project was to develop relationships between groups and individuals that enable them to act together. It also taught them how to create and maintain facilities and services through which they realized their highest values in the common welfare of all members of the community.

In 1937, Flanner House received a grant of $4,000 from the Indianapolis Foundation for the purpose of studying the education, economic, health, and social problems of its community. The study was carried out with the assistance of students from Indiana University and Fisk University. It involved 1,501 Indianapolis families and identified the area bounded by 16th Street, West Street, 10th Street and Milburn as one of the most persistent slum areas in the city. In 1946, a further study was made of 454 households in the immediate vicinity of Flanner House which provided the specific data for the redevelopment program.

Near the end of 1946, the city had become extremely self-conscious about its slums. As home building slowed up during the war, the blight spread at an increasing rate. The migration of workers northward from Kentucky and Tennessee put even greater pressure on over-crowded housing districts. In 1944, under the leadership of an interested citizen, a meeting was called and a total of $13,000 was raised for preliminary slum clearance. The meeting was jointly sponsored by Flanner House, the Mayor's Post-War Planning Committee, the Chamber of Commerce, and the American Friends Service Committee.

A study made in 1938 had identified a 178–acre area in the Northwestern sector of the city as the most seriously deteriorated part of the city. The Park Department, the City Planning Commission, and the Flood Control Board were making plans affecting this area. The City Planning Commission was well under way

with a master plan for the area which included zoning, waterways, parks, schools, streets, public utilities, and housing. Under the sponsorship of the mayor's office, a bill was presented to the 1945 General Assembly which would permit cities with a population of over 300,000 to create a municipal department for slum clearance and redevelopment. In order to clarify the purposes of the bill, Flanner House invited the entire Indiana Senate to a meeting where the need for slum clearance and urban renewal was carefully explained. The bill passed the Indiana Senate with but two dissenting votes and the 1945 Redevelopment Act became law.

Following the adoption of the Redevelopment Act, a Commission was formally organized composed of leading citizens. This group formed a nonprofit housing corporation known as Flanner House, Incorporated. The date was August 14, 1945.

During the interim, Flanner House was making a more detailed study of conditions in the areas under consideration. In October 1946, the findings of this study were presented to the Redevelopment Commission.

The group studied was largely one of marginal laborers with a median income per family of $26.70 per week. Almost all the houses occupied by these workers needed major repairs, and some were considered uninhabitable. There was little understanding or concern for community health and sanitation. The summary of this study concluded:

> The area studied in terms of physical characteristics represents one of the most unsightly, unsanitary, and deteriorated sections of the entire city of Indianapolis, one which a Federal Housing Administrator characterized as one of the Nation's worst slums.[9]

Project Implementation

In June 1946, ten veterans agreed that they would like to band together to build houses under the direction of a housing director skilled in the building trades. Officers were elected, and committees on site, organization, finance, and building training were selected. For a period during this time, this group met to discuss problems, hear committee reports, and question experts, including representatives of the Federal Housing Administration and of the Veterans Administration. Some of the men dropped out from frustration and delay. A great number of problems remained to be solved.

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[9] *Self-Help Housing; Handbook Flanner House Homes, Incorporated*, Indianapolis: Flanner House, 1956. p. 6.

In May of 1947, a luncheon sponsored by Flanner House Homes, business men and civic leaders raised $4,000 to launch the program. In December 1949, Flanner House announced an anonymous gift of $70,000. By April of 1958, a group of 58 veterans saw the opportunity to build and own their own homes under the self-help housing scheme.

The burden of the initial phase fell upon the newly employed family consultant. Basic information had to be obtained regarding the builder's health, credit rating, job stability and dependability, income, size of family, and ability to get along with people.

Contracts were signed and ground-breaking ceremonies were held August 24, 1950. Work schedules were set up on the basis of crew assignments, each man agreeing to work a minimum of 20 hours per week. Wall sections, trusses, kitchen cabinets, and the like were pre-cut and assembled in the new shop.

The family consultant and a social caseworker assisted builders in their contacts with an architect and mortgage institutions; counseled builders on home problems, finances, and home furnishings. A builder's committee was set up. Records were kept which included project progress charts, individual case records, and group progress reports. Time records and a financial record system were set up.

The first house required 5,600 man-hours to construct as compared to 2,000 for the ninth house, and recent reports showed that 1,100 to 1,200 hours are sufficient to construct a three-bedroom home with about 950 square feet of living space. With self-help labor, houses appraised for $12,000 to $14,000 were costing the builder from $8,500 to $9,000. Monthly mortgage payments of 20-year mortgages ranged from $55 to $75.

Educational Program

A variety of community agencies cooperated in making the self-help housing program successful: The Division of Health, the City Redevelopment Commission, the Indianapolis Chamber of Commerce, the American Friends Service Committee, Labor Organizations, and many others. The fundamental education program was concerned not only with building better houses, but in developing better homes and better communities. The community of houses would become a unified constructive force in Indianapolis. The residents were assisted in learning the basic skills needed in using certain tools and in working together for mutual benefit. They experienced successes and failures in a

common cause, and sensed the broader leadership responsibility to the wider community. Housing experiences became adventures in living which synthesized all the basic areas of living. Work, health, clothing, food, citizenship, recreation, housing and moral and spiritual welfare were the concerns of the program. The planners believed that the success of the entire operation depended upon whether the experience in building a house would bring the individual family an increased awareness of its social responsibilities.

The educational program of the self-help housing project was outlined as follows:

I. Initial Meeting
   - A. Introduction to Flanner House.
   - B. Story of Self-Help Housing.
   - C. Special Slides.
   - D. Philosophy.
   - E. Questions and Discussion.

II. The Organization of Flanner House Homes, Incorporated.

III. Organization of Crew Work Responsibilities.

IV. Instruction in the Use and Care of Tools and Equipment - Project Supervisor and Crew Leaders.

V. How Builders Are Selected.

VI. Housing Finance.

VII. Section of Individual Housing Features.

VIII. Policies and Regulations.

IX. Finale for Families.[10]

This Self-Help Housing Education Project was a teaching-learning process. One of its major purposes was to provide a communicative vehicle to the community, and the demonstration in the community was the channel for this message. Literacy became the basis for the intelligent understanding and employment of the skills of reading, writing, and figuring. Literacy was a built-in-part of the education program and an academic job-related type of curriculum was provided for this purpose. Flanner House considered that the job of fundamental education was to mobilize the resources of a community—human, institutional, and material resources—to solve the problem of that community.

The need, ideas, and plans for community programs are often quite clear, but the community requires a bit of assurance, encouragement, and stimulation to bring action. Sometimes the alert educator of an institution can successfully perform this role.

[10] *Ibid.*, p. 34–36.

The Indianapolis experience shows how it is possible to speed up progress toward democratic responsibility when educators make use of community experience to help citizens train themselves for responsible decision-making.

A COMMUNITY COOPERATIVE EDUCATION, RESEARCH, AND DEMONSTRATION PROJECT

An educational institution should not be required to assume all the responsibility for community activities. It should not usurp the power of any other organization, but it should be ready and willing to cooperate in any undertaking for the good of the community. This principle is illustrated in Minneapolis, Minn., where a university, the U. S. Census Bureau, the Minneapolis Housing and Development Authority, and other city agencies joined together in a program of research, demonstration, and action which resulted in the successful relocation of a diverse population of residents.

Origin of the Program

The Skid Row of the Lower Loop of Minneapolis has a longer continuous history than any other area of the city. Skid Row, it appears, originally served as a wintering center for agricultural laborers, and other seasonal, migratory workers. During the last major depression, it accommodated a heterogenous population of transients. Since 1945, the population has chiefly consisted of low-income pensioners.

The Urban Renewal Program was undertaken by the Minneapolis Housing and Redevelopment Authority immediately upon the passage of the Federal Housing Act of 1949 which made financial assistance available for this program. The first project undertaken was the Hi-Lo-Redevelopment Project in North Minneapolis which was an area with poor topography and which was leveled, landscaped, and resold for new private residental construction. Other projects sponsored by the Authority were: Glenwood Urban Renewal Project which eliminated one of the most blighted areas of the city; Gateway Urban Renewal Project which will provide $67 million worth of new private and public structures; Harrison Urban Renewal Project which will provide for the improvement and rehabilitation of 150 acres of land to

prevent the spread of slums and blight in the city; and Near Northside General Neighborhood Urban Renewal Project which is a 10-year program to provide for old and new residents in the area.

The major program for civic improvement was undertaken with the full cooperation of both old and new residents. The city authorities discovered that in clearing and developing areas which were formerly slums many of the situations required educational approaches. The Margaret Barry Settlement House and the Wells Memorial Settlement House had achieved unusual success in handling the problems of nonsettled people and made their experiences and services available to the city authorities. The old residents of the various neighborhoods cooperated in developing a favorable climate for the reception of the new residents and organized many projects which contributed to orientation and adjustment. The maintenance and appearance of the Glendale Public Housing Project, after occupancy by the new residents, gave evidence that public housing provided for the newer elements of the community could be attractive and well maintained in keeping with existing community standards.

According to a study prepared in 1958 by the University of Minnesota and the Minneapolis Housing and Redevelopment Authority, with the cooperation of the U. S. Bureau of the Census, the presence of Skid Row can still be detected by the records of lodginghouses, bars, pawnshops, and secondhand stores and missions within the area.[11] There is a possibility that Skid Row was established some time before 1880. The city grew up around an open space at the western end of the river crossing and extended approximately from the present site of the Great Northern Depot to the Nicollet Hotel. The population, when Minneapolis was incorporated in 1856, was 1,500. As heavy immigration increased, the population and private dwellings were pushed farther and farther from the original point of settlement, while at the same time, the center of the business district moved westward at the rate of nearly one block per decade.

The cooperative study revealed that the population of the Lower Loop was growing. The median age of the population increased from 53 in 1940 to 57 in 1950, and to 60 in 1960. By 1958, the population showed only one female for every 23 males in the Lower Loop and no small children at all.[12]

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[11] *A General Report on the Problem of Relocating the Population of the Lower Loop Redevelopment Area.* Minneapolis: Housing and Development Authority, May 1958. 217 p.

[12] *Ibid.*, p 68–69.

The educational level had been rising slowly. In 1940, 1 in 5 Lower Loop residents had any schooling beyond grade school. The proportion rose to 1 in 3 in 1958. The number of illiterates declined somewhat, but the amount of schooling was not changed. The median resident had not quite graduated from grade school in 1940 and barely had reached the ninth grade by 1958. In 1958, 56 percent of the residents lived at the same address as in the previous year; 84 percent had been residents in the county at least 12 consecutive months. Approximately 16 percent living in the area in 1958 could be considered migrants or new residents.

Skid Row residents tended to be undereducated and to possess most of the social characteristics of the under-privileged.

The proportion of illiterates was slightly less than the national average for the male population. The residents were more mobile than the general population of the United States. According to the 1950 Census, 58 percent of the Minnesota population, aged 25 years or over, had completed less than 5 years of schooling. The national average in the same age group was 11 percent. During World War II, Minnesota had the second lowest percentage (2.2) of Selective Service registrants who failed the Armed Forces Qualification Test. Only 56 percent had lived at the same address for a year or more consecutively, compared to 80 percent of the total male population. About 1 in 6 of the Skid Row residents had lived at the same address for 10 years or more.

Homeless men, by definition, are those without families, and the inhabitants of Skid Row showed a remarkably low rate of marriage past and present. The proportion of men who never married rose with age. One of the most striking single facts about Minneapolis' Skid Row was the presence of 275 men in a population mass of 3,669 who were past the age of 75, some of them ranging into the 90's.

The Education Program for Relocation of Families

It was clear from the beginning that one of the most serious problems of urban renewal was relocation. The education and information agency used was the Lower Loop Relocation Advisory Council, composed of representatives from the Planning Commission, the Mayor's Advisory Council, a representative from the City Council, and representatives from the University of Minnesota, City Carpenter's Council, Commissioners Welfare and Old Age Assistance, Midland National Bank, Union City Mission, Salvation Army, Health Department, Community Welfare Council, Minneapolis Welfare Board and Direct Relief.

The problem of relocation in Minneapolis presented special difficulties because of (1) the unusual characteristics and needs of the Skid Row residents; (2) an absence of detailed information and the wide prevalence of bias and misinformation concerning these people; (3) the involvement of many other public and private agencies beside the authority in various phases of the problem; and (4) the absence of precedent—Minneapolis was the first city in the country to undertake the complete demolition of a Skid Row area. The only partial precedent was offered by Sacramento, Calif., which demolished a portion of its Skid Row area a few years earlier.[13]

The Authority accepted the responsibility for relocating the families with the particular objective of trying to relocate these persons into facilities appropriate to their needs and in preventing the transfer of spots of blight to the new neighborhoods.

Special relocation measures were adopted for the single men with special problems of social maladjustment, low income, alcoholism, and illness which made it impossible for them to conform to the normal patterns of living in the community, and which made them generally unacceptable in the community. Recommendations were made to the appropriate agencies for the expansion of their facilities, where necessary, to take care of these persons.

Another phase of the Relocation Advisory Staff's work involved studies and research to facilitate the strict enforcement of fire, health, housing, and zoning codes, particularly during the period of transition, in areas to which persons from the project area were likely to move.

One of the serious educational and social problems was the scope of assistance possible for rehabilitation programs which changed persons (unwilling and unwanted as residents in the general community) into persons willing and acceptable for dispersion throughout the community, thus cushioning the impact of special relocation problems and reactions.

With the cooperation of the U. S. Bureau of the Census in 1958, a survey was made of age, income, source of income, rent, former address, residence in neighborhood and address, employment, employment history, physical handicaps, race and nationality, family status and history, education, and migration expectations. The census survey also attempted to find out how much employment of casual labor there was in Minneapolis and how much of it came out of Skid Row. What were the trends?

[13] *Ibid.*, p. 2.

In order to obtain firsthand observations about Skid Row institutions, 15 graduate students were sent by the University of Minnesota into the area as participant observers. The observers were disguised as residents or transients to minimize their visibility. They slept in lodginghouses and boxcars, ate in restaurants, drank and fraternized in bars, attended mission services, and watched court proceedings. One became the intimate of a criminal gang. Each observer was subject to rigid rules which required the reporting of actions and conversations in great detail and the continuous analysis of the populations involved in various Skid Row activities.[14]

Minneapolis regarded relocation as a real opportunity to improve the living conditions of displaced families. It was realized that the city's Redevelopment Authority, under the law, must assume the responsibility of seeing that every family was properly relocated. No person was required to leave an urban renewal area until decent, safe, sanitary housing was available. The movement of families afforded a good opportunity for revising and reorienting the residents' ways of living in and using their communities. The authorities discovered that some families quickly changed their mode of behavior when moving into a more desirable physical setting from a blighted area.

Relocation responsibilities were carried out through an on-the-site relocation office. The very nature of the problems connected with relocation required professional counseling and guidance services. Assigned to each relocation office were supervisory and technical field personnel. A house-to-house survey of the entire redevelopment area was made to establish individual records for the new occupants. Each family or business was assigned to one of the field representatives who was responsible for sub-segment activities, such as notifying the occupants of new developments in the relocation program affecting them, maintaining liaison with other public agencies regarding public housing accommodations, educational opportunities, and welfare problems. The Relocation Office maintained a file of housing vacancies suitable for the new occupants, and provided information about special adult education opportunities available in the schools and agencies in the community.

As a result of the first relocation experience, the Housing Authority concluded that greater understanding of the community as to the benefits of slum clearance and urban development gained wider public support and facilitated relocation.

[14] *A General Report On the Problem of Relocating the Population of the Lower Loop Redevelopment Area.* Minneapolis: Housing and Redevelopment Authority, September 1958. p. 10–11.

URBANIZATION AND EDUCATION FOR BETTER HOME AND FAMILY LIFE

Background of the Area and Its Problem

The Calumet Region (of the Greak Lakes area) is one of the most highly developed, industrialized, but congested areas in the world. The region is made up of a number of autonomous communities—each with its own characteristics and problems—but also sharing common characteristics and problems with its neighbors. These problems cross city, county, and State lines.

Approximately one-half million residents of the area are comprised of some 60 ethnic and racial groups with differing cultural backgrounds and degrees of assimilation into an industrial and urban way of life.

The contiguous urban development, the degree of industrialization and the extensive transportation system contribute to practically every social, economic, and political condition and problem known to a modern industrial society. A brief listing of these problems would include:[15]

1. Aging and poorly maintained residential and commercial structures in the older neighborhoods, many of them violating building and safety codes, and many lacking adequate sanitary and heating facilities.
2. Inadequate zoning, lack, in some cases, of community and area planning, over-occupancy of available housing, and overcrowding of structures on the available land.
3. Rapid population increase and turnover which have caused overcrowding and left pockets of imperfectly assimilated newcomers in many of the older neighborhoods. In some sections the changes have been so great that existing social standards and relationships have been weakened or destroyed and civic leadership lost faster than it could be rebuilt or redeveloped.
4. The normal difficulties of the intergroup adjustment to living and working together complicated in some sections by the variety and disparity of cultural backgrounds and the transiency of neighborhood makeup.
5. The lack, prior to the establishment of the Purdue-Calumet Development Foundation, of any mechanism for attacking these problems on a coordinated and cooperative basis.

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[15] *Purdue-Calumet Development Foundation. The Conception, Organization, Objectives.* East Chicago, Indiana: Purdue Calumet Foundation, May 1, 1967. p. 1–3.

Formation and Organization of the Purdue-Calumet Foundation

Increasing concern with housing conditions in East Chicago, Ind., led to two independent investigations. In 1952, the two major industrial employers in the area cooperated with Purdue University in making an extensive study of their employee's attitude, problems, and desires related to housing and living environments. The results, published in 1953, enumerated such problems as those already described. In 1953, the East Chicago City Administration conducted an intensive survey of certain selected neighborhoods with emphasis on fire, health, and building code violations. The necessity for early and quick remedial action was highlighted by these studies.

In recognition of the magnitude of the problem, and the growing awareness of the need to find lasting solutions to them, the Purdue-Calumet Development Foundation was organized and incorporated in November 1954.

The business affairs of the Foundation, including approval of programing, selection of staff, and election of officers, are managed by a 15-member board of directors. The public, trustees, and research member groups are each represented by three directors, the sponsor members by six. To assure continuity of planning and action, each director's term of office was set at 2 years (or until duly replaced) with only one-third of each membership group's directorships expiring each year.

The foundation was empowered to help slum clearance, neighborhood rehabilitation, housing construction and other activities to improve living—educational, social and cultural—conditions in the community. The foundation is a nonprofit organization set up to achieve community betterment.

The financial resources of the foundation are derived from the contribution of sponsor members. As of March 1, 1958, 22 of East Chicago's major industries had pledged contributions of approximately $1 million. In addition, there were nine sustaining sponsors. The funds provided working and equity capital for use in planning the work and in initiating programs which subsequently can be financed out of project income or through the mechanism provided for financing specific projects.

Family Service Adult Education Program

The educational program of the foundation was set up as a pilot project and experiment in adult education to discover ways and

means of helping relocated families adjust to new housing and develop better home and family life.[16] In the early phase, major attention was given to families in the newly constructed Lakeview Apartments in East Chicago, Ind.

The experimental workshop was the Lakeview Apartments which had 86 housing units. Lakeview Apartments were planned and constructed by and are under the supervision of the East Chicago Housing Corporation. Direct relocation work was done with all the families that moved into the building. The first family moved in on December 31, 1957, as did the director of the program. The director remained as a resident of the Lakeview Apartments for 5 months. Few families moved in during the first 3 months (only 18), but each week brought new families. On December 15, 1958, 72 families were living in the Lakeview Apartment. The results of working closely with this limited number of families were to be utilized on a broader scale for all the urban renewal programs in the area.

The families living in the Lakeview Apartments provided first-hand resources to study the problems and needs of relocated families. They were able to enlist many social services of the community to assist in the program. All families were within the area of Purdue-Calumet Development Foundation, and attempts were made to reach them. In practice, the program fell short of this goal. It was important to keep in mind the full range of social, economic, cultural, educational, and other factors affecting day-to-day living of all families in the area.

The problems encountered were the concerns of many people, agencies, and organizations. Purdue-Calumet Development Foundation's Family Service Education Program made use of these interests and concerns.

Objectives

Family service was an educational program designed to assist relocated families in meeting successfully the problems of everyday living. Its purpose was to teach knowledge and skills essential for a better home and community life and encourage better relations with other people.

The Family Service Education Program assisted individuals and families to utilize more fully their own resources and those available to them in a continuing effort to have a better home and community life and encourage better relations with other people.

[16] Morrow, Evelyn. *The Family Service Education Program.* East Chicago, Indiana: Purdue-Calumet Development Foundation, 1958. 18 p.

The program was to serve all people regardless of difference in race, creed, religion, social, or economic status. Family Service worked in cooperation with all community agencies concerned with better home and family living.

The Foundation, with the assistance of the Extension Service of Purdue University, set up an educational program which was specifically designed to improve the economic, social, and physical well-being of individuals and families. The families were encouraged to assume responsibility for helping to bring about better conditions of home and family living. Opportunities were provided for family members of all ages and both sexes to learn whatever they needed to know in order to make their own family living happier and more satisfying. Some of the desired outcomes included: (1) The creation of a desire within the families for better living standards within their resources; (2) free and voluntary participation by family members in programs for community improvement; (3) initiative and resourcefulness in solving their own problems, and (4) a better understanding of the role of citizens in a democracy.

These general objectives represented some of the desirable changes which the foundation hoped to bring about in people through the educational program. The general objectives stated ideas which they expected individuals and families to get and use, the kind of skills they hoped they would develop, and the techniques of thinking and problem solving which were hoped they would acquire.

Effects of Changing Population

The clients of the Family Service Education Program varied greatly in educational training, age levels, languages, and other characteristics that influenced their response to educational stimuli. The common interest of the "public" was that of finding a better place to live.

There was considerable variation in the population—62 percent of the families were Negroes, 32 percent were Mexicans and Puerto Ricans; and 6 percent were Indian, Cuban, and mixed white and colored. A small percentage of the Spanish people were born in the United States and most of the Negroes were from the Deep South. However, some of the Negro families were second and third generation residents of the Calumet Region.

The educational level ranged from no formal schooling to doctorates. There were three medical doctors and a man with a Ph.D. in chemistry. There were three women teachers with

master's degrees. Four adults had no formal schooling in either English or Spanish. Most of the adults had schooling of less than the equivalent of grade 8.

Seventy percent of the Mexicans and Puerto Ricans could not converse in English. The children of these families who attended school were used as interpreters.

Seventy-seven percent of the adult population fell in the 20–39 age group; 23 percent in the 40–59 age group. Thirty percent of the youth were in the 10–20 age group; 30 percent in the 6–9 age group; and 40 percent in the 5-year and under age group. The number of children in the families ranged from 0 to 8; 13 families had no children.

The range of family income was from $2,148 to over $15,000. Three families received all their income from social welfare. In a number of cases, both husband and wife worked.

The first steps as carried forward by the director were:

1. To understand Purdue-Calumet Development Foundation and the working relationships with Purdue University and the Cooperative Extension Service.
2. To understand and study the community in which the project was located.
3. To learn how people lived in the community, what they now had, and what they wanted. (Home visits).
4. To build relationships with as many different community groups and agencies as possible. It was obvious that they would need strong allies in any program of new service to the community.
5. To study and know the kinds of groups most likely to be interested or involved in working toward the enrichment of community life.
6. To develop a plan for the Family Service Educational program that would emphasize both the community concerns and the development of the individual person with which the Purdue-Calumet Development Foundation was concerned.
7. To try out different kinds of program ideas to learn which homes would be most useful and effective in developing the educational program.

Developing a Plan of Procedure

No formal organizational structure was developed during the first year. Considerable experimentation was carried on to discover the most effective channels to reach the families with practical and useful information. The major effort went into developing and carrying on programs and services of immediate need. Families were encouraged to help themselves and work with other families in providing for their needs.

A plan of work defining the objectives and stating the tentative plan of work was submitted on July 1, 1958. The plan was adhered to as closely as possible during the last 6 months of the year.

Briefly stated below are some of the things that were done to help families help themselves in the first year of the Family Service Adult Educational program:

1. Held interviews with families who were considering moving into Lakeview Apartments.
2. Made home visits to all families that had made application for an apartment to acquaint them with living conditions in their new home to learn to know the family and their present living conditions. There were a number of absurd and mischievous fallacies and rumors regarding the Lakeview Apartments which readily passed for the truth and had wide circulation, for example, that families had to have all new furniture, furnishings, clothes and dishes; that families were not to have any visitors; and that heat and utilities were shut off at 10 o'clock.
3. Assisted and advised families on use of present furniture and the purchase of additional furniture when needed.
4. Helped with the arrangement of furniture, cupboards, and closets in apartments.
5. Advised on the use of equipment and facilities.
6. Helped family make necessary adjustments; helped families to help themselves and to learn to do for themselves.
7. Assisted in financial planning. (Transition from paying rent for one month from a weekly basis; difficult for many.)
8. Helped to make families want improvement rather than do what was thought good for them.
9. Arranged formal educational classes.
10. Acquainted families with community facilities and resources and how they could use same.
11. Provided consultation services.
12. Assisted families to develop (a) an understanding of other people; (b) pride and a sense of responsibility; (c) a sense of security and stability.

The first year was a period of experimenting with different methods and techniques with various groups of people and different kinds of educational materials. A general picture of the program's achievements during the first year should be helpful in visualizing the program in action.

A large community room was provided in the Lakeview Apartments for the office, demonstration and general meetings, and classrooms.

The major types of activities were small and large group meetings; demonstration and discussion meetings; individual services; day workshops; formal classes; and the use of printed material.

The time devoted to different tasks during the first year was divided as follows:

1. One-fourth time involved in showing apartment and interviewing would-be applicants; home interviews; and general reports and records on occupancy, etc. 461 families were interviewed as prospective tenants; 148 home interviews were conducted with approved applicants.
2. One-fourth time involved in apartment visits which included individual problems of housekeeping and family relationships. Sixty-six meetings were held with tenants on educational topics regarding everyday living; 771 visits were made to individual apartments regarding definite purposes.
3. One-fourth time used in consultation regarding individual, family and apartment problems, and actual class teaching; 994 office visits were recorded in which definite topics were discussed.
4. One-fourth time was spent in use of equipment, miscellaneous "policing chores", and working with other organizations and agencies. Fifty-six meetings were held with church groups, service organizations and agencies to acquaint them with the Family Service Educational Program of the Purdue-Calumet Development Foundation. Eighteen meetings were held with different agencies to discuss common problems and to learn their fields of operation.

A detailed study of the actual activities engaged in by the Director of Family Service would reveal important information as to how the program was organized and the working relationships which were developed with many organizations and agencies. Nearly all of the groups contacted cooperated. The director of adult education for the East Chicago Public Schools cooperated in setting up two English classes for Mexicans and Puerto Ricans and in securing four sewing machines for use in the community room of the Lakeview Apartments.

The faculties of public and private institutions generously shared their skills for teaching and demonstrating essential lessons the families needed to learn. A good example of this kind of cooperation was the special help given by the elementary school faculty to the retarded and handicapped children in the Lakeview Apartments.

Effective working relations were established with the faculty at the Purdue Center, the Northwest Home Economics Association, Lake County Cooperative Extension Service, and the Public Libraries. Two seminars on the Family Service Educational

Program were conducted at the University of Chicago and Valparaiso University.

The program was organized around seven regular classes spread over three quarters beginning during the summer of 1958. There were two English classes, one class in home nursing, one in clothing, and one in blanket making. Attendance at the various classes varied. The English classes had the least holding power and the "action" or practical classes maintained the strongest interest and attendance over the entire period.

Special interest meetings were well attended. At these meetings, such subjects were taught as color selection and method of painting apartments; care of appliances, bathrooms, and floors; window treatment and curtaining; construction of step shelves; selection of draperies; and use of laundering equipment. The special interest topics were discussed at from one to five meetings depending on the nature of the subject.

Many other agencies organized classes or provided assistance to the families. The Red Cross served on the Lakeview Apartments Nursing Committee, organized a home nursing class, assisted fire victim families, and served as a member of the Difficult Case Committee. The Salvation Army conferred with personnel regarding special needy families and obtained toys for the low income families.

A nurse was assigned by the Visiting Nurses Association to work with the families every Tuesday afternoon. During the year, this nurse had 30 conferences with the director concerning patients; visited 169 patients in their apartments and many introductory visits with the families for the purposes of getting acquainted and in evaluating need. The nurse was responsible for providing such services as the following: Family health guidance in weight, diet, cleanliness, rest, and child behavior; child care confined to infants and preschool age children; inspection for vermin and infectious disease; designated services under direct supervision of the family physician; and dissemination of health education information and materials.

Various churches showed a geat deal of interest in the program. The director of Family Service Education program presented the purpose of the program at the annual meeting of the Council of Church Women in East Chicago and Hammond. In addition, 10 other individual church groups requested talks about the program. The Catholic Charities organization conferred with the project director concerning prospective tenants and helped to secure aid for needy families.

Merchants in the area were very helpful in arranging for the purchase of basic furniture and furnishings. A sewing machine company supplied four machines for use in the clothing classes and another merchant arranged for a special type of curtain rods for the apartments.

The community room became the center for many useful and recreative group activities. The parents planned the Halloween party and a committee of 12 homemakers planned three parties for different age groups. Other family group activities included birthday parties, christening parties, and three group meetings arranged by individual families.

One of the most interesting and productive features of the experimental program was the individual or small group meeting. Some of the topics discussed at such meetings were: Construction of clothing; curtains, draperies; upholstery of chairs; slip covering; color schemes; marketing; laundry problems; budgets; teenage problems; family relationships; health; and recreation.

Very little printed publicity material was used. A few special articles appeared in publications of some of the major employers in the area. These articles dealt generally with some of the activities of employees who lived in the Lakeview Apartments. The greater part of the publicity was by personal contact with groups or individuals.

At the end of the year the Director of the Family Service Education program concluded that the project constituted a remarkable experiment for an urban renewal project. It demonstrated how seemingly impossible things can be achieved if carried out according to well-conceived plans, and showed the difficulties in eliminating prejudices of many kinds and distorted beliefs.

The primary objective of the program was to assist individuals and families to utilize more fully their own resources and those available to them in a continuing effort to have more satisfying life within their homes and in their community. The program was set up to serve all people regardless of difference in race, creed, religion, or economic status. The primary purpose was to help relocated families adjust to their new living conditions.

The time it might take to stir families to the initiative of self-help that would point to continuing self-improvement cannot be stated. However, in the few months that families have lived in the Lakeview Apartments, they have changed homemaking practices and home customs, become more literate and better informed, and more competent controllers of their own lives.

In summing up the program after one year of operation, the director believed that the families had accumulated experiences in the transition to their new life and way of living through sharing in group meetings, special activities, classes, and family group meetings. Experiences of this nature can well be recognized as continuing education for these families.

At the end of the year, the director made the following observations in her report:

1. To move families from a slum type of residence to a nice comfortable home is relatively easy but to help them make adjustment is a quite different thing. There is a cultural shock, and it takes time for a recovery. To furnish the apartment or home, pay rent, buy clothes and food at the same salary, is very difficult for most families. The cultural traits persisting from the rural backgrounds or from previous generations involving food, clothing, shelter, education, recreation and the like, tend to slow up the process of raising the standard of living. There was a small number of families who could not adapt to the discipline of their new living conditions.
2. Material possessions tend to be related to morals, degree of satisfaction and social adjustment and the general psychological well-being of the family. It appeared that being in debt for material possessions (i.e., high priced radio, TV sets, bedroom suites) was of far less concern and importance to the families than the satisfaction of having everything they wanted.
3. While there was a vast economic gulf separating the higher income from the lower income families, all shared a common hope that living conditions in East Chicago would improve. There was only one way for many of the families to move and that was up.
4. Many of the families had little or no knowledge of such basic things as how to plan a meal, how to market for quality, how to make simple repairs to furniture or clothing, how to wax a floor, or how to bake bread or cookies.
5. There was little response to a straight academic type educational program. Learning and interest were sustained longer when applied to actual living conditions and everyday problems. Education *per se* was too often associated with drudgery, so it was better in our informal educational work to forget the word "education: and to make the work an expression of interest and pleasurable enlightment."[20]

Purdue University Extension

The plan and organization of the Purdue-Calumet Foundation was conceived by a member of the staff of Purdue University. University officials had determined that the contributions of the institution to the urban renewal program should be conducted with the cooperation of the foundation and other local, State, and

[20] *Ibid.*, p. 10.

Federal agencies. Three major areas of activity were to be included: (1) Educational service, (2) research, and (3) consultation in the rehabilitation of people and properties. In order to provide and coordinate the services, the university has decided to establish an Urban Development Institute at the University's Center in Hammond, Ind. The Family Service Education program to be conducted on an experimental basis would become, with necessary modifications, a permanent part of the Urban Development Institute's program. As contemplated, the Institute will concentrate on providing three types of services: (1) Family service education, (2) continuing education and school coordinated activities, and (3) a professional program of studies and on-the-job training for redevelopment specialists.

The Urban Development Institute will provide counsel to property owners, civic officials, Purdue-Calumet Foundation personnel, and other organizations and individuals concerning renewal, conservation and rehabilitation activities in the Calumet region. The Urban Development Institute as an integral part of the extension structure of Purdue University will be able to draw upon other university units for persons with special competence in fields relating to the total urban renewal problem.

The Institute proposes to conduct action research to support proposals and projects of the Purdue-Calumet Foundation. It also will record and analyze relocation data and information. It will direct basic research in coordination with the Graduate School of Purdue, the foundation, and other interested agencies. The areas covered will include sociology, psychology, economics, geography, political science, engineering, and the technologies.

The university, industrial, community, and Foundation officials believe that the experience of the Purdue-Calumet Family Service Education program suggests an educational approach to some of the more pressing operational problems involved in the relocation and redistribution of families. The Urban Development Institute's program, in the main, will concentrate on long-range goals which depend on the careful collection of data, projection of trends, building of programs, and the qualification and training of leaders who must conduct them.

MOBILIZING THE TOTAL EDUCATIONAL RESOURCES OF THE COMMUNITY

Mobilization of the total educational resources of a community for the benefit of all the citizens was the goal and principle of the New Haven, Connecticut Citizens Action project. The project

demonstrated how citizen associations can provide leadership in bringing together a large number of community agencies to work toward common educational goals and physical improvements.

New Haven's principle of coordinated administration and leadership from the mayor's office with active cooperation of the Citizens Action Commission is being widely studied in other cities that are faced with the problems of urban renewal, relocation, rehabilitation, and conservation.

Origin of the Program

The dilapidated, rotten buildings of New Haven's worst slum have now been leveled and 42 acres of a new city are emerging from the rubble.

New Haven, settled in 1638, is the seventh oldest city in the United States. It was laid out in nine squares and is considered the first American city to have a city plan. The central square was set aside as a market place and public ground. Many later cities followed this plan. New Haven grew from a handful of settlers to a population of 8,000 at the time of the American Revolution. After some 220 years of gradual and pleasant growth, New Haven, in less than 50 years, lost much of its beauty and acquired most of the slums it is now removing. From 1860 to 1910, the population expanded from 40,000 to 134,000.

In 1910, a plan was made by some to clear out the slums and restore New Haven's lost beauty. Nothing happened. The effort to rebuild was not made again until 1950. By the time that the pattern of neglect had spread, the slums and blight had taken a fearsome toll. As a place to work, rear a family, and live, New Haven was in decline.

The citizens realized that new attitudes, increased opportunities for all people, better education and recreational facilities, and improved education programs for the young and old alike must come along with physical changes. Since 1954, there has been many exciting changes in the physical appearance and attitudes of the people of New Haven. Credit for most of these changes goes to all citizens—old and new residents, who shared in applying educational methods to the urban renewal program to halt decay and blight in sections of the city.

Citizen Participation in Urban Renewal

The Citizens Action Commission was formed in 1954 to "mobilize the combined resources of our fine old city in a nonpartisan

program of united action to achieve a better and greater New Haven."[21]

The commission hoped to fulfill this responsibility through the exchange of views and participation in decisions affecting the urban renewal program. At regular meetings in the mayor's office, the commission members' knowledge proved an invaluable guide in arriving at vital decision for New Haven's future. The commission was composed of 30 leading citizens appointed by the mayor to act as a nonpartisan body.

The Role of the Public Schools

The Citizens Action Commission has an Advisory Committee on Education. This committee recently completed a comprehensive survey of the New Haven Public School System, as part of a statewide study of the "Role of the Public School." The study covered the school curriculum, educational services, general policies, and educational philosophy.

Another activity in which the committee was engaged was an improved vision screening program adopted by the Board of Education. A subcommittee of 20 persons made inquiries into the Special Services Programs of New Haven schools. They interviewed professional people concerned with remedial reading, sight saving techniques, speech and hearing correction and the mentally retarded. The committee had as a continuing research project, the comprehensive study of the educational resources provided for the academically talented in New Haven schools.

Committee Organization

The Citizens Action Commission included several other action committees as part of its organization. There was the Industrial and Harbor Development Committee which undertook studies leading to the promotion of new and expanded industrial opportunities. There was the Committee on Metropolitan Approach, which has encouraged the Regional Planning Authority of South Central Connecticut in its comprehensive industrial and land-use study of the Quinnipiac Valley area. It also concerned itself with promoting a coordinated waste disposal system in the metropolitan area. It promoted studies and surveys of a metropolitan

[21] New Haven Citizens Action Commission. *Annual Report and Development Guide, 1959.* New Haven, Conn.: Citizens Action Commission, 1959. p. 8.

approach to various area-wide problems. Other committees were: Control Business, District, Traffic, and Parking Committee, Housing Committee, and the Human Values Committee. The latter two committees, will be described somewhat in detail.

During 1958, the Committee on Housing actively explored the possibilities of available housing for the elderly, ways and means to improve the financing of home improvements. The committee also served as an advisory body for representatives of neighborhood improvement councils. Each neighborhood had a neighborhood renewal committee and in some cases there were subcommittees on cooperative housing and housing for the elderly.

The Human Values Committee worked effectively in bringing old and new residents together for effective community action. It dealt mainly with education, health and welfare problems, recreation, and juvenile delinquency. It functioned through several subcommittees such as the Health and Welfare Subcommittee, the Bicycle Loan and Safety Committee, the Recreation Committee, and the Juvenile Delinquency Committee.

Personnel of the various committees were usually volunteers or persons designated to the committee by the specialized agency concerned. The Downtown Action Committee worked with the Chamber of Commerce. The Planning Economist of the City Plan Department and the Citizens Action Commission provided staff services. The Industrial and Harbor Development Committee was provided staff services by the City Plan Department's Planning Economist. The City Plan Department's Neighborhood Improvement Coordinator and the CAC Director provided staff services for Neighborhood Improvement Councils.

Under the new plan of staff organization of the Human Values Committee, the Human Relations Advisor will serve as staff director for the group. The Citizens Advisory Committee on Education will have a full-time consultant from the Department of Education. He will work with PTA's and other organizations interested in education. The Metropolitan Approach Committee was provided staff services by the Citizens Action Commission's Director and the Planning Economist.

NEIGHBORHOOD CONSERVATION EDUCATION PROJECT

Detroit has initiated a Neighborhood Conservation Education Project in an effort to improve and conserve middle-aged and

newer neighborhoods in order to prevent the spread of blight.[22] To accomplish this objective, the city has planned a program to involve all Detroit residents, young and old, settled and unsettled. They believe that the children and future citizens can be of great assistance in two main ways:

1. By understanding the aims and methods of sound neighborhood conservation, they will be better able to become responsible tenants, home owners, and citizens when they reach adulthood.
2. By studying various phases of neighborhood conservation now, they may help encourage their parents, relatives, and friends in the several neighborhoods to participate actively in the various on-going conservation projects.

Neighborhood conservation is introduced through a language arts unit which emphasizes speaking, listening, reading and writing activities based upon neighborhood conservation aims and objectives. This program is being actively pursued in Detroit schools and has attracted a large amount of attention from school and urban renewal officials in other parts of the country.

In Detroit, approximately 20 of the schools that will be built by 1963 are in neighborhoods where urban renewal is contemplated. The educational and planning authorities believe that many aspects of Detroit's Conservation Program lend themselves to natural classroom and youth group projects. This is a long-range view but the citizens feel that it will no doubt bring great financial benefits to the city and will also in turn be to the financial advantage of the Board of Education.

The school authorities of Detroit recognize that systematic, organized knowledge is the greatest intellectual resource for both personal development and social improvement. Therefore, the emphasis on doing something about neighborhood conservation is upon individual development through acquisition of more useful knowledge which can be applied to the ways of living in and using the resources of the community.

The following conservation education language arts unit is an illustration of the type of curriculum approach which is being used in many Detroit schools.

Neighborhood Conservation as a Language Arts Unit

The language arts include speaking, listening, reading and writing. A language arts unit on neighborhood conservation can provide many oppor-

[22] Detroit City Planning Commission, *Neighborhood Conservation Education Project*. Detroit: January 1958.

tunities for the purposeful use of these basic language arts skills. Listed below are several learning experiences which might well be used in a language arts unit on neighborhood conservation. Under each experience are suggested some specific speaking, listening, reading and writing activities.[28]

I. *A Neighborhood Survey to Determine Good and Bad Conditions*

- A. Discussion in planning such a survey.
  1. What is happening in our city?
  2. What is a neighborhood?
  3. What is conservation?
  4. What can the city do?
  5. What can the citizen do?
- B. Reading of bulletins and other printed material to determine what conditions to check in survey.
- C. Preparations for making a survey schedule.
- D. Interviewing long-time residents of the neighborhood, recording information derived from interviews and reporting on interviews orally or in writing.
- E. Recording and organizing information gathered and reporting to class.
  1. Make a map of the neighborhood, and show good and bad conditions.

II. *A Study of Housing, Health and Zoning Ordinances of the City*

- A. Reading of bulletins put out by city agencies.
- B. Discussion of the why of these ordinances and how they affect people.
- C. Listening to speakers for information.
  1. Visit to traffic court on Friday morning to hear housing violation cases.
  2. Visit to Health Department—rodent control, alley sanitation and over-crowding.
  3. Visit City Plan Commission.
  4. Invite speakers from city agencies to speak.
- D. Reading and discussion of articles in newspapers on these matters.
- E. Writing letters for information or to request a speaker.

III. *Production of Slogans, Posters and/or Jingles on Neighborhood Conservation*

- A. Reading of stories or printed material provided by the Detroit Committee for Neighborhood Conservation and Improved Housing for ideas for slogans, posters and jingles.
- B. Writing of slogans, posters and jingles.
- C. If a contest were held, children could explain contest rules to other school classes or prepare written explanations to be distributed to other classes. Purposeful reading activity would be involved in the judging of material entered in the contest.

[28] *Ibid.*, p. 2-6.

IV. *Preparation of a Program on Neighborhood Conservation to Present to other School Classes, P.T.A., or at a Special Program for Parents*

A. Writing of letters of invitation to parents.
B. Writing of publicity for the program.
C. Discussion in the planning of such a program.
D. Writing of plays, skits, poems, essays and songs for presentation at the program.
E. Oral expression in preparation and presentation of skits, poems and reports.
F. Writing up information gathered from a neighborhood survey and oral presentation of findings and recommendations for improvement at the program.

V. *Individual Surveys of Home Conditions and Planning and Carrying Out of Needed Improvements*

A. Discussion in planning a check list for individual surveys.
B. Reading of materials on home improvements boys and girls can help make.
C. Recording of home survey findings.
D. Writing of individual's plans for home improvement.
E. Writing of letters to parents or to landlords with specific suggestions for home improvements and with offers of boys and girls to help on suitable improvement tasks.
F. Oral reports to classmates of what individuals actually do in the way of jobs to improve their homes.

VI. *Preparation of a Small Booklet on "Our Neighborhood and How We Can Improve It" Which Might be Duplicated and Distributed to Parents and Residents in Neighborhood*

A. Interviewing neighbors and parents regarding neighborhood conditions and needs for improvement.
B. Listening to a qualified speaker on neighborhood improvement as an aid to planning the booklet.
C. Discussion in planning the content of the booklet.
D. Writing and illustrating of parts of the booklet by groups and individuals.
E. Reading of library and other materials on neighborhood conservation to get ideas for the booklet.
F. Discussion in planning some means to pay for the cost of duplicating the booklet if this is a problem.

VII. *Resource Materials*

A. Texts and Readers.
B. Individual Reading materials in kit.
C. Supplementary materials: Children's Museum; Filmstrips; Radio scripts; Movies; TV Features.

The Detroit Neighborhood Conservation Education Project is the first attempt by a large industrial city to develop teaching-learning materials directly related to desirable urban renewal goals. Early reports from this project show positive benefits in improving home and neighborhood conditions by centering school learning activities around better ways of living in the community. Everywhere the conservation education materials are being used, the conclusion is the same—that material standards of living were often significantly improved through what was taught in the classroom. The project is attracting the attention of educational authorities in many other cities who are facing educational problems of a similar nature in their expanding cities.

BUILDING AN EDUCATIONAL PROGRAM FOR THE NEWCOMER

The population of Metropolitan Chicago is growing at an unprecedented rate because of relatively high rates of birth and new family formation, increased expectancy of life and increase in the elderly population, immigration and migration from other jurisdictions and from rural areas. The last two causes act to increase the relative number of very low income families in urban areas.

The Housing Authority of Cook County was created in 1946 by the Cook County Board of Commissioners to serve the County Suburban Communities in two major areas: (1) Provision of low-rent housing where private capital is unavailable or difficult to obtain; and (2) betterment of housing standards generally.

Neglect of housing construction during World War II, magnified by the presence of thousands of migrants and returning veterans looking for adequate and economical shelter, formed the impetus for the creation of the Housing Authority at that time.

Since then, the combined efforts of public, and private agencies have brought tremendous changes for the better. The various efforts of some of these agencies make up an interesting story of how one city is being organized to meet the educational problems of urbanization.

Planning Literacy and Fundamental Education Classes and Activities

Many of the adults who came to Chicago were illiterate and unable to find employment and take their part in community life

because of their inability to read and write English. Others needed to be taught skills in order that they might get better jobs and become more productive citizens.

Alerted to the magnitude and urgency of the problem with which Chicago was faced, due to the migration of vast numbers of people from the rural areas of some of our States and Puerto Rico, the Americanization and Adult Education Division of the Board of Education developed special programs to meet the emergency.

Literacy classes for those who were illiterate in the 3–R's were organized in schools, settlement houses, community centers, branch libraries, park field houses, housing projects, churches, Y.M.C.A.'s, Y.W.C.A.'s, industries, and stores. Education was taken to the people where they were and at hours during the day and evening when it was convenient for workers and mothers to attend.

The readiness of Chicago institutions and agencies to participate in these school sponsored adult education programs was highlighted by the fact that as of July 1960, more than 100 major organizations saw for themselves a responsible role in the educational, informational, or service process.

The Cook County Welfare Association, in 1959, organized night classes for new residents who were on relief. This program has been underway for three years and as a result many of the occupationally illiterate new residents have obtained better jobs.[24]

Developing and Organizing Community Resources

The continuing heavy in-migration of newcomers to the Chicago area presented problems of adjustment and human need which resulted in the creation of a Mayor's Committee on New Residents under the organizational structure of the Commission on Human Relation's Migration Services Department. The committee consists of 47 members appointed by the mayor and has a professional staff of four persons. The objective of the committee is "to help new residents of the city learn about and use the many educational facilities readily available for increasing their job skills." The program and objectives of the committee included:

1. Helping the new residents recognize that all residents have equal rights to facilities and resources of the city, whether public or private; and that no group has priority over another group.

[24] *The Urbanization Program: A Brief Report.* Chicago: Americanization and Adult Education Division, Chicago Public Schools, 1958. p. 1–5.

2. Perfecting the techniques which will enable agencies to reach the new residents on arrival in the city, referring them without delay to that service which they may need immediately: a job, housing, school, or other service.
3. Increasing involvement of established residents who can (a) be informed about the reasons for movement into the cities, the actual numbers moving back and forth, the mobility trends in the city; and (b) be actively involved in professional or volunteer capacities in teaching, encouraging referrals, actively welcoming new residents when they understand them better.
4. Finding the key to motivation for the highest skill training of adult men and women, while encouraging children to remain in school for maximum education.
5. Referral to appropriate agencies those individuals and institutions who exploit the new resident, whether in credit manipulation or housing facilities. In part, this requires immediate moral support of the volunteer groups seeking revision of existing law which restricts the new resident's full participation in the services and facilities of the community.
6. Encourage efforts to educate potential new residents before they leave home, as the Commonwealth of Puerto Rico does and the Council on the Southern Mountains (Berea, Kentucky) now contemplates. This includes the public education system, but also extends to specific referrals in the receiving cities, practical suggestions and warnings through local media and in cooperation with the Education Department.
7. Health education at all levels for the medically indigent family requiring preschool examinations, inoculations, pre-natal care, dentistry and diet.[35]

The Mayor's Committee for New Residents makes every effort to reach, motivate, and encourage all new residents to go to school. In certain instances, the program has been so broadened to include private tutoring for special cases.

These efforts were in cooperation with the Chicago Board of Education, Senior Achievement, Retired Teachers, the Illinois State Employment Service, the Chicago Red Cross, and the Young Women's Christian Association of Metropolitan Chicago.

One of the important experimental programs is the *Teachers' Friendly Services Program.* It is conducted through an arrangement with Senior Achievement and has the two-fold objective of enabling retired teachers to (1) use their mature teaching skills in the service of new residents; and (2) demonstrate that these skills have great value to society despite the age requirements

[35] Chicago Commission On Human Relations. Mayor's Committee On New Residents. *Proposed* Short Range and Long-Range Programs. Chicago: Migration Services Committee, Dec. 14, 1959, p. 1–6

of retirement. Over the past 2 years, the committee has learned that the teachers can establish rapport with the new resident when he is accepted on his own terms, that the teachers welcome inservice training meetings to exchange ideas about the program, and that they need close supervision by the staffs of the center where they work and the committee itself.

At the request of the Illinois State Employment Service and the Chicago Commission on Human Relations, an experimental project was carried on for 8 weeks during the summer of 1959 for women migrants from rural areas of the South who were handicapped in securing employment by their lack of education, skills, and work experience. Approximately 240 women completed the course held in the Home Economics laboratory of a Chicago high school and the State Employment Service was able to place nearly all of these women in jobs after completing the course.

The philosophy and objectives of the training program for domestic workers under the auspices of the Americanization and Adult Education Program, Board of Education, city of Chicago were stated as follows:

> Among the thousands of newcomers to Chicago are many women from the rural areas of Puerto Rico and the southern United States. Despite the many job opportunities which exist in Chicago for both skilled and unskilled workers, these women are handicapped in securing employment by their lack of education, skills, work experience, and by those unfamiliar with ways of living in a big city.
>
> With an acute shortage of domestic workers in this area, these women would be suitable for this type of work, but employers are unwilling to hire help with no previous records of work in the city and with no experience or training in this type of work.
>
> In an effort to help these women to qualify for jobs, the Division of Americanization and Adult Education expanded the scope of its educational activities to include a vocational training course for domestic workers.
>
> The following objectives were established for this program:
>
> To acquaint newcomers with ways of living in a big city
> To develop good habits of personal hygiene and grooming
> To develop essential understanding and skills
> To provide practical experience in domestic work which will serve as a recommendation of a worker's ability
> To develop reliable and efficient workers
> To enable newcomers to obtain steady employment
> To assist new residents in making a satisfactory and happy adjustment to their new environment.
>
> In planning this course, arrangements were made to secure the use of a model apartment in a Chicago public high school. An experienced home economics teacher was assigned as the instructor of the class.

Plans were made for a highly concentrated course, with daily, 5 hour sessions for a period of one week. Enrollment was limited to a group of 30 women. These students were referred to the class by the Illinois State Employment Service. For many of these women it was their first experience in seeing a completely furnished apartment typical of those occupied by average Chicago families.

The curriculum was to include demonstrations and practical experience in the following area: The use and care of household equipment, proper methods of household cleaning, the use and care of laundry, equipment, and basic fundamentals of child care.

During the final class session of each course, an evaluation was made cooperatively by teachers and students of the course content in relation to student. In some cases, it was recognized that some students needed to return for additional training.

As as experimental project this class was conducted for 8 weeks during the summer of 1959. Approximately 240 women completed the course. The Illinois State Employment Service was able to place the majority of these on jobs where employees were willing to give additional training in specific procedures required by the employers.

The success of this first program of its type has resulted in many requests for additional classes which will be conducted in other high schools during this school year. Classes were offered four evenings a week from 6:30 to 9:30 p.m.[86]

The schedule of activities provided for the following:

Monday—*Personal Hygiene and Good Grooming*

Tuesday—*Use and Care of Modern Household Equipment and Appliances*

Wednesday—*Proper Methods of Household Cleaning*

Thursday—*Proper Use and Care of Laundry Equipment*

Friday—*Child Care*
Table Setting
Evaluation of Course

A number of new services have been added to those provided by the Americanization and Adult Education Division. Newly organized classes in parent education were offered to help parents solve the many new problems which they must face in a modern American urban community and to help provide the kind of family life best suited for child growth and development. This program included a series of discussions on practical family finance, conducted by a teacher who was a recognized specialist in this field, and included budgeting, saving, insurance, and buying on time.

Classes in nutrition, sewing and good grooming have been organized and seem to have a strong appeal for the migrant adults.

[86] *Ibid.*, p. 16.

One large department store opened classes for their employees who needed to learn English and American customs. The class was held during work hours on paid time.

Tours to give new residents firsthand knowledge of the local community, the city, the State Capital, New Salem and other historical spots have been conducted. There was special emphasis on human relations through visits to churches and temples of all the major religions for better understanding, and to foreign communities to learn of the culture, and customs of the native lands and places of the newcomers.

Programs for various community groups center around units with such themes as *Civic Improvement, The Citizen's Contributions to His Community, Recreational Facilities in Chicago, Jury Duty,* and *Consumer Education.* New courses are increasingly being added and provided for the new residents.

Staff members have completed research on such special projects as, *Services for the Newcomer, Recruiting Students for Native-Born New Residents.*

Courtesy, Division of Americanization and Adult Education, City of Chicago

Newcomers Learning About Their City and Country and Their Services

An Urbanization Council was organized in 1958 composed of civic leaders who were interested in the problem and who were able to reach the native-born newcomers in order to urge them to take advantage of increased educational opportunities provided for them by the Board of Education.

Courtesy, Division of Americanization and Adult Education, City of Chicago

New Experiences in New Surroundings: Learning the 3 R's

Community newspapers and other media cooperated fully in the effort to reach the new residents who are in need of the free educational services offered by the school system.

Finally, the committee publishes a *Chicago Directory for New Neighbors*. This directory contains information about the city such as housing, climate, cleanliness, how to look for a job, how to use the employment service, social security, Old Age and Survivors Insurance, education, health, transportation, and numerous subjects of vital interest to the new resident. The directory is published in both Spanish and English.

The comprehensive program of the Committee on New Residents in channeled through and in cooperation with some 50 public and private agencies.

Securing Citizen Participation in a Communitywide Program

There are literally hundreds of citizen groups in the Chicago area actively interested in the problems of the adult migrant. Many of these agencies have specialized interests such as housing, employment, education, and training. However, nearly all of these organizations use educational processes to achieve their objectives. A fairly typical citizen group in urban renewal, for example, is the Hyde Park-Kenwood Community Conference which a citizen group organized for neighborhood action to conserve the Hyde Park-Kenwood neighborhood which starts at the University of Chicago and runs 12 blocks north along the lake front of the city's South Side. Its 70,000 people are crowded into 2 miles. They had many problems, but a committee of active residents, numbering from 12 to 20 at various times, developed a program of community planning and citizen participation which at different times involved several thousand persons. In cooperation with the Federal Urban Renewal Administration and the Community Conservation Board of Chicago, the conference sponsored a special Demonstration Research project on citizen participation.

The Association of Community Councils is another group which has a unique educational program involving new residents. This is a federation of independent neighborhood groups dedicated to building better communities through citizen planning and action. The association takes action on community matters such as education, health, housing, and social welfare problems; sponsors leadership training programs, and serves as a forum for discussing issues that affect the residents in Chicago neighborhoods.

University Action and Participation

Of all the educational problems facing Chicago, none is more difficult than that posed by neighborhoods undergoing rapid social change. Every week of the year, 250 housing units—a house or an apartment—change from white to nonwhite occupation. This amounts to one or two city blocks a week. This is happening all over the city.

The city, State, and the Federal Government are spending nearly a $30 million appropriation to find some of the answers to the problem of changing neighborhoods. The Hyde Park-Kenwood project represents the first major effort by a university to mobilize

renewal resources against a "collar" of slums threatening to envelop its multimillion dollar plant and convert its residential environ into an unsuitable neighborhood. At least 20 other schools face the same problem. Working toward the same goals, the University of Chicago and the community around it have developed some of the Nation's most effective slum fighting methods.

What does a community like Hyde Park-Kenwood have to do to set the stage for a $30 million rehabilitation project? Here's what the community has done:

1. Recognized the threat of blight at the grass-roots level and organized to fight it through volunteer effort.
2. Mobilized institutions in the area to give assistance.
3. Campaigned with unique effectiveness to encourage city officials to enforce the existing codes and to get new laws to provide new slum-fighting tools.
4. Conducted a community-wide self-diagnosis and planned carefully and well on the basis of its findings.

As a result of close cooperation between the planning committees representing the city, citizens, and the University, and two long rounds of block-by-block meetings with the residents a plan that has near-complete community support was produced by the spring of 1958.

Participation of Women in Urban Renewal

The formation of a Women's Council for City Renewal in 1954, was one of the most effective educational developments in urban renewal and neighborhood conservation. Membership in the council included 40 individual members and delegates from 30 affiliated organizations of citywide importance.

The work of the council is entirely volunteer with no salaried staff. The by-laws of the organization do not allow the council to take action. However, they attempt through an educational program to promote the understanding of housing and urban renewal problems in relation to whole city needs and to encourage the affiliated organizations, as well as individual members, to participate in the renewal process.

The Council sponsors lectures, field trips, and a film slide program. The film slide program is called "This is My City." The program tells the story of renewing the city through clearance and redevelopment with both public and private housing, through conservation, and through the activities of citizen groups. It

shows examples of slums, the conditions which contribute to their formation, and what citizens can do in order to have a city of which they can be proud. The film is loaned to schools and other organizations without charge.

Monthly luncheon meetings are held where various topics are discussed by persons with specialized knowledge in the field.

Another phase of the construction program is the use of frequent field trips to urban renewal areas. These tours are not only for the benefit of members of the Council but also are for leaders of other groups. Tours have included the Calumet Region where significant urban renewal activities are being conducted. Urban renewal projects in East Chicago Heights, Hyde Park-Kenwood area, have been included in some of the tours.

Chicago Teacher's College, after reviewing the slides, recommended their use in high school civic classes and upper elementary grade classes studying community problems. The films are being used in a large number of Chicago schools.

Through lectures, the film slide program, and planned educational tours, the Council attempts to inform the women of Chicago concerning the city's housing and urban renewal problems and projects, to promote understanding of local neighborhoods in relation to citywide needs, and to stimulate wider citizen participation.

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The Chicago development indicates a growing consideration for the "wholeness" of life in the city as the concept underlying curriculum development in the field of adult education. Another characteristic is the continuous research efforts which produce the facts upon which the curricula are determined. There is a definite interrelation between areas of interest and effort as well as of needs and resources in the city.

The community problems which adult migrants encounter are paralleled by a need for a wider participation of adults in community affairs. Increasing urbanization of our cities requires specialization not only in the functions of people but also in the functions of institutions. Adult education is concerned with helping to build better communities as well as helping to make better people, and the two are inseparable; it has the responsibility to facilitate a greater participation of people in community life. The circumstances under which this can be done are ideal for adult learning. Neighborhood groups working together to improve housing and provide adequate services in the community, and solve their common problems are the richest form of educational experience.

CHAPTER IV

Trends in the Development of Educational Programs and Services for Migrants

A REVIEW OF TRENDS in the development of educational programs and services for migrants in the United States since World War II indicates that there has been a numerical growth in the variety of agencies concerned with the problem. There has been a diversity in approach and method which is evidenced in the work of the President's Commission on Migratory Labor established in 1954.[1] Action, educational and social research are considered important in providing solutions to some of the educational problems of migrants. Educational development programs for the migrant emphasize the importance of migrants deciding for themselves how the program is to be developed.

National Governmental Agencies

At the Federal level, the Departments of Labor, Agriculture, Interior, Commerce, State, and Health, Education, and Welfare carry out activities, programs, and services for migrants through the regular programs of constitutent units. For example, the Department of Health, Education, and Welfare conducts programs and services through its constituent units, such as the Office of Education, the Public Health Service, the Social Security Administration, and the Office of Vocational Rehabilitation.

The Department has worked in close cooperation with the President's Committee on Migratory Labor since 1954. Coordination with this committee has been achieved through the membership of the Secretary, and liaison of the Department's Committee on migrants.

[1] U. S. President's Commission on Migratory Labor was established in 1954. The Commission is composed of the Secretary of Labor, Agriculture, Interior, Health, Education and Welfare, and the Administrator of the Housing and Home Finance Agency.

The Department's Committee on Migrants affords a device within the organization for internal exchange of information, coordination of program planning, policy recommendations, staff work and liaison with the President's Committee.

Here are some of the ways in which Federal Government agencies help State and local groups to provide necessary health, education, and welfare service.[2]

The Office of Education provides consultant help to organizations, agencies, State Departments of education, and communities that are working to improve educational opportunities for adult migrants and their families. It collects and distributes descriptions of successful programs, teaching materials, and practices applicable to the education of migrants. It makes available technical assistance and consultation in special problems of migrant children and adults and acts as a clearing house for exchange of information about the problem throughout the United States.

The Children's Bureau through its grant-in-aid program, particularly the maternal and child health and child welfare programs, provides the States with limited funds which they can use to strengthen local health and welfare services for mothers and children of new as well as old residents. The Bureau also provides consultative services and passes on to the States information about programs for migrants elsewhere.

The Department of Agriculture is primarily concerned with maintaining a strong and prosperous agricultural economy for the benefit of all the people. This concern with the migrant problem is focused chiefly upon the person classified as an agricultural migratory worker. Facilities for adult education are provided primarily through the Federal Extension Service.

The Department of Labor contributes technical assistance and consultation to State agencies, National and State organizations, and to other groups interested in improving working conditions and employment standards. It gives to migrant agricultural workers, through State Employment Agencies, placement and other services facilitating their employment; provides information on volume, composition, and areas of employment of migrant workers; and serves as a clearing house for exchange of information on successful State and community developments to improve living and working conditions and community acceptance of migrants.

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[2] *Report of the East Coast Migrant Conference.* U. S. Department of Health, Education, and Welfare. Washington: U. S. Government Printing Office, September 1954. p. 8–12.

The Bureau of Public Assistance administers Federal grants to the States for aid to dependent children, to the needy blind, and aged, and to the needy who are totally disabled. Most States require varying periods of residence by an individual or family in later establishing eligibility for funds. This assistance is available to needy migrant workers and their families who become eligible.

The Public Health Service grant-in-aid funds assist States and local communities in carrying out such special health programs as venereal disease control, tuberculosis control, and communicable disease control. Consultative services are made available to states and local communities in such fields as providing health services for migrants and their families. Another service available through official public health agencies is the collection and dissemination of information.

The *Bureau of Old-Age and Survivors Insurance* works with migrants and their employees to gain acceptance of social security coverage for migrant workers.

The Office of Vocational Rehabilitation, along with the Children's Bureau, are providing financial assistance under special project grants designed to extend child health and welfare services, and vocational rehabilitation services, respectively to the migrant population.

Many other Federal agencies provide services which, indirectly, may be used to assist the adult migrants with their problems. The above list is simply an indication of some of the services which are readily available in most areas where migrants go and live.

At the program level, the U. S. Department of Health, Education, and Welfare, assumes responsibility in the field of migratory labor "through consultation, technical services, research, and financial assistance, provided under regular programs of its operating units."[3] Each of the Department's operating units has specific legal authority and responsibility for programs for the entire population. The migrant to urban centers is included under this broad provision.

National Nongovernmental Organizations

There are many national nongovernmental organizations interested in the problems of the adult migrant. Some of these

[3] *Program Direction in Migrant Labor,* Fiscal Year, 1959. U. S. Department of Health, Education, and Welfare. Washington: U. S. Government Printing Office, 1959. p. 1.

organizations have asked for and received consultation and advice from the Department of Health, Education, and Welfare. For example, background information is being developed and used to support and implement the organizations' efforts in providing leadership, facilities, and funds for programs and activities designed to meet some of the needs of adult migrants.

For several years now, limited education programs for migrants have been conducted by organizations, such as the National Council of Agricultural Life and Labor, National Child Labor Committee, National Council of Churches, National Consumers League, National Catholic Rural Life Conference, National Jewish Welfare Council, and the American Friends Service Committee.

Many different approaches are available today. Consultation and technical assistance have been provided to such groups as the Council of State Government, National and Regional Church Organizations with active migrant programs, and national organizations concerned specifically with health, education, or welfare, including the American Public Health Association, the National Education Association, and the American Public Welfare Association.

Industrial Organizations

A new type of "citizen" has emerged as a major factor in educational and public affairs—the industrial corporation or manufacturing concern. It is a "citizen" without a vote, but nonetheless one with definite responsibilities to all the people in communities in which it operates.

The trend among industrial companies is toward more active participation in community affairs. For the company, a good, stable community is a sound investment. For city officials, an interested company is a powerful and willing partner who can contribute much to carrying out civic programs. Industry participation in a broad range of public service programs (involving all groups in the community) is found in many areas where there are large concentrations of migrants.

Educational programs for adults are more and more becoming a natural function for industry. Several companies have set up job upgrading and retraining in their plants for new employees and have actively encouraged the attendance of their employees in these courses.

Increasingly, there is competition between large industrial concerns for workers with specialized and new skills. The transition

to new technology indicates a need for a great expansion of the education efforts within industry. There is a substantial agreement that one of the results of automation will be a substantial raising of the level of skills required in automated factories and offices. This will require, in turn, a vastly improved program of vocational education to train young people—old and new residents—in the new required skills, as well as to retrain the present working force for responsibilities in automated operations.

Regional and State Agencies

There are many organizations at the Regional and State levels which have concerns for the adult migrant as well as his children. A quick survey of the field would reveal the following types of organizations:

A. Public Agencies:

- State Departments of Education
- Council of State Governments
- Regional Councils
- State Departments Migratory Labor Committees
- State Department of Public Welfare
- State Board of Health
- State Industrial Commission
- State Department of Agriculture
- State Employment Service
- State Children's Commission
- Land-Grant Colleges and Universities

B. Voluntary Organizations:

- State Council of Churches
- State Council of Church Women
- State Missionary Assemblies

These and many other organizations provide a large variety of programs and services. In addition to the above groups, there are industrial, commercial and business associations, and state educational institutions which have people in the States who are experienced in working with migrants.

The basic core of special programs developed by these diverse organizations to meet the needs of migrants is centered in such fields as housing, health, employment, education, recreation, safety, zoning and law enforcement, strengthening family life, human relations, and the improvement of municipal services.

The most encouraging aspect of the interest and work of these organizations is the evidence of growing understanding and ap-

preciation of the needs of migrants. In cities, organizations are confronted with new questions and are being stimulated to find appropriate answers. Communication is increasing between most agencies interested in the problem. Some new avenues of investigation are now open, machinery is being set up for quick review of opinions, and outgrown conventions are being replaced by more comprehensive methods. In schools, factories, political organizations, and in neighborhoods, migrants and old residents are learning to work together.

Local Agencies

Every community has within it groups which are interested or could be interested in the educational problems of the migrant. The following partial list suggest their scope and variety.

Private	*Semipublic*
Home Builders	Church Groups
Merchants	Institutions
Industrialists	Welfare Agencies
Business Firms	Hospitals
Banks	Improvement Associations
Realtors	
Labor Organizations	
Public	
Recreation and Park Departments	Schools
Public Works	Fire Departments
Public Welfare Agencies	Police Departments
Public Health Departments	Traffic Departments
Libraries	Housing, Redevelopment, and Renewal Agencies

This list would indicate that the schools do not have the sole responsibility for providing for the needs of migrants. There is, however, a growing realization of the fundamental importance of the school as a community center for providing leadership and facilities for a comprehensive adult education program.

Business and Commercial

Many urban communities are exploring the possibilities of community development trusts as a means of building up permanent welfare funds to be used in local welfare and educational services and research. Generally, a local board of trustees composed of local leaders is set up to supervise these trusts. Financial support for these trusts usually comes from the business and commercial

interests of the community. More than 100 American communities have such trusts with active capital of several hundred million dollars.[4]

According to some observers, business has recently shown greater willingness to support educational programs and services of community institutions for all the residents of the community. They realize that many of the problems plaguing industry and business are not those caused by inadequate technology but basically are those concerned with education and retraining and these must be tackled at the individual and group level. Therefore, business and commercial organizations are placing more stress on employee training in human relations in order to aid in the transition process of the migrant into a stable citizen.

A good example of the way in which business interests and educational institutions have teamed together is the fairly typical Business and Mobilization Council usually organized under the direction of the Chamber of Commerce. This kind of organization has been unusually effective in a number of communities in helping new residents locate and adjust to new jobs. The educational project is financed by the participating businesses and is generally aimed at personnel at the supervisory level. The typical program emphasizes "learn as you earn" and the employee undergoing training is given time off with pay from his regular job. Many of the programs are formally organized and the successful trainee is given a "certificate of completion" at the end of the program.

Religious Organizations

Many religious organizations sponsor educational programs and services for migrants. Such organizations as the National Council of Churches, Councils of Church Women, Divisions or Departments of Home Missions, Catholic organizations, National Catholic Rural Life Conference, National Jewish Welfare Council, Florida Christian Ministry to Migrants, and many others provide a variety of educational activities and services.

Labor Organizations

In all urban communities each of the national labor organizations operates through local councils or assemblies. These coun-

[4] *Community Trusts of America*. Chicago: National Committee on Foundation and Trusts for Community Welfare, 1950. p. 1–6.

cils encourage favorable working conditions and assist unions in which workers are desirous of improving their status. They have long maintained an interest in the new arrivals in the working force and increasingly provided special education programs. Some of these educational projects are designed to teach new skills or retrain workers so that they will find satisfactory adjustments in jobs.

The American Labor Education Service has been active in the field of workers' education. It has helped develop new teaching methods which are better suited to adults—participation, discussion, field visits, committees, cooperation with other groups.

The organization works with all elements in the labor movement and cooperates with many nonlabor groups. It endeavors to help new workers and older workers to develop and utilize the most effective methods in becoming constructive members of their unions, assets as citizens in their communities, and democratic forces in their country and the world.

CHAPTER V

Educational Needs and Concerns Requiring Further Study and Research

THE CONDITIONS OF MIGRANT life accentuate educational needs which are sharply revealed in a highly developed scientific and technological society. The complexity of the urban situation also introduces difficulties which normally are not found in the rural situation from which most migrants come. The migrant is likely to be subjected to the strain of repeated moves in the city because of inability to earn enough money to pay the relatively high rental costs and provide adequate food and clothing for his family. At the same time the migrant is faced with the difficult problem of earning a living. He may have to meet with community attitudes of suspicion, prejudice, bias, or simple indifference on the part of institutions and agencies. He also may be confronted with legal barriers which he does not understand and which have existed over the years.

If the migrant is to be most effective in his own self-centered needs and activities as well as in his capacity of a partner in the democratic cooperative venture of the community to assist him, more information and data for sound developmental planning and action will be necessary. This indicates a need for further research.

Internal Migration

Migration is one of the major facts of the changing American scene. In the main, Americans have always been free to seek opportunity wherever it led. The movement of people has an effect on population characteristics and national homogeneity.

The growth of cities beyond their corporate limits, and the development of mass transportation, especially the use of motor

vehicles, has led to another kind of migration, the movement to the suburbs.

Studies of migrations to metropolitan areas and cities have generally emphasized that migrants possess those characteristics generally associated with mobility.[1] In particular, they find that (1) larger proportion of the migrants than the nonmigrants are in the younger age groups; (2) a larger proportion of the members of migrant families than nonmigrants are in the labor force; and (3) migrants more often than nonmigrants tend to belong to families or households whose size indicates a relative freedom from family controls or responsibilities. Therefore, the chief concern of the migrant is for his own welfare and that of his immediate family.

The entry of the migrant into the city is likely to be a period of social and personal crisis. Many times he must find a job, locate a house or apartment, arrange for his children to attend school, and provide for an ailing wife simultaneously. The crisis may call for a prolonged siege of agonizing readjustments, which tests the mentality of the head of the household—sometimes leaving him broken and defeated; or conversely, it may introduce the individual to a social situation requiring little adjustment or acceptance.

Even though the migrant may feel isolated in the community because of community indifference, he cannot become isolated geographically. Even the migrant often gets glimpses of a different kind of life in the community than that to which he has access. In the movies, for instance, he sees pictures of other ways of life, often far more romantic and enticing than anything he has known. As he walks through the streets, he sees displays of wealth and luxury and evidences of leisure and pleasure, strange and fascinating patterns of human behavior, elaborate forms of culture that may either create a fairyland for him or only add to his frustration and loneliness.

A frustrating factor of great concern in the experience of adult migrants is their limited educational opportunities. Often they do not have the formal training to cope with the complexities of modern urban life and, therefore, feel thwarted and inferior. Very often the school curriculum is built on the assumption that he does not exist. It is not unreasonable to assume that because inadequacies and inequalities in educational opportunities do exist, there are thousands of adult migrants poorly prepared to cope with the demands of modern urban life.

[1] Thomas, Dorothy S. *Research Memorandum on Migration Differentials.* Social Science Research Council. Bulletin 43, Chicago: The Council, 1938. This study provides a comprehensive review of migration studies prior to 1938 reporting similar findings. See also Ronald Freedman, *Recent Migration to Chicago.* Chicago: University of Chicago Press, 1950.

In the past two decades there has been a striking reversal in the American community's attitude toward migration. In our early literature, the individual who was ready to strike out overland in search of new frontiers was regarded as one of the national heroes. But the migrant citizen who now faithfully follows this tradition, seldom finds a hospitable reception. In leaving economically and culturally depressed areas to seek better opportunities, he finds himself confronted with many serious obstacles. There is the question of establishing legal residence, finding satisfactory housing, qualifying for social welfare services, employment, and educational opportunities.

Income factors, in part, account for part of the reluctance of older residents over providing increased services for the new residents. Because the newcomers are heavily over-represented in the low income jobs; in the menial services, in unskilled and semi-skilled factory labor, and in poor paying jobs generally, they cannot pay a "fair" share of these costs.

Migrants tend to live under less restraint. Does a migrant mother try to keep her teenage son off the streets and at home where an entire family must eat, sleep, and live in a single room? What opportunity is there for quiet admist the din and chaos of a tightly packed feverish neighborhood?

These conditions of life in the predominantly new residents neighborhoods lead the larger population to resist expansion of these areas. Older residents tend to classify these social attributes as lower-class behavior.

Education has been and remains a goal of those who move to seek economic advancement for themselves and their children. Migration to urban cities and suburbs adds substantially to the educational burdens of those areas. In metropolitan areas, already faced with serious shortages of facilities, services, and staff, is added the educational requirements of thousands of migrants who come into the areas each year. The average urban community is ill equipped to solve these educational problems. And very few communities have taken a realistic look at the resources they have at hand to help solve some these problems.

What is the role of educational institutions and other agencies? Can mobilization of the total resources of the community provide some of the answers to this problem? Can the schools serve as the natural focal point of the community's program for improving the life of migrants since they center in the universal interests of children and adults and cut through social, religious, and even racial lines? Since the school plant already belongs to

the people, is it proper to employ it for educational program and services involving adult migrants? These questions imply a need for greater study of a wide range of educational problems growing out of the newcomer's entry into many of our urban communities.

Trends in the Development of Programs and Services

Since World War II, a larger number of governmental and nongovernmental agencies have shown a concrete interest in the problems of the adult migrants. All of these efforts were highlighted by the appointment in 1954 of the President's Commission on Migratory Labor.

There is a growing realization on the part of all agencies concerned with this problem that in a very real sense the problems facing the majority of migrants in the United States—ignorance and illiteracy, poverty and disease—limit the productivity of thousands of people and therefore weaken our national strength. These agencies see the need for a diversity of approaches and methods in attempting solutions. There is general agreement that the educational problems of the migrants have to be met at the community level but there is a role for national, State, and regional governmental and nongovernmental organizations and agencies. It should be noted that no systematic and coordinated national effort has been made to deal with the problems of adult migrants outside the framework of services offered through the constituent branches of Federal agencies. These agencies have developed a number of activities which lend effective solutions to some of the educational problems of adult migrants.

A trend of growing significance is the large number of cities which are undertaking programs designed to solve some of the problems affecting the newcomers and the emphasis in these programs on methods of democratic living and working together to achieve desirable goals for old and new residents. The description of several of these programs in this study furnishes heartening evidence of what people can do to help themselves handle urgent educational problems.

Every community facility—such as the more than one hundred major organizations participating in the Chicago urban renewal program—can be enlisted. Here, as with most programs involving the improvement of community life, working through established institutions and existing voluntary groups, the educational processes seem to offer the best avenue to success.

Suggestions for Research

Research and investigation into the total situation confronting the migrant would provide a broader basis for understanding and dealing with his needs. This bulletin has outlined some of the social and economic conditions under which the migrant lives and some of the basic weaknesses of our approach to an understanding of his situation. It remains to be suggested, broadly, how research into these problems may be thoroughly planned and executed in the interest of the migrant and our national growth.

From the foregoing discussion, it appears that these problems and issues together constitute, perhaps, one of the Nation's most pressing educational and social problems of tomorrow.

It is no exaggeration to say that for comprehensive educational planning for the adult migrant and his family, more precise knowledge is needed on all subjects with which the various social sciences are struggling: Personality, social systems, culture, population and human ecology, power groups and power struggle, economic systems and property, and so on. By focusing on planning, one does not limit himself to any one area of knowledge, but rather one is concerned with a special orientation—that of educational policy and action. This is why studies with high action potential are of special value for educational planning.

Any adequate listing of specific research studies needed for a thorough knowledge of the adult migrant and his family would be heavily weighted in the area of the social sciences. In this bulletin it is possible to list only a few major areas where research in the social sciences is needed for sound educational planning. The following question is basic to all research:

> *What are people and the migrant's conceptions of the "good life" in the city?*

In making studies in this area, it should be recognized that there is not only "one," but many.

The conception held by one group will differ from those held by another. The variety of conceptions, and the groups of population to which they are attached is in itself an important research study. This procedure could eventually lead to models of the conceptions held by such groupings, as class, race, ethnic, occupation, and education groups. Some questions which need to be answered are: What does each group prize most highly? What is their priority system? How much are they willing to give up

to get other things they want? How much are they willing to pay for housing? For education? How does the conception of a good life change with changing circumstances? Increases in family income, Americanization of foreign born groups and increased education?

Some additional major areas under the broad heading of knowledge needed for comprehensive planning are:

1. The effects of various living arrangements on personality and on educational and social organization.
2. What effects do mobility and various kinds of ecological movement have on the educational system?
3. What are the most significant influences of change in population, structure (age, sex, race, occupation, residence, etc.)?

All of these merely illustrate the kinds of information the educational administrator and his staff would need for long-range planning.

Here are some of the specific research areas which should be explored in order to discover principles that could be used in planning an effective educational program for adult migrants and their children:

- Community leadership
- Community power structure
- Personal or family disorganization
- Patterns of interaction
- Social acceptance
- Family discord
- Adjustment of migrants to city life
- Child rearing in the urban community
- Child neglect in the slums
- Recreational patterns and leisure-time activities
- Racial and ethnic tensions
- Social mobility
- Delinquency and crime
- Attitudes toward civic activities
- Attitudes toward political activities

In neighborhoods undergoing changes, the educational and religious systems are forced to adjust to the new population they must serve. The nature of the changes that should be made, and

the way in which they are arrived at, are the proper concern of research. The schools and other interested groups, in order to assist in the transition or to guide it, should know more about neighborhood blight and the way to eliminate and control it. Since the Federal legislation authorizing cooperation in urban renewal programs is permissive to the extent of providing funds for effective demonstrations, it should be possible, for example, to trace the history of a group of churches, schools, and settlement houses on the edge of slum areas or recently surrounded by slums. A study of personnel turnover could be made. Also, the characteristics of outgoing and incoming functionaries could be noted as the composition of congregations and school enrollments changed. The extent to which the process was a gradual one unmarked by any specific break could be determined, and the extent of a period of open conflict between factions for institutional control could be noted. Researchers could develop tentative hypotheses concerning the processes of institutional change in the face of blight and slum invasions.

It may well be that partial answers to some of the problems and issues raised in this report are already available. There are numbers of articles, reports, theses, and monographs which have received only limited circulation and dissemination. It should be pointed out, also, that some of the research problems suggested, represent to a degree "unknowns," the explorations of which are extremely difficult even using the best currently available methodologies and techniques. It is possible in these cases that the solution will be dependent upon the formulization and utilization of entirely new types of research methods and techniques.

There are still important educational differences between rural and urban levels of schools, resources for education and teachers salaries and expenditures. Many of these differentials are lessening and some are increasing. Authorities need to know more about these and other important problems of urban education if satisfactory education programs are developed, not only for adult migrants but other adults in the community. Case studies and demonstrations should be of great value in developing programs and testing theories in action situations.

There is a serious need for the preparation of guides, handbooks, manuals, and other education materials which would be helpful to school authorities in adjusting programs bridging the gap between home and school, and finally, the integration of educational development and planning with other aspects of urban development.

Finally, there is need to continue research and investigation into (a) the field of civic adult education, (b) community action programs, (c) consumer education for adults, (d) home and family life education for parents, (e) group processes and group dynamics, (f) guidance and counseling of adults, (g) recruitment of adults for all types of sound educational experiences, (h) literacy and fundamental education and, (i) vocational training and retraining.

These studies, if successfully carried out, would help in bringing greater understanding of the adult migrant and his role in the modern city, and in helping to lay a sound foundation for community efforts to assist him.

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