

A SURVEY OF SELECTED COMMUNITY SERVICES
PROGRAMS FOR THE DISADVANTAGED
AT INNER-CITY COMMUNITY COLLEGES

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This is to certify that the

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ABSTRACT

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By

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This investigation was undertaken in an attempt to fill a void that existed regarding the lack of in-depth information on community services programs for the disadvantaged at inner-city community colleges.

The problem with which this study is concerned is that of describing programs for the disadvantaged at selected inner-city community colleges. A descriptive history and developmental presentation of the various programs' origins and essential components provide a collective image of current programs for the disadvantaged at urban community colleges.

One of the purposes of this study is served by the above-mentioned descriptive history. An additional purpose was to identify guidelines that might be used for the development of educational programs designed to meet the needs of disadvantaged persons in the inner-city.

The "integrating techniques" method was used for the collection of data. This technique involved several approaches.

Among them were: taped field interviews, observation of selected programs, questionnaires, and a content analysis of school catalogues and brochures for additional information regarding the programs offered and participants served. These techniques were designed to provide information in four basic areas, namely: (1) the types of programs offered, their administrative structure and professional staffing patterns; (2) the program's financial and physical resources; (3) its origin and developmental aspects; and (4) the special problems encountered as they pertain to race as a significant consideration in staffing and white staff involvement in an inner-city setting.

The sample includes six programs at seven inner-city community colleges. (One project is operated jointly by two colleges, thus accounting for the uneven number.) Each college was visited for a period of from one to two days. During these visits, taped interviews were held with college presidents, project administrators, staff, and selected program participants.

Chapter IV provides an analysis of the data collected through the above-described procedure. This data was analyzed as it pertains to the four basic areas pertinent to the study.

The major conclusions presented show that:

1. The urban community colleges in this study have evidenced a visible concern for disadvantaged citizens in their communities by implementing programs of direct intervention to improve the quality of life for all.

2. While the inner-city community services programs of this study are less than comprehensive in their current efforts to meet the educational and economic needs of inner-city disadvantaged citizens, their exploratory efforts to develop problem-oriented programs is paving the way for more intensive involvement in the near future.
3. Inner-city community services programs investigated in this study have recognized the need to intensify recruitment and supportive services in order to bridge the educational and economic gap of disadvantaged citizens.

On the basis of an analysis of the data, the following recommendations seem relevant to this study. These recommendations are also intended to serve as a broad frame of reference for inner-city community service programs.

Funding . It is recommended that a more stable source of funding be sought and provided to inner-city community service programs.

Staffing . An active effort should be made to recruit faculty members who are known to be responsively concerned with the problems of the disadvantaged.

- . College staff members must be provided orientation sessions to help them in creating a climate that fosters positive self-concepts and facilitates the struggle for identity.

- . Teaching and consultant responsibilities in inner-city community projects should be considered a normal part of the contractual commitment of the faculty.

Programming

On the basis of the classification of programs observed in this study, three types are recommended for a comprehensive inner-city community services program. These programs are service, manpower, and intercultural, and are

defined as follows:

1. Service programs are programs that perform a supportive function by providing the program participant information, counseling, financial help or any combination of the three.
2. Manpower programs should be designed to provide program participants with a viable and marketable skill at the successful completion of the training cycle.
3. Intercultural programs should have as one of their prime aims that of providing a positive focus for instilling pride and appreciation in the various ethnic and minority groups for their cultural heritage.

Evaluation

In order to properly assess present efforts and to facilitate long-range planning, it is recommended that the research and evaluation office of the college be directed toward assessing the development of the inner-city program.

In conclusion, and in view of the many commonalities found in the inner-city community service programs studied, it seems critically important that directors of inner-city community service programs come together to share their ideas and focus on a set of recommended practices and procedures for the initiation and implementation of programs of intervention for the inner-city disadvantaged.

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CHAPTER I

THE PROBLEM

Statement of the Problem

The purpose of this study is to describe the essential components of programs for the disadvantaged at selected inner-city community colleges as a means of developing a model that will have broad application in urban community colleges which do not have such programs but wish to establish them. Additionally, it was the purpose of this study to identify guidelines that might be used for the development of educational programs designed to meet the needs of disadvantaged persons in the inner-city.

In planning the study, it became obvious that a single technique of data collection would not suffice for covering the topic under investigation. The chief problem was to gain information about programs that were only recently started, most of which had not yet--because of a lack of finance among other reasons--adopted a systematic way of recording and evaluating their efforts. The techniques employed included taped field interviews, observations of selected programs, questionnaires, and a content analysis of school catalogues and brochures with regard

to the programs offered and participants served. This unconventional use of a variety of research methods has been referred to by Sieber and Lazarfeld as ". . . integrating techniques."¹ These techniques were designed to serve four purposes: (1) to provide information on the types of programs offered to the disadvantaged at selected inner-city community colleges, the administrative structure and professional staffing patterns; (2) to provide data regarding the programs' financial and physical resources; (3) to provide information on the developmental aspects as they relate to the program's origin, community analysis (Did the director consider a community analysis necessary; Was one made?); and (4) to provide information regarding the special problems encountered as they pertain to race as a significant consideration in staffing and white staff involvement in an inner-city setting.

Advantages and Problems of Technique Used

As mentioned above, this unconventional use of different research methods has been referred to by Sieber and Lazarfeld as ". . . integrating techniques."² This technique afforded definite advantages as well as some problems.

Among the advantages were: (1) the opportunity through the

¹Sam D. Sieber and Paul F. Lazarfeld, The Organization of Educational Research in the United States (New York: Columbia University, Bureau of Applied Social Research, 1966), p. 14.

²Ibid.

interview to obtain additional data not included on the questionnaire; (2) and the opportunity to gather basic information through the questionnaire which made it unnecessary to consume time in the interview and chance jeopardizing rapport by asking routine organizational questions.

Some problems encountered as a consequence of employing this technique were experienced in (1) deciding when to begin the field work, i.e., should the visits be made prior to or after receiving the questionnaires and other related materials; and (2) scheduling interviews with project personnel. Because of the travel and communication involved, the scheduling and choice of undesignated personnel was left to the discretion of the community service or program director.

Because of the size of the sample, no extensive statistical analysis is attempted. The analysis of data will, in addition to providing an in-depth look at each program, utilize the directors as experts in the search for guidelines as they pertain to staffing, communication, and programming activities in an inner-city community services program. This approach is not accidental. From the start, the decision was to give lower priority to methodological refinement than to the search for hypotheses and subsequent guidelines and draw from them a model for inner-city services programs. This approach is also a modification of one used by Herbert J. Gans, called participant-observation. Gans reports:

Howard D. Becker and Blanche Geer have developed new methods of participant observation and data analysis which remove some of the dangers of post factum interpretation, and make it possible to quantify data gathered by this method. . . . The field study in which these methods are applied is reported in H. Becker, B. Geer, E. Hughes, and S. Strauss, Boys in White: Student Culture in Medical School, Chicago: Univ. of Chicago Press, 1961.³

Participant-observation is the only method I know that enables the researcher to get close to the realities. . . . Its deficiencies in producing quantitative data are more than made up for by its ability to minimize the distance between the researcher and his subject of study.⁴

In defense of the analysis of data using the integrating technique--i.e., field interview or participant-observation --Becker, Geer, Hughes, and Strauss state:

. . . Because we wished to use our data for several different purposes, they were not gathered in a form that lent itself to conventional techniques of analysis which depended on data gathered in a standardized way for systematic comparison and statistical test. . . . Since our data do not permit the use of these techniques we have necessarily turned to what is ordinarily . . . referred to as "qualitative analysis."⁵

³Herbert J. Gans, The Urban Villagers, Group and Class in the Life of Italian-Americans (Glencoe, Ill.: The Free Press, 1962), p. 348.

⁴Ibid., p. 350.

⁵Howard S. Becker et al, Boys in White: Student Culture in Medical School (Chicago: University of Chicago Press, 1961), p. 30.

Need for the Study

The need for this study is evidenced by the lack of existing programs for the disadvantaged in most community service programs both within and without of urban areas. In fact, the recent awareness of community service as a community or junior college offering for the "advantaged" contains a bleak message for the less fortunate. It is no accident then that when new community service programs are established, problems related to the poor and disadvantaged sectors of the community are treated as incidentals on the list of priorities. A brief look at existing community service programs at community and junior colleges will verify this. Harlacher related in a community service workshop at Michigan State University, summer 1968, that he observed only five or six programs for the disadvantaged when he made his national study. Present studies (Medsker, Harlacher, and Myran and others) do not show clearly how the problem of the Black, the Mexican-American, and the poor white are attended by existing community service programs. There is reason to believe that this group comprises a section of the community that is viewed by community colleges and community service directors as apart or separate with regard to programming and the provision of service.

The data obtained in this study will aid in providing a descriptive overview of each program and suggest administrative and program models for inner-city community and/or

junior colleges interested in addressing problems of the disadvantaged.

This study should also prove useful to the current Kellogg Community Service Leadership Program. This project, directed by Dr. Max Raines, Michigan State University, will, in at least one of the proposed demonstration centers, address the problem of the inner-city disadvantaged and the role and responsibility of the community college and its community services program.

Background of Theory and Research

Community Service

The community service's function has been described by Harlacher as being as old as Socrates. Yet, the recent thrust in this direction by many community colleges and educators suggests that it somehow got lost along the way in the programming and planning of too many institutions of higher learning. The current activism in this area also suggests that community services are still an emerging function--a very major one not yet fully realized by many community and two-year colleges. In addition to the absence of community services as an organized function at many community and two-year colleges, programs for the people on the other side of the tracks--the disadvantaged--are grossly missing. Reynolds states:

Community services may be defined as involving both college and community resources conducted for the

purpose of meeting specified educational needs of individuals or enterprises within the college or the community.⁶

Harlacher reports that "many different definitions of community services are found in the literature,"⁷ and cites those given by Reynolds, Medsker and Basler. A more recent study by Gunder Myran relates:

There is not yet general agreement as to what programs, courses, and activities fall within the boundaries of the community services framework. During the present decade, however, there has been an increasing tendency to create divisions of community services by separating the administration of short courses, seminars, workshops, lectures, concerts, and social action programs from the administration of degree and certificate programs. Since the programs, courses, and activities administered under community services vary from college to college, it is difficult and perhaps not desirable to attempt a universally applicable definition of this concept.⁸

Who Are the Disadvantaged?

Gordon and Wilkerson, in their book Compensatory Education for the Disadvantaged, ask: "Who are the . . . [people] so poorly served by this, the most affluent nation in history? "

⁶James W. Reynolds, Community Services, The Public Junior College, Fifty-fifth Yearbook of the National Society for the Study of Education, Part I, Chicago, The Society, 1952, p. 141.

⁷Ervin L. Harlacher, "Critical Requirements for the Establishment of Effective Junior College Programs of Community Services," unpublished doctoral dissertation, University of California, Los Angeles, 1965, p. 40.

⁸Gunder A. Myran, "The Structure and Development of Community Service Programs in Selected Community Colleges in the United States," unpublished doctoral dissertation, Michigan State University, 1969, pp. 10-11.

This term . . . disadvantaged refers to a group of populations which differ from each other in a number of ways, but have in common such characteristics as low economic status, low social status, low educational achievement, tenuous or no employment, limited participation in community organizations, and limited ready potential for upward mobility. Various referred to as "the culturally deprived," the "socioeconomically deprived," the "socially and culturally disadvantaged," the "chronically poor," "the poverty stricken" . . . and so on, these are people who are handicapped by depressed social and economic status. In many instances, they are further handicapped by ethnic and cultural caste status. For a number of interrelated reasons more and more of these families are concentrated in the decaying hearts of our great metropolitan centers. Predominantly Negro, Puerto Rican, Mexican and southern rural and mountain whites, these people are bearers of cultural attitudes alien to those which are dominant in the broader communities they now inhabit . . .⁹

This description is supported by Riessman, Crow, Clark, Passow, and others.

The responsibility of the inner-city two-year college to its community is vividly portrayed in the following statements by Benjamin Bloom, H. Miller, and Kenneth Clark, respectively.

"For 100 years, the major economic and cultural deterrents to achievement in school on the part of Negro students --and they are tragically destructive forces--have been, and still remain those described below:

The organized system of economic, political, and educational subordination of Negroes, both in the South and in the North, has systematically barred Negroes from skilled or white-collar jobs in business, industry, or government. For generations, an economic blockage

⁹Edmund Gordon and Doxey Wilkerson, Compensatory Education for the Disadvantaged Programs and Practice: Pre-school through College, College Entrance Examination Board, New York, 1966, pp. 1-2.

has been maintained against Negroes, with the result that most of them felt that there was nothing to be gained by being educated. Most of those who obtained an education found no openings except in teaching in Negro schools, and in the U. S. Postal Service. A very few worked in Negro insurance companies or small businesses. (Except for the tiny group of Negro physicians and dentists, this was the entire educated Negro middle class 20 years ago.) . . . In 1962, 60 percent of all non-white families in the United States had incomes under \$4,000, while only 26 percent of the white families were in this lowest income group. Incidentally, this was just a short six years ago and though the Negro has made some economic gains the gap between the income of Negroes and whites has widened rather than narrowed. According to the standards defined by the Committee on Economic Development, at least 85 percent of the Negro families of the deep South, from which most Negro migrants come, have incomes which place them in the bottom economic group, the most severely deprived. Consequently, their daily concern is with being able to provide food and housing for their children and themselves. Their primary interest is in short-term goals, for their economic life has no security as food and shelter are on a week-to-week or month-to-month basis.¹⁰

Herman P. Miller, in his book Rich Man, Poor Man, states that "Negroes who have completed four years of college can expect to earn only as much in a lifetime as whites who have not gone beyond the eighth grade."¹¹ This is true both in the North and South. The exclusion of too many Negroes from the benefits of economic progress through discrimination in employment, education, and enforced confinement in segregated housing and schools, is cited by Kenneth Clark in Dark Ghetto as a factor that affects the attitude of the Negro disadvantaged in a negative manner. He also

¹⁰ Benjamin Bloom, A. Davis, and R. Hess, Compensatory Education for Cultural Deprivation (New York and London: Holt, Rhinehart & Winston Inc., 1965), p. 29.

¹¹ Herman P. Miller, Rich Man, Poor Man (New York: Thomas Y. Crowell Co., 1964), p. 140.

contends that the corrosive and degrading effects of this condition of prejudice and the attitudes that underlie them are the sources of the deepest bitterness and are at the center of racial disorder.

The Inner-City Ghetto

Tom Wicker, in the introduction to the Kerner Report, related:

Above all, the ghetto today is Black. Since white society is far more prejudiced against Black men than against mere foreigners, jobs and social acceptance are harder for them to get.

Speaking further on the inner-city poor, he states:

. . . They were and they are a time-bomb ticking in the heart of the richest nation in the history of the world. But more than that . . . [they] are the personification of the nation's shame, of its deepest failure, of its greatest challenge. They will not go away.¹²

Addressing the Problem of the Disadvantaged

In addition to groping for its proper role with regard to itself and the community, the existing community services program both in and out of the city finds itself plagued with problems of the poor--Black and white--the Hispanic-speaking American, as well as the forgotten American Indian.

As evidence of social unrest continues to mount, it supports a widely held view that one of the most critical areas of community concern today is the plight of the inner-city disadvantaged. And, despite all the rhetoric and

¹²Tom Wicker, Report of the National Advisory Commission on Civil Disorder (New York: Bantham Books, E. P. Dutton & Co. Inc., 1968), p. x.

fanfare about what is being done by American higher education, when all is assessed, it amounts to very little nationwide.

Two former studies of community college community service programs by Harlacher and Myran have been primarily concerned with the more comprehensive approach to community service programs of colleges located in a non-urban setting. This study will make a sharp departure from this approach by concentrating on two-year colleges located in the inner-city with programs specifically designed for that community's resident, the multi-disadvantaged.

Definition of Terms

For the purposes of this study, the following terms are defined thusly:

Disadvantaged: A poor person, most often Black, Chicano (Mexican-American), Puerto Rican, Indian, or white who is multi-deprived--educationally, economically, socially--and meets the government's new poverty cutoff for 1968 of \$3,553 for a non-farm family of four.

Inner-City: A predominantly Black, Puerto Rican, or Chicano community (located within a city with a population in excess of 200,000) that approaches the Tauber Index of 100 signifying total residential segregation.

Inner-City Community Services: Any services or educational programs now offered, that have previously either consciously or unconsciously excluded the poor Black, Brown, Yellow, Red, or Caucasian (white) American.

Limitations of the Study

This study will present a descriptive analysis of the inner-city community services' programs surveyed. It will not attempt to evaluate the productivity or effectiveness of each program, as this was not a purpose of this study. Of the six colleges selected, four were chosen because they were part of a new OEO and American Association of Junior Colleges' Inner-City Community College Demonstration Project. The remaining two colleges were selected upon the recommendation of Dr. Kenneth Cummiskey of the AAJC and Dr. Max Raines of Michigan State University. The relatively new and experimental nature of many of the programs is not viewed as a handicap, but offers an opportunity to report problems peculiar to program development and implementation in an inner-city setting.

Selected Inner-City Community and Junior Colleges Used in the Study

The community colleges chosen were selected from a list of inner-city community and junior colleges located in cities whose populations exceeded 200,000. Four of the colleges are involved in a program coordinated by the American Association of Junior Colleges and the Office of Economic Opportunity. Each is using a different approach in dealing with the educational problems of the inner-city resident. Among them are peer counseling, a student service corps, project outreach, and a multi-project approach. At least

two of the remaining programs involved Black directors and will, hopefully, provide some insight regarding problems of white-administered programs for the ghetto resident, the type of programs that have proven more meaningful, and the problem of relating to participants.

Organization of the Study

The remaining chapters of this study are organized as follows:

Chapter II is based on a review of related literature regarding the inner-city community college, the inner-city disadvantaged citizen, and community services in urban community colleges.

Chapter III (Methods of Procedures Re: Data Collection) describes the procedures preparation and methodology used for collecting the data.

Each of the college's programs is described in Chapter IV and includes an analysis of the data collected as it relates to the four major areas under question: (1) administrative structure, (2) financial and physical resources, (3) developmental features, and (4) special problems.

Chapter V (Summary, Conclusions, and Recommendations) provides a summary and conclusion and a recommended model for an inner-city community services program that, hopefully, can be used by other inner-city community service administrators.

CHAPTER II

REVIEW OF RELATED LITERATURE

This chapter focuses on a review of related literature as it pertains to a brief overview regarding the history of community services, significant characteristics of the disadvantaged, the nature of the inner-city, the response of the urban community college, and the federal government's effort to close the opportunity gap.

A Brief Historical Overview of the Community Services Function

"The genesis of the community service function in the community college can be traced to two different movements in American education, the community school concept in the public schools and the community development concept in the four-year institution of higher education."¹

A more recent study by Myran lists the historical antecedents of community services as:

. . . The lyceum movement, . . . started in the 1820's; the Chautauqua movement . . .; land grant colleges . . . [established] in the mid-1800's; cooperative extension . . . established by the Smith-Lever Act of 1914, and encouraged the use of agricultural technology by bringing the results of research to the farmer . . .; the

¹Harlacher, "Junior College Programs," p. 41

community school . . . [as] typified by the Mott adult education and recreation program of the Flint [Michigan] Board of Education, [and] University extension [which] began in the late 1800's . . ."²

During the post-World War II period, adult education (with a heavy emphasis on vocational education) was credited as the most significant community service antecedent.

Studies by Medsker, Morton, Harlacher, and Myran, in general agree with Reynolds on the components of community services. This list adapts and supplements a list by H. Curtiss Mial, and includes many of the following functions:

. . . [1] mutual aid for meeting college community needs; [2] community-experience programs; [3] community study and research problems; [4] public-affairs education; [5] specialized community services such as those related to economic conditions, public education, health, cultural and recreational activities; [6] community development; [7] leadership training; [8] the use of mass media for communication; [9] public relations programs; [10] community use of school plant; [11] and formal adult-education programs.³

Raines, in a recent taxonomy on community services, has identified some 18 functions ranging from Career Development to Program Evaluation.⁴

This attempt to clarify what constitutes community services should aid in correcting a condition found in a study by Morton which states:

Some felt that everything the college did was a community service while others felt that community services were extraneous to a college's normal daily programs of degree granting curriculum. Though some

²Myran, "Community Services Programs," pp. 18-19.

³Reynolds, Community Services, p. 144.

⁴Myran, "Community Services Programs," Appendix C.

confusion as to what constitutes community services was found among administrators, it was generally found that they are looked upon as being special activities and functions which are not a part of the daily degree granting programs.⁵

For special emphasis, excerpts of a statement by Myran are repeated: "There is not yet general agreement as to what programs, courses and activities fall within the boundaries of the community services framework." And ". . . since the programs, courses, and activities administered under community services vary from college to college, it is difficult and perhaps not desirable to attempt a universally applicable definition of this concept."⁶

It might be well to suggest here that for the purposes of teaching and research, a definition of community services might be both desirable and necessary.

On the other hand, with regard to serving the disadvantaged community, a definition of community services that is universally acceptable may seem even less desirable and necessary because of its delimiting potential in terms of programming and the provision of services.

Socioeconomic changes of the past . . . [few] years have created new educational needs from the standpoint of the individual person and . . . the social order. . . . These changes have implications for the general, preparatory and vocational education programs, and also in the comparatively new field of community services. . .

⁵Paul Wesley Morton, "Community Services of the Community Colleges in the State of Pennsylvania," unpublished doctoral dissertation, Lehigh University, 1966, p. 109.

⁶Gunder A. Myran, Community Services Working Papers Number 1: First Definitions and Selected Examples (Washington, D. C.: American Association of Colleges, 1969), pp. 1-2.

Since a community services program [especially for the inner-city resident] entails a [drastic] departure from the traditional concept of the functions of a college, certain essential factors must be recognized.

The college personnel must have a definite commitment, [and] . . . understanding of the importance of such a program, and . . . the community to be served must have an understanding of what is being done by the college. . . . It should be realized from the outset that an expansion of the educational program into the field of community services [for the disadvantaged] will require additional staff members, facilities and expense."⁷ [Italics added.]

Higher Education's Failure to Serve the Disadvantaged

If, as Harlacher relates, the community college is ". . . committed by philosophy to the specific purpose of serving all members of the community [,]"⁸ little evidence was found in reviewing the literature that this is more than a rhetorical position taken by many two- and four-year colleges. A study conducted by Robert Sidnell regarding the community service of the junior college in the fine arts culture of the community, asks "Are all socio-economic strata served equally by the junior college program, the fine arts culture and the interaction of the two?"⁹ The results revealed that most of those in the disadvantaged

⁷ Reynolds, Community Services, p. 160.

⁸ Harlacher, "Junior College Programs," p. 37.

⁹ Robert G. Sidnell, "The Influence of the Tyler Junior College on the Fine Arts Culture of Tyler, Texas," unpublished doctoral dissertation, University of Texas, 1960, p. 4.

community, the Blacks, were not even aware a junior college existed in their community.

A statement by Noah Porter in 1869 depicts the historical posture of the college regarding its commitment to the poor and the provision of services to the entire community: ". . . The college community is emphatically an isolated community more completely separated and further removed than almost any other from the ordinary and almost universal pervading influence of family [and community] life."¹⁰ Birenbaum reports: Clark Kerr says that "today's urban universities are less involved in urban problems than they were in the 1930's. They are in the urban setting, but not of it."¹¹

"[But] now a field of new and major importance faces the community college, calling for an expansion of services much beyond their present scope and focused upon the needs of out-of-school youth and adults who live in the inner-city of the nation's metropolitan areas."¹² This group, more often than not, is referred to as the disadvantaged.

The Nature of the Disadvantaged

Riessman cites several characteristics peculiar to the culture of the underprivileged. ". . .[The] deprived

¹⁰ Reynolds, Community Services, p. 160.

¹¹ William M. Birenbaum, Overlive-Power, Poverty and the University (New York: Dell Publishing Co., Inc., 1969.)

¹² Edmund J. Gleazer, Jr., This Is the Community College (Boston: Houghton Mifflin Company, 1968), p. 87.

individual feels alienated, not fully a part of society, left out [and] frustrated in what he can [and can't] do. . . . He holds the world [not himself] responsible for his misfortunes: consequently he is much less apt to suffer pangs of self blame. Many of . . . [his] patterns of behavior while acceptable to the majority, may be compatible with successful urban living."¹³ Carothers, in his book Keepers of the Poor, indicates a line of definitions that mark the poor.

According to a statement . . . by R. Sargent Shriver, Jr., former Director of the Office of Economic Opportunity . . . May 3, 1965, the poor are to be defined as those in a family of 4 whose combined income is less than \$3,130 per year or a single person whose income is under \$1,540 per year. This puts a family of 2 at about \$1,990 per year and a family of 3 at about \$2,440 per year.¹⁴

Typically included in this rubric are children from families with low socio-economic status (as measured by the occupation of the breadwinner, educational attainment of the parents, income, place of residence, etc.); people from minority groups (as determined by recent immigration of families from countries outside the United States [,] . . . groups that have been residents for generations) and of a minority racial status (in particular Negroes and Indians who have been in caste-like status in this country for generations). These definitions usually have in common the element of poverty or low income in relation to the median income of most white Americans.¹⁵

¹³Frank Riessman, "The Culture of the Underprivileged: A New Look," Staten W. Webster (ed.), The Disadvantaged Learner: Knowing, Understanding, Educating (San Francisco: Chandler Publishing Company, 1966),

¹⁴J. Edward Carothers, Keepers of the Poor (Cincinnati, Ohio: Board of Missions of the Methodist Church, 1966), p. 26.

¹⁵Susan S. Stodolsky and Gerald S. Lesser, Learning Patterns in the Disadvantaged (New York, N. Y.: Yeshiva University, Ferbaugh Graduate School, 1967), p. 16.

David Gordon, in studying how many New Yorkers share in the city's mountains of corporate wealth, has divided the city's population into five classes according to income distribution. Based on a budget standard that defines a certain quality of standard of living, he calculates the income required by different family sizes to achieve that standard. And, commenting on the dissatisfaction of the poor with regard to the uneven distribution of the nation's wealth, he states:

To the extent that the basic source of discontent in New York is the inadequate dispersion of income, the city's problems do not differ from those of the nation as a whole. . . .¹⁶

The five standardized income classes cited by Gordon are as follows:

Class I "Poor" families; \$0 to \$3,500 annual income for a family of four.

Class II "Low income" families earning between the poverty line and the "lower than moderate" budget level; \$3,500 to \$6,000 for a family of four.

Class III "Modest income" families receiving between the "lower than moderate" and "modest but adequate" standards; \$6,000 to \$9,400 for a family of four.

Class IV "Moderate income" families receiving between the "modest but adequate" and the "higher than moderate" standards; \$9,400 to \$14,500 for a family of four.

Class V "Affluent families" receiving above the "higher than moderate" budget level; above \$14,500 for a family of four.

¹⁶David Gordon, "Income and Welfare in New York City," The Public Interest, No. 16 (Summer, 1969), p. 88.

Distribution of families^a in New York among "constant consumption" income classes, January 1968, by ethnicity

Income Class		Percent of White Families ^a	Percent of Black and Puerto Rican Families ^a
I	Poor families	3.7	28.4
II	Low income families	13.6	31.1
III	Modest income families	29.6	23.3
IV	Moderate income families	27.5	13.0
V	Affluent families	25.6	4.2
		100.0	100.0

^aExcluding families with heads of sixty-five and over.

Source: David Gordon, "Income and Welfare in New York City," The Public Interest, No. 16 (Summer, 1969), p. 88.

Although minority families represent only 28.6 per cent of all families in the city, they comprise a full 75.6 per cent of "poor" families, almost half (47.9 per cent) of "low income" families, and only 6.3 percent of "affluent" families.¹⁷

The Law and the Poor

The foregoing conditions have been referred to by one writer as the "culture of poverty" and are reflected in this statement regarding the law and the poor. "To us [white middle class Americans], laws and regulations are protections and guides, established for our benefit and for us to

¹⁷Ibid., pp. 71-72.

use. But to the poor they are a hostile maze, established as harrassment, at all costs to be avoided."¹⁸ "We are coming to recognize that the legal assistance we have given some poor men has been only a beginning. . . . The scales are now tipped against the poor. . . . The solution is not charity, but justice."¹⁹ William Grier and Price Cobbs, authors of Black Rage, suggest that "men reduced to the status of non-persons and removed from the protection of the social code can hardly be expected to honor responsibilities imposed by that code. . . . We suggest that there is no more efficient way to produce a thief than to steal a man's substance and command that he hold his place."²⁰

Implied in the previous section is the lack of will and commitment on the part of the most affluent nation on earth to address the issue of national poverty. Robert Theobald states in his book An Alternative Future for America that:

The barriers to the elimination of poverty are not [solely] economic. . . . The barriers are moral and social. The United States is not willing to apply its vast productive potential to the elimination of poverty and hides its unwillingness with statements

¹⁸ Jacobus ten Broek (ed.), The Law of the Poor (San Francisco: Chandler Publishing Company, 1966), p. 62.

¹⁹ Ibid., "Address by Attorney General Nicholas deB. Katzenbach to the National Conference on Law and Poverty," Washington, D. C., June 24, 1965.

²⁰ William H. Grier and Price M. Cobbs, Black Rage (New York: Bantam Books, 1968), p. 93.

about the need for motivation and incentives.²¹ [Italics added.]

A similar implication regarding commitment can also be cast at the level of community services in the inner-city community college. The successful provision of educational service to the inner-city community will necessarily require institutional commitment.

The Inner-City

As mentioned previously, Tom Wicker states that, above all, the ghetto is Black. Kenneth Clark identifies "Eleven metropolitan areas that have Black communities of between 200,000 and one million: New York, Chicago, Los Angeles, Detroit, Philadelphia, Washington D. C., St. Louis, Baltimore, Cleveland, Houston and New Orleans . . . [and relates that] in every one of these cities, . . . Blacks are compelled to live in concentrated ghettos where there must be a continuous struggle to prevent decadence from winning over the remaining islands of middle-class society."²²

The separation of America's 20 million . . . Blacks (approximately 11 per cent of the total population) from the white population in the United States in meaningful primary group contacts . . . has been attested to in . . . community studies and . . . surveys by . . . Drake and Cayton, Frazier, . . . Davis and the Gardners, Dollard, Davie, D. Johnson and R. Johnson.²³

²¹Robert Theobald, An Alternative Future for America, (Chicago: Swallow Press, Inc., 1968), p. 76.

²²Kenneth Clark, Dark Ghetto (New York: Harper and Row, 1965), p. 23.

²³Milton M. Gordon, Assimilation in American Life (New York: Oxford University Press, 1964), pp. 163-164.

Typical of the inner-city ghetto is the following description by Clark. Using Harlem as a symbol, he states:

. . . In all of Harlem there is no museum, no art gallery, no art school, no sustained little theater group . . . only five libraries--but hundreds of bars, hundreds of churches and scores of fortune tellers.

It is in a state of economic and social decay and its residents are afflicted by

. . . low aspirations, poor education, family instability, illegitimacy, unemployment, crime, drug addiction and alcoholism, frequent illness and early death. . . . The most concrete fact of the ghetto is its physical ugliness.²⁴

Joseph Himes in an article in The Disadvantaged Learner supports this view regarding lack of recreational and cultural outlets with the following statement concerning inner-city teenage culture and "the street."

The street as a social institution is an important factor in . . . [inner-city] culture It is frequented by teenagers as well as adults. . . . Within this environment--relatively free from restrictions and taboos of the dominant moral order--the habitue receives a sense of belonging and a greater feeling of personal worth. . . . On the street he is ready to laugh, play and have fun. He is equally prepared to feud, fuss and fight.²⁵

In addition to being Black, the inner-city in some states is also Spanish-speaking, in others, Puerto Rican.

The Spanish-Speaking, Inner-City Poor

Julian Samora, in his book La Roza: The Forgotten American, in speaking of the Spanish-speaking, states:

²⁴Clark, Dark Ghetto, p. 27.

²⁵Joseph Himes, "Negro Teenage Culture," in The Disadvantaged Learner: Knowing, Understanding, Educating, Staten Webster, ed. (San Francisco: Chandler Publishing Co., 1966), pp. 166-167.

The Mexican-American population in the United States was numerically insignificant until the turn of the century. Between 1910 and 1930 there was a very large immigration from Mexico. The immigrants were primarily laborers who came to work in the agricultural expansion of the Southwest. Some came to work on the railroads in both the South and Middlewest. Others traveled as far North and East as Chicago and Detroit . . .²⁶

There are nearly four million persons with Spanish-Mexican antecedents in five southwestern states: Arizona, California, Colorado, New Mexico and Texas.²⁷

By far a greater part of the migration from Mexico has occurred within the past 50 years and continues today. Many are victims of poverty and hardship as described in one of a series of articles in a major Michigan daily:

Most of the 50,000 migrant workers who are harvesting Michigan's fruit and vegetable crops this summer will reap their own grim harvest of misery and poverty. Nomads who move from state to state and crop to crop, they have no money, no power and no voting rights. "They are not even second class citizens," said State Representative James Bradley, D-Detroit.²⁸

Herman P. Miller warns that "the 'typical' Easterner thinks of Spanish-Americans as migrant farm workers. This may have been the case at one time, but it was far from true in 1960. Spanish-Americans in California and Texas are predominantly urbanites--85 percent in California and 79 percent in Texas live in urban areas."²⁹

²⁶ Julian Samora (ed.), La Roza: Forgotten American (Notre Dame, Ind.: University of Notre Dame Press, 1966), pp. xii-xiii.

²⁷ Ibid., p. 1.

²⁸ The Detroit News, Aug. 8, 1969, p. 4a.

²⁹ Miller, Rich Man, Poor Man, p. 116.

Further research revealed that while Spanish-Americans are not as well off as whites, they are better off than Blacks--with the exception of Colorado where both groups are small in number--and Indians. Though two years behind in their schooling, Spanish-Americans in California had a median income of \$2,800, \$300 above the Negro median.

Puerto Ricans in the Inner-City

Puerto Ricans represent one of the newer minority groups in the United States. There were about 856,000 Puerto Ricans living in this country at the time of the last census (1960). Nearly three out of every four lived in New York City . . . Half of the . . . families had incomes under \$3,800 in 1959 . . . Four out of every five families had incomes under \$6,000 in 1959 . . . The average Puerto Rican in the city had only 7-1/2 years of schooling as compared with 9-1/2 years for Negroes and nearly 10-1/2 years for whites. One out of every two adult Puerto Ricans in New York City had not gone beyond the seventh grade and nearly three out of every four had no formal education beyond the eighth grade.³⁰

Some Commonalities among the Poor

Though many diversities exist within each of the above-mentioned inner-city groups, it might be well to summarize some of the characteristics that are peculiar to each, and affect them all. Anthony Mensah, in a study of Milwaukee's Inner-City - North Negro Community, relates: "The urban Negro's three greatest problems are jobs, schools and housing."³¹ Among the available literature, this statement

³⁰ Ibid., pp. 104-106.

³¹ Anthony J. Mensah, "Social Commitment: A Study to Determine an Effective Participation for Urban Universities in Poverty Programs in America's Turbulent Cities, with Special Reference to the People of Milwaukee's Inner-City - North Negro Community," unpublished doctoral dissertation, Marquette University, 1968, p. 16.

is supported by Woods, Jacobs and Gardner, and others.

Anthony Downs includes in his study Who Are the Urban Poor?

the following randomly selected findings: (All statistics here are based on the official Social Security Administration's definition of poverty.)

In 1966, about 12.1 per cent of the total metropolitan-area population of the United States--or 15.2 million persons--lived in poverty.

Within metropolitan areas, the proportion of poor people in 1966 was almost twice as high in central cities (16.2 per cent) as in suburbs (8.6 per cent).

About two-thirds of all poor persons in metropolitan areas in 1966 were white, and one-third nonwhite. However, the proportion of all metropolitan-area whites who were poor (9.3 per cent) was less than one-third the proportion of such nonwhites who were poor (32.1 per cent).

- (a) About 82 per cent of the poor nonwhites and 53 per cent of the poor whites in metropolitan areas lived in central cities.

From 1959 to 1966, the total number of poor persons in the United States dropped by 9.2 million (or by 23.6 per cent), from 38.9 million to 29.7 million.

About 47 per cent of all poor in metropolitan areas are in households that cannot be expected to become economically self-sustaining at any time in the future. These households include the elderly, disabled males under 65 and females under 65 with children.

Nearly one-third of all poor persons in metropolitan areas (31.4 per cent) are in households headed by employed men under 65 whose poverty results from low earnings rather than unemployment, disability or old age. [*Italics added.*]

About 6.3 million poor . . . in metropolitan areas--or 41.7 per cent of all such people in 1966--were children under 18. The poverty in which they lived is likely to inflict them in such a way as to reduce their future income-earning capabilities.

- (a) Almost two-thirds of these . . . children lived in central cities, and over half . . . were nonwhite.

Although poverty is technically defined as having a very low annual income, for many . . . it is also a chronic state of failure, disability, dependency, defeat, and inability to share in most of American society's major material and spiritual benefits. Their continuance in this deprived state is reinforced by many institutional arrangements in our society, including those supposedly designed to aid them.³²

An editorial in the Christian Science Monitor highlights the problem of white racism and unemployment experienced by the inner-city disadvantaged in such cities as Detroit, Boston, and Chicago:

. . . Only 2 per cent of Pittsburgh's 30,000 building trade union membership is [B]lack--in a city with 20 per cent [B]lack population. Despite a tight labor situation (workers have had to be imported from other regions to help with the city's building boom) not many apprentices are being trained. Of the 200 apprentices trained this year, about a sixth were [B]lack. . . . The construction job interest among [B]lacks is heightened by the fact that such jobs are available right in their midst.³³

This incident and much of the information in the preceding section have broad implications for community service programs designed to upgrade the technical skills of hard-core disadvantaged, and involves such allied problems as effective communication techniques necessary for reaching the inner-city community; the problem of white staff involvement in inner-city community college programs and the broad role of an effective inner-city community services program functioning as an intercessory between the inner-city resident and his community.

³²Anthony Downs, Who Are the Urban Poor?, Committee for Economic Development Supplementary Paper Number 26, October 1968, pp. 2-4.

³³The Christian Science Monitor, "Signs from Pittsburgh," Sept. 4, 1969, Section 2, editorial page.

The Inner-City Community College

Erickson reports that "From 1900 to 1960 the public junior college flourished primarily in smaller urban centers . . . But in recent years . . . it has grown rapidly in big cities, even those already served by four-year colleges and universities. Multi-campus junior colleges are already established in Chicago, St. Louis, Los Angeles and Oakland and are projected for several other cities."³⁴ He cites the several factors responsible for this recent development as: (1) the rural-to-urban population shift; (2) selective population migration; (3) the high birthrate of the post-war years which is producing a rapid increase in the college-age population; (4) the rapid changes in technology; and (5) the increasing understanding shown by administrators and boards of senior colleges regarding the role of the "open-door" junior and community college in the world of higher education.

One of the most recent accounts of the inner-city community college development is provided by Gleazer, who states:

Since 1960 community colleges have been established for the first time in. . . the following cities:

Philadelphia	St. Louis	Seattle	Dayton
Boston	Miami	Portland	Minneapolis
Pittsburgh	Dallas	Spokane	Newark
Cleveland	Fort Worth	Birmingham	Rochester. ³⁵

The history of the urban community college is a brief one, as the above statements suggest. Its task, however, is

³⁴Clifford Erickson, "Multi-Campus Operation in the Big City," Junior College Journal, Vol. 35, No. 2 (October, 1964), pp. 17-18.

³⁵Gleazer, Community College, p. 87.

monumental, for as Birenbaum states:

We have created an overlive society--a country in which a substantial number of citizens do not share in the technological and industrial success which is there for all to see . . . ³⁶

But . . . there are no answers in the back of the book; in former periods the population of the inner-city was of concern to the college community only as an object of research . . . Now a field of new and major importance faces the community college, calling for an expansion of services much beyond their present scope and focused upon needs of out-of-school youth and adults who live in the inner-cities of the nation's metropolitan areas . . . Unquestionably, patterns of educational services which were devised to suit the practical requirements of a rural population must find an equivalent expression today in urban culture. Proposals have been made for grant universities in some sixty-seven cities. These would take their places along side the sixty-seven land-grant universities established under the Morrill Act of 1862 . . . and promote the liberal and practical education of those industrial classes.³⁷

Extending educational services to the poor is not a recent concept. Potter reports ". . . an act passed in 1735 for employing and providing [elementary school] education] for the poor of Boston."³⁸ The role of higher education in extension of educational services to the poor is in part reflected in the following statement by Koch and Wooley:

Most universities have well-defined extension programs, usually for the benefit of professionals such as teachers who wish to advance in their careers. Some offer informal courses in cultural subjects . . . geared to an already well-educated segment of the community. The community college, on the other hand, can render a new service by using these two types of programs and directing them instead toward the semi-skilled worker . . . or toward the undereducated.³⁹

³⁶Birenbaum, Overlive-Power, pp. 2-3.

³⁷Gleazer, Community College, pp. 87-98.

³⁸Robert E. Potter, The Stream of American Education (New York: American Book Company, 1967), p. 39.

³⁹Moses S. Koch and Priscilla M. Wooley, "An Opportunity for Community Colleges," Junior College Journal, Vol. 36, No. 2 (1967), p. 26.

The authors warn, however, that:

. . . A special kind of faculty will be required for these programs, perhaps . . . unusually gifted elementary school teachers . . .⁴⁰ [*Italics added*]

Kirschner suggests that ". . . those . . . [factors] that have been isolated as effective for learning by school children should be tested for their effectiveness with varying populations of adults,"⁴¹ If these factors and techniques can be assumed to be effective with educationally disadvantaged adults, a shortage of qualified staff for inner-city community colleges and community services poses serious implications for effective educational programs. One such factor is pointed out by Robert Green in speaking of one city's special school project that focused on improving the language patterns of disadvantaged youth.

Once again, it was observed that the attitude that the teachers [staff] hold toward [the] economically and educationally poor . . . is a critical factor in their progress . . . No longer can a . . . [staff member] work, comfortably isolated within the ivory tower of his university, and still maintain an accurate understanding of the complexities involved in teaching [and working with the] economically and educationally disadvantaged. . . .⁴²

Other related factors that pose significant implications for inner-city community college staff who work with disadvantaged include concern for their self-concept

⁴⁰Ibid., p. 26.

⁴¹Corrine Kirschner, "Motivating to Learn," in Basic Education for the Disadvantaged Adult: Theory and Practice, ed. by Frank W. Lanning and Wesley A. Many (Boston: Houghton Mifflin Co., 1966), p. 109.

⁴²Robert Green, "Intellectual Development among Disadvantaged Youth," in Urban Schooling, ed. by Herbert C. Rudman and Richard L. Featherstone (New York: Harcourt Brace and World, Inc., 1968), pp. 192-193.

(Brookover, Kvaraceus, Rogers, Maslow, Combs, and Riessman), and their expectations of a student as well as the student's expectation of himself (Rosenthal and Jacobson). For the educationally and economically disadvantaged adult brings with him all the educational, emotional, and economic deficiencies of a childhood, enhanced by age.

The failure of institutions of higher education to address the needs of this segment of the community--the poor--can be attributed in large part to what John Gardner refers to in the snail-like pace of school desegregation, as value conflicts.

The type of tactics employed to meet the problems are directly related to the values held by the socio-political and educational power structure. . . . The attitudes held regarding the desirability of desegregation are directly related to the values held in regard to racial prejudice and to the priorities given these values by both the community at large and education professions.⁴³

The findings in a study by Mensah--mentioned earlier--that assessed the importance of various social agencies on inner-city ghetto residents living on Milwaukee's north side supports these ideas and concludes that:

Judging from the response of all 250 agencies in this program, one can support the thesis that most social agencies were set up for problems other than those of the present day Negro ghetto areas. Consequently, they do not see themselves adjusted enough to embody that community in these programs. . . . The silence on recommendations by some primary public agencies and the irrelevance of some of their recommendations add up to the general view that most agencies would prefer to have things the way they are. . . . Those agencies that positively responded to . . . request for university help, seek new programs that improve their staff . . . Others solicit help to improve on their own services.⁴⁴

⁴³Robert J. Havighurst, "Change the Child," Urban Review, Vol. 3, No. 5 (April, 1969), p. 4.

⁴⁴Mensah, "Social Commitment," p. 88.

If this behavior of institutions in higher education is typical--and the conspicuous scarcity of literature, programs, and inner-city community colleges reflecting concern for the inner-city poor prior to 1960 suggest that it is--the current "social revolution" is understandably long overdue. For "no segment of society has as much talent and resources to develop innovations in society, welfare . . . and other areas than institutions of higher education."⁴⁵

Closing the Opportunity Gap:
The Urban College Response

Though much of the previous information points a rather dismal picture, urban colleges and universities do offer some promise as instruments in these communities with the potential for helping repair the social ills of the inner-city. One author suggests that "To solve the gaps and frustrations of higher education, education will have to be overhauled from Kindergarten up; [present] resources are being too heavily drained by remediation."⁴⁶ The problem extends far beyond the academic community, however. Colleges and universities located in the inner-city represent only one element in the social and economic fabric of our cities. They cannot be expected to, in "solo fashion"

⁴⁵ Ronald Lee, Assistant Postmaster General, in speech at Michigan State University, May 9, 1969, Michigan State News, May 12, 1969, p. 3.

⁴⁶ R. Frank Mensel, "Federal Support for Two-Year Colleges: A Whole New Ballgame," Junior College Journal, Vol. 40, No. 1 (September, 1969), p. 16.

bring about the salvation of our cities. They must cooperate with, solicit, and receive the cooperation of government agencies at all levels as well as that of the private sector.

Currently, several basic directions may be observed among two- and four-year institutions and other agencies attempting to meet the needs of the disadvantaged. Richardson and Elsner suggest that in the area of general education the first and most common attempt involves the piecemeal offering of remedial or developmental courses; a second more ambitious approach consists of the structuring of a unified program of remedial courses of one or two semesters in length; a third method evolving from the remedial approach has shifted to a concept of terminal preparation for entrance into an occupation; a fourth approach involves the use of programmed learning. The authors add that ". . . while programmed materials are not suggested as any type of panacea, their intelligent and selective use under carefully controlled conditions may well be a major part of the answer to the repair function of inner-city 2 year colleges."⁴⁷ Community and federal agencies are found offering the following programs:

Chicago City Junior Colleges:

A Basic Education program that consists of one year of pre-college works in reading, writing, speaking, social science and the humanities. In addition to the Basic Program, all campuses offer remedial courses, writing, spelling, speaking, reading and math.

⁴⁷Richard C. Richardson and Paul Elsner, "General Education for the Disadvantaged," Junior College Journal, Vol. 36, No. 4 (December 1965/January 1966), pp. 18-21.

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A special curriculum to train assistants to city planners was instituted here. Initiated under a 1964 Housing and Urban Development grant that furnished two-thirds of the funds, this curriculum provides courses in general education, traditional subjects like geography, sociology and specialized courses in city planning. Perhaps the most significant conclusion reached that could have curriculum implications for inner-city programs, is that the type of assistant needed must always be defined by the professionals in the area and that the curriculum must stem from a job analysis.

Central Y.M.C.A. Community College:

Operating a program known as SET-GO, an acronym for Support and Encouragement for Talent, Gateway to Opportunity, Central Y College in Chicago works with high-risk students through assessing their potential for college and helping other colleges recognize the kinds of safeguards this type of student needs. Placing great emphasis on counseling, a staff of 3 outreach workers, assisted by 12 college work-study students and a number of indigenous staff, the program is able to relate personally to high school dropouts and graduates in 200 street groups and identify a wide range of talent that would otherwise be missed.

The Facilities Response: Building Neighborhoods Not Campuses

A publication by the Educational Facilities Laboratories, Inc., a nonprofit corporation established by the Ford Foundation to help schools and colleges in the United States and Canada with their physical problems, states:

The nation's colleges and universities particularly those in the cities, can and should be a prime resource and a catalyst in the remaking of the cities and the treatment of the deep-seated ills wracking the urban society.

Many of the more than 200 urban institutions of higher learning have responded to that message by initiating a welter of programs dealing with the whole range of urban problems.⁴⁸

⁴⁸ Campus in the City, A Report from Educational Facilities Laboratories, New York, N. Y., p. 1, 1968.

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Unfortunately, however, in the past, most urban institutions have rarely become involved in the physical problems of the neighborhoods around them. ". . . In fact, the planners of our urban institutions historically have tried to create bucolic islands of academe within the cities campuses that denied their urbanism."⁴⁹ Many critics of urban institutions cite use of Section 112 of the 1959 Housing Act that provided a new tool for campus expansion and neighborhood renewal, state, however, that ". . . the real motivation behind most university involvement in renewal admittedly has been selfish, in fact defensive in nature."⁵⁰

Currently, many forces are causing urban institutions to take a new look at their campuses and how they should be put together as well as function in serving its inner-city clientele. Listed among these forces are: (1) the increasing short supply of urban real estate and its expensiveness; (2) the exempt tax status of colleges and universities that further shrinks an already withered tax base in the cities; and (3) the higher cost of construction in cities as opposed to the suburbs and the further removed countryside.

In response to these political and fiscal realities, EFL reports that a number of inner-city colleges and universities have come up with imaginative solutions to their problems. Thus:

⁴⁹Ibid., pp. 1-2.

⁵⁰Ibid., p.3.

The dawning commitment of urban colleges and universities to a new role in their communities has significant physical ramifications. Here and there, institutions are beginning to throw outposts into the city. In a number of instances, community services and facilities are . . . found within the campus. A pioneering handful of institutions have accepted the need for a total physical commitment to the community. These institutions are beginning to plan neighborhoods rather than campuses. The institutional outposts in most cases are facilities housing new social, health, or recreational programs operated by the universities for urban communities.⁵¹

Some examples follow:

A new four-year college is being planned for Brooklyn by the Education Affiliate of the Bedford-Stuyvesant Development and Services Corporation. The college, as yet unnamed, will take a number of experimental approaches. It will operate on a 12-month calendar and a 6-day week. It will assure part-time employment to every student under an internship program linked to the student's academic program. Students will help administer the college. Negro students from existing colleges in the metropolitan area will be employed as tutors. Students will spend the summer prior to formal admission working on the skills needed to succeed in college and will continue such studies as long as required.

The college is scheduled to open in the fall of 1968, accommodating some 300 students in converted commercial or residential structures. The probability is that the college always will operate in renovated buildings and that these will be scattered or "woven" through the community, so that the college and other aspects of community life will be intimately linked. The linear, dispersed approach to the Bedford-Stuyvesant campus originated with Dr. William M. Birenbaum, President of the Education Affiliate.

The new Borough of Manhattan Community College in New York currently is searching for the best way to create a high-rise campus for 5,000 students on a four-and-a-half-acre site. Planners of the two-year institution hope to create a prototype for urban, high-rise community colleges that will foster close links with the

⁵¹Ibid., p. 10.

surrounding neighborhood and with nearby businesses and governmental institutions.

At both the Milwaukee campus of the University of Wisconsin and the new South Side campus of Chicago City College, the air space over city streets will be employed as building sites. New York City will build a 14-acre platform over a railroad yard to accommodate an entire new campus for Bronx Community College.

The University of Chicago plans to build a neighborhood social service and child care center for the Woodlawn neighborhood. Rather than creating an outpost, the University plans to locate the center on campus, setting up what might be called an inpost. The child care center and social service functions, including local offices of city agencies, will be housed in separate wings of the structure. Their proximity is expected to give the agencies better contact with the community, particularly with the families of children enrolled in the day care program.

This same university in another one of its community programs, has contracted with the Chicago Board of Education to adopt four Chicago public schools in the Woodlawn district, adjacent to the campus, and establish an experimental school district. Utilizing federal and foundation aid and University resources, the district will spend \$800 per child more than normal annual expenditures in the Chicago schools in an effort to provide an education tailored to the needs of deprived pupils. Eventually, new school facilities will be built under supervision of the University to house the new programs.

In St. Paul, Minnesota, Macalester College has "adopted" its surrounding neighborhood to a distance of one-half mile from the campus perimeter. In cooperation with city agencies and community interests, the College will sponsor and finance a comprehensive community development plan covering land use, pedestrian traffic circulation, utilities, parking, and recreation.

Seattle University will locate a new \$3.2 million physical education and convocation center two blocks away from the campus and inside a Model Cities project area. The center is designed to serve not only the University but the community and will accommodate organized recreational programs for community youth as well as a new, University-affiliated Boy Scout program. It is hoped that the programs and the center will serve as devices to help persuade underprivileged youth to continue their education.

The University of Pennsylvania is providing financial encouragement to its faculty and staff to purchase and rehabilitate housing in the University area of Philadelphia. Under a University agreement with a local bank, qualified personnel can obtain 40-year mortgages at the going interest rate and covering up to 100 per cent of purchase price plus the cost of necessary repairs and rehabilitation. By salting the neighborhood in this fashion, the University expects to stabilize its community and claims that the program already has resulted in the improvement of public schools in the area. (Harvard and Chicago, among others, make similar efforts by offering university-financed second mortgages.)

The Tufts-New England Medical Center has involved itself in Boston's South Cove urban renewal project and, in addition to development of its hospitals and medical and dental school facilities, is planning moderate-income housing, commercial developments, community recreation and welfare facilities, transportation, and a public school. (The new school will replace the Quincy School, built in 1847 as the nation's first fully graded elementary school.) It will provide comprehensive health care as well as education for its students. Envisioned as a shared site or joint-occupancy project in combination with housing, the school will be a community institution and share its facilities with other agencies serving adults as well as children.

Antioch College, a distinctly nonurban institution in Yellow Springs, Ohio, offers evidence that institutional involvement in the cities will not be limited to urban colleges and universities. Antioch has "adopted" a public school in Washington, D. C., and is a member of the 12-college Union for Research and Experimentation in Higher Education. The Union is planning to establish "beachhead campuses" or field centers in both rural and urban deprived areas. The "colleges" essentially will be portable or disposable campuses staffed by student and faculty task forces from member institutions who will study or otherwise attempt to resolve social, economic, and cultural problems in the beachhead communities.⁵²

⁵² Ibid., pp. 5-15.

Closing the Opportunity Gap
at the Federal Level

"The history of federal involvement in education spans approximately 180 years."⁵³ To attempt a chronological description of these various programs and enactments, however, would require much more time and space than allotted here. A theme, however, that ran through many of the early bills and acts was that of wiping out illiteracy, more recently it has become that of providing equality of educational opportunity.

The federal response of providing financial aid specifically for the community college is a comparatively recent one, as evidenced in a statement by Senator Harrison A. Williams.

While the community junior college is demonstrating that it is equipped best for the job of extending much-needed educational opportunities in the country, the federal government has failed in its full responsibility to these colleges which represent almost half of all institutions of higher education and approximately one-third of all students in higher education.⁵⁴

Frank Mensel reports that, "When the U.S.O.E. dashed off . . . summaries of programs helping two-year colleges for Senator Williams, it could list fewer than thirty programs. And when the Congressman introduced the Comprehensive Community College Bill . . ., Senator Williams remarked: 'Of twenty-four institutional support programs administered

⁵³ Sidney W. Tiedt, The Role of the Federal Government in Education (New York: Oxford University Press, 1966), p. 11.

⁵⁴ Senator Harrison A. Williams, "To Close the Opportunity Gap," Junior College Journal, Vol. 40, No. 1 (September, 1969), p. 8.

by the Office of Education, junior colleges take part in only six.'"⁵⁵ A recently prepared U.S.O.E. list in the September issue of the Junior College Journal shows 58 programs for which two-year colleges are potential participants.

It seems obvious but worth passing mention also that the two-year colleges themselves are to blame at least partly for the lack of concern for their interest in federal agencies. Junior college participation in so few programs rather clearly indicate that the colleges have not pushed applications and proposals to the federal agencies with the same frequency and consistency as have the senior institutions.⁵⁶

Current Proposed Federal Legislation

For the first time, Congress is looking at broad legislation devoted solely to community college planning and development. The most significant example of proposed federal legislation designed to provide direct support to community colleges is the Comprehensive Community College Act of 1969. This Bill, if enacted, will support the development and construction of both private and public two-year, post-secondary institutions, including two-year branch campuses of four-year universities with comprehensive philosophies that include the provision of service to the community. The Bill calls for:

- . A year of planning in order to give each state time to develop or update a master plan for post-secondary education. This plan will include curricula that contain (1) occupational-technical programs, (2) career development opportunities, (3) adult continuing-education programs, and (4) community service, counseling and lower division university parallel programs.

⁵⁵Mensel, "Federal Support," p. 15.

⁵⁶Ibid.

- . An emphasis on research to be carried in the college in order to help increase its effectiveness and to provide data for future development.
- . The provision of federal funds as to make the college available to all state residents through a tuition-free policy.
- . Policies and procedures designed to assure that federal funds available under this bill are not used to supplant state or local funds, but supplement them.

This plan, relates Senator Williams, is a "one-stop service station" for community colleges, most of which do not have the manpower or resources to pound the pavements in search of grants.

Additional evidence of current concern for the community junior college is found "in President Nixon's educational budget for the fiscal year starting July 1 [1969, here] there is a 43-million dollar item for construction of more junior colleges."⁵⁷ Another example is the Urban Education Bill.

Regardless of the outcome, these bills, according to one author, "have already made a monumental contribution to the development of federal policy on two-year college assistance,"⁵⁸ and will either directly or indirectly affect the lives of the inner-city disadvantaged.

⁵⁷"Community Colleges: New Frontier in Education," U. S. News and World Report, Vol. LXVI, No. 18 (May 5, 1969), p. 64.

⁵⁸Mensel, "Federal Support," p. 19.

CHAPTER III

METHODS AND PROCEDURES

The purpose of this chapter is to present the methods and techniques employed in the collection of data. The descriptive bent of this study provides an in-depth analysis of six community service programs for the educationally and economically disadvantaged at inner-city community colleges. Interviews with presidents, community service administrators, and other selected personnel provided data for this analysis.

The Sample

Participation was solicited and received from administrators of the following colleges:

- . Cuyahoga Community College, Cleveland, Ohio
- . The Community College of Baltimore, Baltimore, Maryland
- . Laney and Merritt Colleges, Oakland, California
- . Malcolm X Community College (formerly Crane), Chicago, Illinois
- . New York State University's Urban Center, Brooklyn, New York.

Procedure

Each college was visited for a period of from one to two days. During these visits, tapes were made of each administrator and staff member interviewed; tours viewing the projects' physical facilities were provided, along with the opportunity to observe classes. At least one project's termination via its graduation exercise was also witnessed.

Instruments Used

An open-ended interview guide was used covering questions under five areas related to the study. A modified approach in the use of the guide was employed in order to get at information peculiar to a certain administrator or program, and to avoid consuming unnecessary time and jeopardizing rapport. Other instruments used include a brief questionnaire and a materials check list.

Selection of Colleges

Four of the colleges in the study were selected because of their involvement in a national demonstration project coordinated by the American Association of Junior Colleges and the Office of Economic Opportunity. Each was allegedly using a different approach in dealing with the educational problems of inner-city residents. The two remaining colleges were recommended by Dr. Max Raines, director of the Kellogg Community Services Leadership Program

at Michigan State University, and Dr. Kenneth Cummiskey, Director of Community Services for the American Association of Junior Colleges.

Visitation Arrangements

The initial contact with at least four project administrators was made in March, 1969, at the American Association of Junior College's annual convention in Atlanta, Georgia. A letter was sent to the remaining directors and college administrators soliciting their cooperation and support. All responded favorably and follow-up letters and materials were forwarded them. (See Appendices.)

Periodic communication with all the directors was maintained until time for the visits to the campus. A few days prior to the visit, contact was again established either by letter or phone, confirming arrival and interview schedules.

Presentation and Analysis of Data

An in-depth descriptive presentation of the data was analyzed as it pertains to the following areas: (1) the types of programs offered, administrative structure and professional staffing patterns; (2) their financial and physical resources; (3) their origin and developmental aspects; and (4) special problems as they pertain to race as a significant staffing consideration in an inner-city setting.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

Following a description of the six inner-city community services programs, a summarization of significant findings is presented.

Inner-city community services programs studies were classified using two approaches: (1) the demonstration project, and (2) institutional commitment.

1. The demonstration-project approach is usually based on short-term one to five years of federal or state funding, and is committed to demonstrate within this time a productive program as measured by the sponsoring agency's evaluation criteria.
2. The institutional commitment approach, based on institutional commitment, dynamic presidential leadership, and institutional in and outreach efforts with active departmental involvement.

Five of the programs surveyed were classified as using the demonstration project approach to community services. Based on a requirement that calls for demonstrated productiveness and operating on either state or federal short-term funding, are the following inner-city community service programs:

Before beginning the first descriptive analysis, it might be well to point out some typical factors that characterize all of the inner-city communities involved in the survey. On the basis of a thorough examination of the literature, a summarization of these problems would include:

- . A community that is predominantly Black or Chicano (Mexican-American) with a high rate of unemployment, necessitating excessive dependence on welfare.
- . A deep-rooted handicap as a result of years of both economic and educational deprivation.
- . An under-utilization of human resources and potential.
- . One whose residents are acquiring a new sense of brotherhood, togetherness, and self-pride.
- . A feeling of lessening allegiance to a system that has failed to respond to its most basic needs.
- . A feeling that the scales of law enforcement and justice are tipped against them.
- . Either distrust, misunderstanding, or no knowledge of existing community services available to them.
- . The almost wholesale lack of such recreational facilities as bowling alleys, skating rinks, tennis courts, and swimming pools, forcing the inner-city teenager and adult into such hangouts as beer joints, alleys and the street.

Inherent implications in the above-stated inner-city characteristics strongly suggest the need for an intercessory,

and the community college is the agency that is increasingly seen by educators and federal officials as the institution best equipped to fill this need.

Laney and Merritt Colleges'
Inner-City Project

The Demonstration Project Approach

Laney and Merritt Colleges in Oakland, California, are public junior colleges maintained by the Peralta Junior College District of Northern Alameda County. Following a series of structured and curricula changes that extend back to 1927, a separate junior college district was established, and on July 1, 1964, the new Peralta multi-campus district ruled that the two campuses operate as separate and autonomous institutions.

The district also charged the colleges with providing a comprehensive curriculum through courses in general education, lower division education, vocational education, community services, guidance services, and student activities.

The community services programs at both Laney and Merritt Colleges have included the traditional lecture-concert series type presentations that reached only a certain segment of the community. Since March of 1968, however, the Peralta Colleges' (Laney and Merritt) major community services effort has been directed toward the inner-city target areas of the city of Oakland.

Profile of the Target Areas

The area served by the Inner-City Project is that portion of Oakland, California, referred to as the "target areas." This term refers to those geographical sections of the city designated as poverty areas under the community action program of the Office of Economic Opportunity. These sections of the city are characterized as depressed areas requiring special services to combat the chronic effects of poverty, i.e., high rate of unemployment, coupled with general low income patterns, poor housing conditions, severe health problems, and educational deficiencies. The target areas comprise approximately 41 per cent of Oakland's total population, but 91 percent of the total Negro population and 51 per cent of a population with Spanish surnames. Geographically, the area consists of 37 of the 102 census tracts of the city. All tracts in the target areas have an unemployment rate of at least 9 per cent, and some have rates as high as 33 per cent. Many tracts have become urban renewal areas with the consequent problems of family relocation. Since decent housing for low-income families is at a premium in the target areas, this relocation creates further social problems. Educationally, the children of the areas suffer severe handicaps in academic performance, especially in communication and mathematics skills. Although the schools have given the problems some special attention, the conditions appear to be deteriorating. County

health department reports indicate that the health needs of these areas of Oakland are disproportionate to the population. For example, 68 per cent of the active tuberculosis cases of the county are in these portions of the city.

In summary, an examination of the current situation of the population of these target areas leads to the incapable fact that the residents of these sections of Oakland suffer severely from all the dilemmas of poverty. These conditions are of such an extreme nature that massive supportive services are required if the situation is to be improved.¹

Project Components

The Inner-City Project is a community outreach effort of three components designed to demonstrate ways in which the community college may effectively extend its services and programs into the inner-city, to develop there a new sense of community identity, participation and involvement. The three components included a Student Service Corps, a Scholarship-Subsistence Program and a group of four Community Development Centers. These components are described as follows:

1. A Student Service Corps.--This arm of the project as originally planned, was to employ 100 students (50 Merritt and 50 at Laney) to carry out a work-study service program of community outreach. Students selected for this program must be residents of the inner-city and they or their

¹Peralta Colleges' Inner-City Project Evaluation Report, prepared by Sam Toney and others. May 15, 1969, p. 1.

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families must meet low-income criteria as established by the U. S. Office of Economic Opportunity. Students in this program are assigned to some of the following functions:

- . Working with community-located credit unions, assisting inner-city applicants in processing and filling out credit forms. The purpose of this particular credit union is to make loans to low-income families, provide financial counseling, and help in credit matters.
- . Provide tutorial assistance for neighborhood youth and adults at neighborhood centers.
- . Participation in self-development activities for pre-teens operation of a tiny-tot program, and by providing group counseling.

The actual number of students active in the program at the time of the investigation was 37. Their characteristics ranged from:

Age	18 to 25, with sixteen past their 25th year;
Race	Indian, Chicana (Mexican-American), Black (Afro-American), and white (Caucasian);

Education	All were in their second year of college.
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They were assigned to work with such community organizations and agencies as the Oakland Council of Churches, credit unions, a Uhuru newspaper, neighborhood community centers and welfare organizations.

2. A Scholarship-Subsistence Program provides

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financial assistance to residents of the inner-city who wish to attend college to prepare themselves for careers in public service. The program provides a monthly allotment of \$125--a concept similar to the G. I. Bill of Rights. All of the scholarship students are Black, Chicano (Mexican-American), American Indian, and poor. Members of the project staff emphasize that the goal of the scholarship program is not merely to educate and train people so they can escape the inner-city, but to equip them so they can serve as teachers, social workers, public health nurses and in other roles upon returning to their home communities.

3. Four Community Development Centers provide easily accessible facilities for educational programs and counseling services. These centers also serve as a focal point for an enrichment program that provides workshops in art, music and drama, supplemented by recreational, social and intercultural experiences at the block and neighborhood level. Each college (Laney and Merritt) operates two of the centers in close cooperation with community planning and advisory groups. The staff at each center includes two teacher counselors recruited because of their experience in the inner-city or because they possess special skills in art and basic education. Other personnel include a community liaison worker, program assistants and clerical help.

One example of the kind of intercultural activities sponsored by one center was a program entitled "The Mexican-

American Cultural Experience." This week-long series of programs sponsored by different groups and organizations from the Chicano community was climaxed by a performance of the National Ballet of Mexico. An estimated 5,000 people attended the various parts of this program.

A list of courses and cultural events typical of those offered at each of the centers follows:

Table 1.--Courses presently being taught at East Oakland

Course Title	Number Enrolled	Regular College Credit Available	
		Yes	No
Black Philosophy	24	x	
Beginning Ceramics	17	x	
Black Sociology	22	x	
Survey of Afro-American Art	10		x
Conversational Spanish	16		x
Modern Dance	27		x
Secretarial Training	18		x
Free Columbian Civilization	17	x	
English as a Second Language	23		x
Art Workshop for Youth	25		x
Social Service	30	x	
Photography Workshop	17		x
Sewing	10		x
English Writing for Spanish	12		x
Graphic Art	14		x

Source: Sam Toney and others. Peralta Colleges' Inner-City Project Evaluation Report. Oakland, Calif.:
Peralta Inner-City Project, May 15, 1969.

Table 2.--List of special cultural events held at East Oakland

Event	Brief Description of Activities
Open House	Showing of Center facilities and exhibits of community and college services.
Black Film Series	Free film series shown once a week to community residents during February and March.
*Art Show	An enormous art exhibit of local talent.
* Co-sponsored by Merritt College Community Services.	
Source: Sam Toney and others. <u>Peralta Colleges' Inner-City Project Evaluation Report</u> . Oakland, Calif.: Peralta Inner-City Project, May 15, 1969.	

Community interest and involvement is evidenced by the attendance at open house functions that were used as an instrument for securing community responses. Initially, these Center staff encouraged community organizations to utilize the Center for community meetings and workshops. Consequently, various other kinds of activities developed from this. A door-to-door communication effort by liaison workers and other staff resulted in an attendance increase as shown below.

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Table 3.--Monthly attendance at East Oakland, 1969

	Jan.	Feb.	Mar.	April
Regular Classes	730	747	845	811
Special Events	79	88	98	2,000
Community Meetings	187	213	50	97
Visitors	243	262	272	260
TOTALS	1,239	1,311	1,265	4,008

Source: Sam Toney and Others. Peralta Colleges' Inner-City Project Evaluation Report. Oakland, Calif.: Peralta Inner-City Project, May 15, 1969

Impact of Project on the Community

One of the major achievements cited by officials of the project is that the community is now relating to the institutions through the project's centers. The community is aware of the services being performed by the various components of the project. "Never before has there been anything like the Inner-City Student Service Corps and the Scholarship Subsistence Program serving poor organizations and individuals in the inner-city," reports one of the project administrators.

Special Problem Areas

In spite of the project's successful efforts, its positive impact has also been matched by some major problems that are worthy of including here. They are:

- . Inadequate preplanning before attempting to implement the project.
- . The failure to secure adequate community involvement during the proposal structuring stage.
- . A lack of clearly defined realistic goals for implementation.
- . The restrictive guidelines imposed by the Office of Economic Opportunity.
- . The need for staff training prior to project's beginning so they would be more knowledgeable of the enormous task as well as the project's significance.

The source of this information was the Peralta College's Evaluation Report and interviews with project administrative personnel.

Administrative Structure of Project

The professional staff consists of 18 persons plus supportive personnel. An organizational chart provides a picture of the staff breakdown. (See Appendices.)

Through the Inner-City Project, Laney and Merritt Colleges play a supportive role to a signal component of an inner-city community services program--the social outreach function. The extension of services to the educationally and economically disadvantaged inner-city resident is in many ways a new experience for both the college and community, as evidenced by their past behavior. This behavior ranges from awe to distrust on the part of the inner-city

resident, to reluctance and fear on the part of many college faculty to become involved in community programs. Both Laney and Merritt Colleges are currently attempting to overcome these problems through inreach community services functions. The target area of the inreach function is the inner-city campus, its service recipient is the inner-city disadvantaged student.

Inreach Community Services Functions

For a clearer picture of the services provided by inreach community service functions, the definition is repeated. Inreach community service functions are those supportive activities and programs aimed at addressing the on-campus needs peculiar to minority and poor white students that are not being met by existing institutional programs.

One inner-city community services administrator related that, "For at least four years, the college has presented a community lecture series, featuring prominent public figures. This is a format borrowed from a sister college and one which is followed by most junior colleges in our area. And aside from the fact that everyone is doing it, there seems to be little justification for such programs."²

Among these colleges' inreach efforts were:

Merritt College

- . The provision of free food and books to students in need.

²Richard Ricca, Director of Community Services at Laney College, Oakland, California, June, 1969, in an interview with the author.

- . The opening of the library and the offering of courses on Saturday.
- . Paying for and making the GED test available once a week on campus, thus eliminating a 15-mile trip outside the community to take it.

Laney College

- . Efforts to open on-campus apprenticeship programs to minority group students through a Black-Student-Union-led recruitment program.
- . The provision of funds for the development and implementation of a tutorial program, using minority group students as teacher aides in the English Department.
- . The recruitment of minority students to work as aides in the colleges' counseling office. These programs not only provided jobs for needy students, they also made a substantial improvement in the level of supportive services that the college provides for all students.
- . A special day-long faculty workshop on proposals for a Black curriculum. Despite initial faculty opposition, the workshop made a number of significant contributions to the development of new programs for minority group students on the campus.

The above-mentioned approaches suggest the need for the ability to shift emphasis without becoming frustrated in executing both inreach and outreach functions in inner-

city community service programs. Richard Ricca, Director of Community Services at Laney College, identifies a basic ingredient necessary for inner-city community services as flexibility. "We must be willing and able to change and modify our approach to bring the Community Services to bear wherever and whenever points of tension arise, because we as an institution in society in general, have failed to meet the needs of the community we serve."³

Los Angeles City College

Los Angeles City College serves a District of some 882 square miles and a population of more than three million. It has a full-time enrollment of over 10,500 day students and some 7,982 evening students. The minority group student population consists of: Blacks, 27 per cent; Mexican-American, 11 per cent; and Oriental, 10 per cent.

Prior to the academic school year 1968, the Community Services program at Los Angeles City College consisted basically of summer recreational programs for youth. Originally called Youth Services, it was administered through the unified district's central office.

During the 1963-64 school year, the college underwent an internal transitional phase in terms of accreditation and new staff appointments. As a result, it was the feeling of many faculty according to the present community

³ Richard Ricca, "Community Services at Laney College," unpublished report to the president, June 2, 1969, p. 7.

services director, that community services should be more than a recreational program for youth. It should be meeting the needs of the adult community as well.

Description of Programs

In response to a community that has changed from suburban to inner-city, Los Angeles City College and its community services director have launched what amounts to a "triple-threat" approach to community services. This new approach includes: (1) educational, (2) intercultural, and (3) recreational activities. One educational component is described below.

The Student Counseling Assistants Program

According to a statement by this project's director, "On a campus where last year's student unrest almost closed the school, the Student Counseling Assistants program, under the umbrella of community services, played a vital role in preventing complete polarization between the administration and militant students."

This program is a demonstration project funded through the Office of Economic Opportunity and coordinated by the American Association for Junior Colleges. Its purpose is to enable selected minority group students to act in a para-professional capacity as counselors in diagnosing and helping to solve special problems faced by freshmen and new minority students.

Counseling assistants receive approximately 40 hours of training in learning how to listen without acting like psychiatrists, and how to provide a big-brother, big-sister type guidance and companionship during registration and other similar required institutional processes.

The program as originally developed listed the following objectives:

- . To determine if student counselor assistants can assist socio-economically disadvantaged students to succeed academically in college during their first year.
- . To determine if student counselor assistants can contribute to motivation and reinforcement necessary for socio-economically disadvantaged students to complete a two-year occupational or transfer program.
- . To determine the effect of selected factors in the Student Counseling Assistant Program.
- . To determine if student counselor assistants can be instrumental in recruiting socio-economically disadvantaged youth into junior college education.
- . To establish guidelines for increasing the effectiveness of the Student Counseling Assistants.

Twenty-seven student counselor assistants carry a case load of from 15 to 20 counselees each and are assisted

by the college's counseling staff in matters that require professional help.

In an effort to secure vocational counseling from industrial personnel for minority students, the program director has effected ties with local industry: One aircraft company has authorized 14 persons to visit the campus and serve as industrial counselors. According to the program's director, Claude Ware, "This is . . . industry's response to Black militants' question: What have you done?

Evidence that the program's objectives are being met are seen in the following conclusions excerpted from a 1968 evaluation report compiled and compared for three groups, which were: (1) an experimental group of socio-economically disadvantaged students who were counseled by the paraprofessional student counselors; (2) a comparison group of socio-economically disadvantaged students who failed to respond to the invitation to be counseled by the student counselors; and (3) a comparison group of Fall 1967 entrants selected to match the experimental group on the college aptitude test (S.C.A.T.). Subjective data were obtained by means of questionnaires submitted to students who were counseled, the student counselors, and the professional college counselors. The report's findings revealed that:

- . Students who were counseled by the student counselors clearly persisted at a higher rate throughout the semester than those students who were invited to be counseled but declined the invitation (Group B).

- . When compared to a group of Fall 1967 entering students matched on age, sex, high school background, and total S.C.A.T. scores (but not on any motivational factors), counselees persisted at a higher rate (99 per cent versus 88 per cent), and performed at a higher academic level (GPA 1.94 versus 1.66).
- . Counselees from predominantly Negro Los Angeles city high schools persisted throughout the semester at a 100 per cent rate. Grade point average for this group was slightly below the Group A average (1.76 vs. 1.60). Male performance in this group was significantly better than that of their counterparts of a year ago (1.73 vs. 1.28), primarily due to the high performance of those not in Developmental Studies (GPA 1.91).
- . Ninety per cent of the students counseled rated the program as good or excellent, with almost two-thirds rating it excellent and only one student rating it poor. They almost unanimously rated their relations with their student counselor as warm and friendly. They indicated that they received most assistance in the areas of selecting a class schedule and getting information about four-year colleges and two-year programs. Black counselees particularly felt they received considerable help in being inspired to do well in college, in having respect for themselves,

and understanding their abilities and limitations.

- . Student counselors unanimously rated the program good (75 per cent) or excellent (25 per cent). They felt that their experiences personally were valuable ones of learning, that they were successful in improving attitudes toward college, of their counselees, that the relationship with the professional counselors was generally one of working together but with some conflicts and jealousies, that their relationship with the program director was generally close and satisfactory with some conflicts about decision making, that sex and race were usually but not always irrelevant, and that their training program was generally good but could be improved, with a variety of suggestions offered.
- . The college professional counselors indicated considerable concern for the program, with nearly half rating it poor. They reported few instances of referrals by student counselors, felt that student counselor-professional counselor relations were in need of considerable improvement, suggested several criteria for selection of student counselors, and evidenced concern about political activities taking place during student counseling sessions. Almost all, however, indicated that a student counseling assistant program, with appropriate changes should

be made a permanent part of the Los Angeles City College guidance program.⁴

Next year a planned extension of this program will take a self-contained mobile unit of counseling assistants into the heart of the Black and Barrio communities to inform inner-city residents of the educational opportunities available at the college.

Intercultural Activities

Theatre Ethnic is an example of the college's intercultural approach to community services. On a campus with 3,000 Black students, 1,000 Mexican-Americans and many Orientals among its minority group population, problems exist that require fresh, innovative techniques. Theatre Ethnic is one such attempt. It was created to help the minority individual better understand his background and heritage, the achievements of his people and to further clarify communication between various ethnic groups both on campus and in the community.

The program consists of ethnically oriented theatrical productions produced cooperatively by the community services office and the Theatre Arts Department, and was rated by the community service director as one of the most successful community service ventures.

⁴Ben K. Gold, Research Study No. 69-6, The Fall 1968 Student Counselor Assistant Program: An Evaluation (Los Angeles City College, Office of Research, May, 1969), pp. 31-33.

Educational Participation in Communities (EPIC)

EPIC is a volunteer program in which students spend a few hours each week working either on the campus or in the community. Volunteer student participants work in community centers, settlement houses, on playgrounds, in hospitals and clinics as nurses aides, as tutors to individuals or small groups at all grade levels in subjects familiar to the volunteer and as teacher aides.

Other community services programs include:

- . Short-term Mexican-American classes offered in the community, using paraprofessionals paired with professionals as teachers.
- . Afternoon and Saturday music classes for talented minority and needy students who are unable to afford private lessons. These classes will be sponsored in cooperation with the music department and will make use of their instruments and facilities.
- . A summer recreational program that includes a community services basketball league, a swimming program, and an all-comers track meet.

As evidenced by the foregoing programs, a new era of service to the inner-city community is dawning. More often than not, at the inner-city community college, program initiation stems from pressures from within the college by minority students or pressures from without by the ghetto or barrio community. In either case, the nature of programs

initiated and the methods and techniques used for implementation have changed the "tea and crumpets" posture of community services. This posture has changed from one of reaction to a polite request from a select group, to one of relevant response to the demands of a long-neglected segment of the community--Blacks, browns, and poor whites.

Malcolm X Community College

Another institution using the demonstration project approach to community services while also attempting to effect the complete involvement of the college staff and community, is Malcolm X Community College. It is one of the eight existing campuses in Chicago's junior college system. Formerly Crane Technical High School, and more recently Crane Junior College, it was founded in 1911 and marked the beginning of Chicago's present public community colleges.

Fully accredited by the North Central Association of Colleges and Secondary Schools in 1917, the college had a curriculum primarily designed for the student who planned to continue his higher education after junior college. In a recent report of an evaluation visit to the campus some 52 years later, this same agency states:

The college needs a new identity. On one hand, it must divorce itself from the unfavorable image which the college staff and students now have of the College . . . The other reasons for creating a new image is that the College is actually being transformed. It is attempting to become more of a comprehensive community college which more nearly serves the needs of the "West Side"

and of metropolitan Chicago. Dr. Charles Hurst, president, and the first Black to hold such a post in the history of junior colleges in Illinois, suggests that ". . . the concept of community must be comprehensive enough to include those elements of the community not represented by any structure or organization."⁵

The college and its community services office, directed by Mrs. Barbara King, are attempting to meet these needs through outreach kinds of programs.

Community Services Background

Prior to September, 1960, the college had no type of community services program. Since the hiring of a director in May of 1969, however, several non-credit adult education classes have been established in store fronts, settlement houses, churches, and neighborhood centers. Establishing courses in this manner, relates the director, required ignoring all of the formal type stipulations usually associated with educational institutions. Instructors had to be selected who could be available any time of the day that classes were requested. Classes ran the gamut from public speaking to Afro-American history and child development. Response from the college staff to teach in these situations was less than satisfactory because many were reluctant to go out into the community out of fear for their personal safety.

⁵North Central Association of Colleges and Secondary Schools, "Report of an Evaluation Visit to the Crane Campus of the Chicago City College for the Commission on Colleges and Universities of the North Central Association of Colleges and Secondary Schools," May 19, 1964, p. 34.

Bernstein, in his book The Education of Urban Populations, relates that "Our only feasible approach [here] is to have administrators and teachers who are as much at home in the community as they are in the school."⁶ Implications here strongly suggest that race and sincere commitment will become increasingly significant factors in staffing at inner-city colleges.

Community Profile

Malcolm X Community College is located on the West Side of Chicago in the most depressed pocket of poverty in the city.

According to the Urban League, in 1960 some fourteen per cent of the total West Side Negro labor force were unemployed compared to citywide rates of 3.1 per cent for whites and 11.6 per cent for Negroes. Studies also show that between 65 to 70 per cent of the students drop out of school [and] the median education level is 8.6 years. In 1960, according to the Urban League, thirty-five per cent of Negro dwelling units were substandard, and the Negro, on the average, paid 10 per cent more than whites for housing. The juvenile delinquency rate is double that of all Chicago: one out of four births is illegitimate; and there are high rates of infant mortality and tuberculosis.⁷

As the information above suggests, this community is overwhelmingly Black, Chicano, and powerless to control its own destiny. The following program represents new institutional efforts to remedy some of these conditions:

⁶ Abraham Bernstein, The Education of Urban Populations (New York: Random House, 1967), pp. 316-317.

⁷ "Project Outreach--Demonstration Proposal, Chicago City College," unpublished proposal, October 16, 1967, p. 4.

Description of Programs

Project Outreach

Project Outreach--funded by the Office of Economic Opportunity and developed in cooperation with the American Association of Junior Colleges (AAJC)--was designed to meet certain basic educational needs in the West Side community. It was to demonstrate that Crane College, now Malcolm X Community College--which had frequently been criticized for its lack of "real concern" for the needs of the community--had at last recognized the importance of involving the community in its decision-making process. It also hoped to demonstrate that the college could successfully organize people in the community around a program of adult education and community involvement.

In its final form, the program consisted of four central areas:

1. Basic Education and Literacy;
2. Preparation for G.E.D. (General Education Development);
3. Employment Guidance and Academic Counseling;
4. A Community Advisory Council.

Because of administrative difficulties and a 25 per cent budget cut, the project did not become operative until mid-June, 1968.

With a staff of five professionals and 21 paraprofessionals over a period of eight months, more than 300 adults

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were enrolled in seminars and classes conducted by the project. A breakdown of classes and seminars follows (included is the number of students enrolled in each):

African and African-American History Classes	30
Leadership Development Seminar	35
Basic Literacy for Spanish-Speaking Adults	52
Basic Literacy for English-Speaking Adults	38
G.E.D.:	
Sears Community Center	192
Boys Brotherhood Republic	15
Urban Education Center (Crane)	6
	<hr/>
TOTAL	368

The project's impact on the community reported by one administrator, is evidenced in the following information:

- . 77 percent of those enrolled in four G.E.D. classes passed their examination.
- . Through the project's Advisory Council, community educational needs were identified and programs were designed and developed to address those needs. This type of involvement in the decision-making process of the college resulted in a heightened feeling of responsibility for the community.
- . Observations by the professional staff in their evaluations revealed that most of the paraprofessionals have been significantly affected by their experiences, having learned what it means to be patient, tolerant and understanding when working within

"the system" in order to bring changes without.

Unfortunately, funding for the project--as in many other similar demonstration type projects--has been discontinued. This behavior is quite peculiar to that of many "poverty programs" and tends to support the initial suspicions held by inner-city communities regarding institutional intentions.

Based on the successes and lessons learned, the college is continuing the project at its own expense with some reduction in staff and programs.

Adult Education

Adult Education courses are offered through the combined offices of Adult Education and Community Services in storefront churches, settlement houses and various other neighborhood facilities. Table 4 provides a list of the type of courses offered, where they were held, and the number of students served.

Through the use of the outreach technique and demonstrated commitment, Malcolm X Community College and its community services office are attempting to create a new image in the mind's eye of the inner-city community. "We can't take the attitude that we have so much to offer that we can go out and smother the community," relates Mrs. King, "Community services are our 'take off' for getting into the community." In the relatively brief existence of these programs, 500 students have received diplomas as graduates of the combined Adult Education and Community Services programs.

Table 4.--Malcolm X College Adult Education Courses

Course Title	No. of Sessions	Length of Each Session in Minutes	Date of First Session	Date of Last Session	Location	Number Enrolled
Afro-American History	8	140	11/14/68	1/2/69	M. L. King Hlth. Cntr.	30
Community Development	8	140	10/8/68	11/26/68	B. B. B. Foundation	20
College Preparatory	8	140	10/8/68	11/26/68	Sears Comm. Center	15
Interior Decorating	8	140	10/8/68	11/26/68	Newberry Center	10
Child Development	8	140	10/16/68	12/4/68	Lawn. Urb. Prog. Cntr.	43
Public Speaking	8	140	10/17/68	12/5/68	Lawn. Urb. Prog. Cntr.	24
Instant Painting	8	140	10/16/68	12/4/68	Newberry Center	30
Home Economics	8	140	10/8/68	11/26/68	Rockwell Gardens	15
Community Organizations	8	140	10/10/68	12/5/68	M. L. King Hlth. Cntr.	50
Community Singing	8	140	11/6/68	1/8/69	Franklin Blvd. Apts.	20
Beginning Typing	8	140	11/7/68	1/9/69	Crane Campus Room 330	15
Crane Institute for Community Leaders	8	140	11/7/68	1/9/69	Crane Campus Room 130	10
Music Arranging	8	140	11/12/68	1/7/69	Crane Campus Room 216	15
The Afro-American Policeman in the Urban Crisis	8	140	11/11/68	1/6/69	Crane Campus Room 130	15
TOTAL ENROLLED						312

Source: "Community Education Director's Report," Malcolm X Community College, Winter Quarter, 1969.

Cuyahoga Community College

Cuyahoga Community College, in Cleveland, is Ohio's first public community college. Chartered by the state in 1962, it now has an enrollment of nearly 15,000 students. With three campuses and membership in the North Central Association of Colleges and Secondary Schools, the college and its community services program are attempting to meet the educational and sociological needs of a rapidly expanding and changing community.

According to the college's president, the fall quarter of 1969 will mark the opening of a new three million facility covering four acres in downtown Cleveland.

Community Profile

Located in downtown Cleveland, the college's comprehensive services district contains some 2.1 million people. Within this district is the community of Hough, a teeming, depressed area of 2.2 square miles crowded with 72,000 people. (This figure varies, depending on who's counting.) Most of these people are Blacks, in-migrants who came from the Deep South during the decade of the mid-fifties. During this period, the non-white population increased from 3.3 per cent to 73.6 per cent. Other in-migrant residents include mainly whites from the mining regions of Appalachia. And those characteristics peculiar to the poor, such as poor health, unemployment and low self-esteem that they didn't bring with them, they soon acquired upon their arrival.

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Community Services

The program of community services at Cuyahoga began in 1963 under a dean with dual day and evening responsibilities. In view of the rapidly changing community, the need for offering more than evening credit courses was recognized. Under a new community services director, plans were implemented that provided both credit and non-credit educational services that were not being met by credit classes.

The new courses ranged from "How to Study," for adults, to "Basic Business Practices for Small Independent Black Businesses," Operating with a philosophy that its role is to provide educational services when, where, and of whatever nature or type necessary, the program also attempts to serve the higher education needs of those inner-city residents unable to attend during the day because of their jobs.

Description of Programs

Community service programs at Cuyahoga involve two basic functions: (1) training, and (2) service. The training program prepares the individual for a vocation or employment by providing a marketable skill with the successful completion of the training cycle. The service program is a supportive function that aids the program participant through the provision of information, counsel, financial help or any combination of the three. Two programs will be described here, each representing one of the two functions described above.

Training Program

Project New Careers is a program in which trainees are guaranteed jobs after the successful completion of the training cycle. Trainees also receive at least a two-step promotion in salary and job title.

This project has undertaken to train 25 Health Technical Aides, 22 Plumbing Inspector Aides, 20 Recreational Aides, 13 Interviewer Aides, 10 Water Serviceman Aides, and 10 Police and Safety Aides in one cycle for one year. The training program is conducted under the terms of the Scheuer Amendment to Title II of the Economic Opportunity Act, and is carried out with the support of Cleveland's Concentrated Employment Program, AIM-jobs.

The training methodology is based on the Department of Labor's O.J.T.-coupled idea. Trainees will spend increasingly more time away from the college classroom in work assignments. The city has guaranteed the existence of jobs for trainees as aides. All trainees are expected to qualify for full Civil Service status soon after full-time employment with the city. Many are already planning to continue their education on their own for associate degrees.

The instructional time is divided into three parts: (1) basic education, (2) vocational instruction, and (3) core discussions, i.e., dialogue aimed at reinforcing self-concept and personal aspirations of trainee. Fifty-five of the trainees are men, 45 women. They range in age from 22

to 45 years. Several have never had any full-time permanent jobs. Their educational achievement ranges from eighth grade to some previous college experience. Specially tailored academic groupings span individual needs from personal tutoring to enrollment in regular college classes. It is expected that all will have at least the equivalent of a high school education by the time they move into full-time employment and will be prepared for regular college studies.

All trainees are assigned to supervisors in the division of their interest with the City of Cleveland. Under supervision, the trainee observes for a period of time, then he is gradually allowed to conduct simple jobs. Trainees may handle emergencies when things, rather than people are involved, and are expected to follow any and all procedures required of full-time employees with the city.

A survey conducted at the end of the 1969 winter quarter to determine the progress of the program's enrollees revealed the following data:

<u>Educational Level</u>	<u>Initial Enrollment</u>	<u>Terminated to Date (Winter Qr. 1969)</u>	<u>Enrollment to Date (Winter Qr. 1969)</u>
Basic Education	13	6	7
G.E.D.	45	12	23
College Skills	33	4	29
Regular College	<u>6</u>	<u>0</u>	<u>6</u>
Total	97	22	75

Disposition of G.E.D. and Basic Education to date:

G.E.D. enrollees who passed and received a high school equivalency	5
G.E.D. enrollees who passed four parts, failed one	4

G.E.D. enrollees who passed three parts, failed two	2
G.E.D. enrollees who failed, scores too low	2
	<hr/>
TOTAL G.E.D. enrollees who took the examination	13

Disposition of Students in College Skills and
Regular College Courses (May, 1969):

Total number of enrollees	35
Total number of hours taken Fall and Winter Quarter	336
Cumulative average per enrollee	1.71
Cumulative hours per enrollee for two quarters ⁸	9.6

The various academic classes taken by the trainees were: College Skills English, Reading Improvement, Psychology, Introduction to Data Processing, College Mathematics, Algebra, Philosophy, Criminal Law, Business Law, Race Relations, Black History, Art Appreciation, Music Appreciation, Introduction to Logic, Introduction to Sociology, Introduction to Building Construction, Child Growth and Development, Health Education, Chemistry, Soft Water and Filtration, and Engineering Drawing.

Service Program

Project Search was established in 1967 with one of the precipitating factors being the burning of Hough in 1966. With reference to a suburban setting, it seems

⁸Clarence Nixon, Eighth Report: Project New Careers (Cleveland, Ohio: Cuyahoga Community College), May 8, 1969, p. 2.

significant to note here that the recommended and typical approach to program initiation in a traditional community service setting (one that is predominantly white and suburban-oriented) is usually accomplished by conducting a community survey. More often than not in inner-city community services, however, program initiation and the nature of programs offered are influenced by such factors as: incidents on the campus led by minority group students and/or demands from the community expressed through incidents like the burning of Hough.

Through recruitment counseling and provision of financial aid, Project Search is encouraging and assisting Hough residents to achieve a higher quality and greater quantity of education.

The project received initial funding in July, 1967, through a \$60,000 U. S. Office of Education grant under Section 408 of the Higher Education Act of 1965. Since then, subsequent yearly funding based on demonstrated productivity has been granted from this same source.

The program's objectives are to:

- . Uncover counselees' aptitudes for academic and technical occupational achievement.
- . Encourage and assist counselees to develop their employment potentials by completing existing secondary and/or post-secondary educational programs.
- . Provide new training programs through the College or other appropriate community agencies to meet

community manpower gaps.

- . Assist in obtaining financial means necessary for counselees' education.
- . Develop new knowledges and skills to meet the educational needs of the socio-economically disadvantaged.

Project Components

Community Recruitment.--Major recruitment activity is focused upon three specific groups: (1) high school graduates who were not enrolled in post-secondary educational pursuits; (2) individuals who have dropped out of colleges, universities, and technical institutes; and (3) high school dropouts over twenty-one years of age. Outreach recruiting, distribution of project literature, community agency referrals, and client referrals have all made significant contributions toward client response to project services. As of January, 1969, more than 1,100 individuals were being regularly counseled at the Center.

Counseling.--Counselors assist clients in an exploration of their abilities and interests, survey of various careers, and consequently the selection of an appropriate educational program. Shortly after clients enroll in courses, they are contacted by counselors and invited to discuss their progress and problems. When learning problems are identified, tutorial assistance is arranged for the counselee. This service is provided by institutional

and non-institutional sources. University Christian Movement, a student organization, provides the major non-institutional tutorial service.

Financial Aid.--To date, more than \$135,000 has been awarded Project Search clients. Slightly more than \$92,000 of these awards were administered by institutional financial aid offices and private foundations. Approximately \$43,000 has been disbursed from the Project Search fund. This fund has been maintained for the purpose of aiding needy clients who are unable to obtain financial assistance from other sources. Most awards from the Search Fund have been combination grant/loans, and the loan repayments have been made on an incentive basis. Clients who achieved at the "A" level, repaid one-fourth of the loan; those achieving at the "B" level repaid one-half of the loan obligation; and "C" students repaid three-fourths of the loan. Revenue for the Project Search fund has been provided by contributions from Cuyahoga Community College, private organizations, and individuals.

Enrollment and Achievement.--During the first year of operation, Project Search assisted 301 clients to register into various institutions and programs. This amount has increased to 538. The retention rate during each school term has been in excess of 79 per cent, and the group achievement level has been 2.0 and higher for each term (A=4, B=3, C=2, D=1).⁹

⁹Major Harris, Project Search Annual Report (Cleveland, Ohio: Cuyahoga Community College, 1969).

The following table shows the distribution of enrollment by institution for Project Search participants:

Table 5.--Institutional enrollment for Project Search,
Winter Quarter and Spring Quarter, 1968-69

Institution	Number Enrolled	Total Client Enrollment %
<u>Colleges and Universities</u>		
Cuyahoga Community College	418	77.6
Part-time, less than 10 credit hrs.	293	54.4
Full-time	125	23.2
Kent State University	16	2.9
Cleveland State University	7	1.4
University of Akron	6	1.2
Central State University	5	.9
John Carroll University	5	.9
Bowling Green State University	4	.7
Miami University	3	.5
Baldwin-Wallace College	2	.3
Bluefield State	1	.2
Case-Western Reserve University	1	.2
Coppin State	1	.2
University of Cincinnati	1	.2
Howard University	1	.2
Kentucky State University	1	.2
Lane College	1	.2
Ohio State University	1	.2
St. John College	1	.2
Tennessee A. & I.	1	.2
Wilberforce University	1	.2
TOTAL	477	88.6
<u>Cleveland Board of Education</u>		
<u>Adult Education Programs</u>		
Extension High Schools	43	8.3
Jane Addams Vocational School	5	.9
Max Hayes Vocational School	2	.3
TOTAL	50	9.5
<u>Commercial and Technical Schools</u>		
Erma Lee's Beauty School	4	.7
Griswold College	3	.5
Erievue Beauty School	2	.3
Cooper School of Art	1	.2
Wilkins Beauty School	1	.2
TOTAL	11	1.9
GRAND TOTAL	538	100.0

Source: Cuyahoga Community College Community Services
Report, April 1, 1969, p. 9.

Points of concern regarding the project as cited by its director, Major Harris, are: (1) inadequate supportive services in the various educational institutions that serve the project's clients, and (2) the lack of sufficient financial aid at the participating institution for the economically disadvantaged client.

Other programs serving the educationally and economically disadvantaged at Cuyahoga are:

Project Eve.--This project serves a limited number of disadvantaged women directly through vocational counseling. It concentrates more, however, on working with community organizations that can best help eliminate the attitude and communication barriers that prevent minority group women from entering meaningful employment. Since its opening in November, 1966, the project has directly served over 3,600 women through a variety of approaches that range from individual counseling to an institute for widows and divorcees.

Project Day Care Center Consultant.--This project has the responsibility of working with 18 centers that are operated by the City of Cleveland and the Cuyahoga Welfare Department, to serve either families whose mothers are enrolled in a project training program, or those referred by the Child Welfare Services. A corollary function of the program is to prepare the centers to meet newly established federal, state, and city standards of performance, with an emphasis on the educational components of day care centers. Operationally, the program involves three consultants that meet in the

classrooms with teachers, hold conferences with staff and provide training to teachers on common problems related to day care programs. In-service training is also provided and planned to include early childhood development, educational program planning, use of space and equipment, nutrition, and many other program areas of concern to day care centers.

The State University of New York's
Urban Center--Brooklyn

A Vocational Technical Education Project

The Urban Center in Brooklyn, New York, is administered through New York City Community College. It is one of five diversified technical and vocational educational programs located throughout the state that are funded through an act of the state legislature.

The Brooklyn Center became operative in October, 1967, approximately one year after its official opening date. Presently operating on three 15-week cycles and a budget of over one million dollars, the Center is physically well equipped and offers training in data processing, business machine repair, apparel processing, office skills, secretarial science, offset duplicating, drafting, and a college adapter program. Beginning with a student load of about 40 students in office skills, the program has since expanded to 700 full-time regular session students and 200 or more in summer programs.

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According to the director, the major objective is to provide people with a viable skill that they can offer in the job market. The philosophy of the program from the beginning has attempted to create an image of upward mobility by avoiding the stigma of a poverty agency image and the mistakes of the public schools. "Students did not want to identify with the idea of going back to school," relates the director. By offering the program through the state university and community college, a certain amount of prestige was added to what might have been viewed by the community as a warmed over secondary vocational-technical program that would be here today and gone tomorrow.

Some characteristics of students served by the Center's programs are:

- . Recent high school graduates
- . Drop-outs
- . Graduates of the general diploma course in high school
- . Adults with no currently useful skill
- . Persons with no more than an 8th grade reading level.

Tuition, books, and course materials are free to all participants. Supportive services available to the student include: tutorial help; counseling with a 50-1 ratio that allows for monitoring and an almost daily contact with students having major problems; placement; and some financial aid. Out of a staff of 110 persons, 45 are professional and 65 are supportive clerical and maintenance personnel.

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In addition to the above-mentioned programs, the Center offers short-term courses in High School Equivalency, Licensed Practical Nursing, and a cooperative program with local businesses under an MA-5 contract. This arrangement provides for a special tax write-off for companies that accept students as trainees and promise them a job. At the time of this investigation, this program was being arranged with the Coca-Cola Company and the Coalition Jobs Agency.

The Family Education Project

This program is another three-year demonstration and experimental effort established to see that if by raising the vocational and educational levels and aspirations of adults in 38 Head Start families, the aspiration and achievement levels of the children could be influenced. Initiated in September of 1968, it is supported by a \$115,000 grant from O.E.O., and coordinated by the A.A.J.C. The project seeks to upgrade the parents' education through courses in basic education, licensed practical nursing, liberal arts courses at New York City Community College, and through many of the courses offered at the Urban Center. In addition to course work, parents and children are involved in a variety of recreational and cultural activities such as seminars, picnics, field trips, and trips to the zoo and theatre.

At no cost to the participant, a staff of 13 persons are assisting the project in community liaison, counseling, teaching, paraprofessional and research roles. Fifty per

cent of the families involved are on Aid to Dependent Children welfare and such fees as transportation to and from the Center, baby sitting, food costs in connection with project activities, and books, are borne by the project.

The evaluation procedure consists of two measures:

(1) the Princeton Cooperative Pre-School Inventory Test which measures the current achievement level of the children, and (2) an Attitudinal Questionnaire, administered to the parent at the beginning, the mid-point and at the end of the cycle. At the time this survey was conducted, a complete evaluation report was unavailable. The director did report, however, that the project had been quite successful in terms of the following results:

- . 30 of the 38 families have remained in the program.
- . 2 of the women have enrolled in the community college day care program.
- . An improved self-concept observed among both parents and children.
- . An improved attitude toward education has been observed among a number of parents.

A less successful facet of the project thus far has been the failure to get more courses developed for fathers. Their involvement is hindered because most work during the day when courses are offered and because the Center is closed evenings. Plans are now being made to have the Center open during the 1969-70 school year to remedy this

situation. One other difficulty experienced by this program was in the seeking of refunding for another year. At the completion of this visit (July 3, 1969), the project had not been refunded.

The Community College of Baltimore

An Institutional Approach to Community Services in the Inner-City

The Community College of Baltimore was opened in February of 1947 by the Department of Education of Baltimore City. From an initial enrollment of 53 students, the college has developed a daytime enrollment of more than 2,800 students.

Community Profile

The Community College of Baltimore is located in a highly industrial and commercial community with typical inner-city characteristics. Namely, the Baltimore inner-city resident lives in a city where:

- . The Black population has, according to the 1960 census, increased from 19 per cent in 1940 to 39.2 per cent in 1960.
- . Within this same group, only 5.4 per cent were listed as holding professional and managerial jobs.
- . The city per-pupil expenditure for library books was \$0.80, compared to \$2.71 in the county. Thus, it is precisely the youngster who lacks books in his home who has fewer books around him in school.

It is this type of deprivation that begins the crippling process which, as was mentioned earlier, only reinforces and enhances those conditions that produce the educationally and economically disadvantaged adult.

The following table provides a pictorial view of some of the above-listed characteristics:

Table 6.--Comparison of three Baltimore area population Groups

Characteristic	Nonwhite Population	Baltimore City Population	Baltimore County Population
Median school years completed, 1960	8.4	8.9	10.9
Median family income, 1960	\$4,123	\$5,659	\$7,098
Per cent of males employed in professional and managerial positions	5.4	17.9	27.4
Per cent under 18 years of age	41.3	33.6	37.9

Source: U. S. Bureau of the Census, U. S. Census of Population and Housing: 1960. Baltimore, Md., Standard Metropolitan Statistical Area (Washington, D. C.: U. S. Government Printing Office, 1962).

The Community Services Program

In its broadest terms, the college's community services office performs several functions, which have been referred to throughout the study as traditional community services activities. Among these functions at the Community College of Baltimore are:

- . On-campus seminars, clinics and workshops.
- . Art exhibits, concerts, lectures and film series.
- . Plays produced by both students and a newly formed community drama group.

In another approach under the leadership of the college's president, Dr. Harry Bard, and the Associate Dean of Community Services, the program's urban orientation is expressed through year-round programs that attempt to reach all age groups in the community.

Efforts to change the image of what was formerly a junior college which served a predominantly white population that sought out its offerings, to an outreach-type, service-oriented institution caught up in a rapidly changing neighborhood, are observed in the following programs:

Description of Programs

Four federally funded programs provide opportunities for educational and vocational training for both high school age participants and adults, through: (1) New Careers, (2) Upward Bound, (3) The Manpower Project, and (4) Child Care Worker Training Program. Two of these will be described in some detail below:

The Baltimore Metropolitan Area Manpower Project.--

This is a Title I, two-year comprehensive program designed to secure training and employment opportunities for young unemployed men and women in the community. The basic goal of the program is to utilize the full resources of the col-

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lege to make a significant contribution toward breaking the vicious cycle of poverty and the meeting of manpower stringencies in the community.

The specific objectives of the program are:

- . To educate the community to employment needs in and resources for selected industries, businesses, and occupational groups.
- . To stimulate the expansion of training opportunities and employment opportunities.
- . To contribute to the goal of full utilization and development of manpower resources in our community.
- . To assist in the development of more positive and favorable attitudes among potential employees and trainees, among disadvantaged and under-utilized groups, and among training institutions.
- . To motivate all elements to appropriate action so that the cycle of training and education, employment opportunities, and full employment can be served.

With a staff of two persons--the director and a secretary--the project was initiated with a \$32,000 budget in July, 1967. Among the project's activities were:

1. Two seminars involving 200 people representing the entire spectrum of the manpower process presented under the aegis of this program. The project's director states that, "For the first time, at least to our knowledge, employers requested their top officials to participate in what amounted to a

confrontation with those representing persons who are disadvantaged by virtue of being either unemployed or underemployed. This particular program was so well received that the participants asked the project managers to provide leadership in the staging of another similar experience to meet the needs of an even broader segment of the community."

2. A seminar on Personnel Testing, with over 300 persons attending, was co-sponsored by the Baltimore Community Relations Commission and the Social Security Administration.
3. Project officials were also called upon to provide consultative services to agencies, both public and private, on an intermittent as well as a systematic basis throughout the year. These services sometimes took the form of one-to-one conference sessions, discussing the formulation and presentation of programs by the agency in question, and the presentation of formal addresses to relatively large groups of people with a peculiar interest in manpower problems.

In reference to Dr. Bard and his commitment to the inner-city and the college's maximum involvement in the community, Grover McCrea, director of the project, states, "I was very fortunate in being housed in an institution whose president is committed to social change."

Weaknesses of the program as outlined by the director include:

- . Inadequate staffing.
- . An attitude at the federal level that shows little concern for changing the social ills in terms of a type of funding, that is both too little and for far too short a period.
- . The need for Blacks at the administrative level of the Title I state agency.

The Child Care Worker Training Program.--This program is an Office of Education funded project. It is designed to provide educationally and economically disadvantaged persons training that will equip them to work as aides in nursery schools, day care centers, hospitals, and schools for mentally retarded, disturbed, or handicapped children.

Since the beginning of the training period in February of 1969, two classes consisting of 50 persons each have been graduated. During their 12 weeks of training, the trainees received on-the-job training mornings (Monday through Friday) at various nursery schools and day care centers; attended specially designed secondary school level educational courses in preparation for the general educational equivalency exam; received attitudinal training through core courses; and studied child care (child growth and development). All trainees received a small training allowance for the time they spent in training.

A description of one of the classes provides a general overview of the trainees characteristics. Out of a class of 29:

1. All members of the class were women, Blacks, with an average age of 22 to 23.
2. Half were welfare recipients referred to the program by WIN, the welfare Work Incentive Program.
3. The other half did not receive welfare, but were enrolled in a community action poverty program, the Concentrated Employment Program (C.E.P.) and were referred to the program by their respective counselors.
4. Eleven of the 29 trainees were high school graduates; the rest ranged from 8th to 12th grade dropouts. The majority were mothers, and most had more than one child.

One problem that the project experienced with the first class is expressed by its director. "This difficulty in finding decent-paying jobs for the Child Care Aides was our biggest problem . . . " Upon graduation, only eight of the 29 graduates had secured jobs.

A second class of Social Service Aides, with 26 of 30 women graduating, used another approach and had 25 jobs guaranteed in the city's Department of Social Services (Welfare Department) before their training began. Their jobs upon graduation consisted of visiting welfare recipients' homes and aiding these mothers with their children (especially in problem situations); caring for children when the

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mother is not present; and taking children to clinics and other necessary appointments.

An interview with a group of the graduates of this program revealed that this was their first time on the college's campus. A number of the graduates when asked what was their impression of the Community College of Baltimore prior to enrolling in the training program, remarked, "We didn't know it was here," and added "but we plan to come back and take some more courses."

A follow-up interview with the director revealed that approximately 10 graduates (a combination from each of the two classes) are planning to enter the college as regular day or evening students. One other has been accepted as a full-time student at Morgan, a four-year state college in Maryland.

The type of institutional involvement and commitment that permeates the program of the entire college is again reflected in this statement regarding community. One administrator, when asked if the administration had committed itself to his program, replied, "Not only is he [the president] involved here in the community itself, he was instrumental in conceiving and effecting the Bard reapportionment plan that redistricted the city and enabled the inner-city residents to have a city council representative they would not have ordinarily had." This type of comment was, without exception, made by all of those interviewed at the Community College of Baltimore.

Other Programs

Further evidence in support of this position is seen in the following on-campus and community efforts:

1. Collegiate Horizons.--An idea of the president wherein the student personnel office works with junior high school students and their counselors encouraging the students to think of college well before going to high school. The counselors and interested students visit the campus, attend classes, and have a discussion and question-and-answer period.

2. An Off-Campus Recruiting program utilizes a minibus with two students and a counselor, visiting shopping centers, housing projects and other inner-city areas recruiting underprivileged high school students, drop-outs and adults. In 1968, from 100 to 125 students were recruited via this method.

3. A Special Human Relations Workshop.--Now in its second year, it includes a special class of children carefully selected to represent different ethnic, racial and religious groups. The class is used as a demonstration group and is taught by two teachers assisted by adult aides.

4. A Summer Sports Clinic is also in its second year and teaches real skills to inner-city youth ages 10 to 18. Aided by players from major league teams and a staff of some 17 persons, it served over 200 students in its summer program for 1969.

5. A Special Financial Aids program is a supplementary service administered by a special school official. This project, assisted by a student government grant, helps needy students who find themselves with insufficient funds near the completion of registration. The program covered 93 emergency student loans in 1969 and, according to its administrator: "No one was turned down, no parental signature was required, and the student determines his own repayment plan." Out of \$12,000 loaned in the 1968-69 school year, \$9,000 had been repaid by the end of the school year. Seventy per cent of these loans went to minority group students.

Summary

In order to provide a sharper focus for the commonalities and differences observed in the programs under investigation, a synthesis of the preceding data as it pertains to the four areas central to the study's purposes is provided. These areas as outlined in Chapter I include: (1) types of programs, administrative structure and staffing patterns; (2) financial and physical resources; (3) origin of program or program-initiating factors, and (4) special problems.

To better mirror the types of programs observed, three classifications are provided. They are: (1) service programs, (2) manpower programs, and (3) intercultural presentations. By definition; Service programs are programs that perform a supportive function by providing the program

participant information, counseling, financial help, or any combination of the three.

Manpower programs are designed to provide program participants with a viable and marketable skill at the successful completion of the training cycle.

Intercultural programs are those ethnically oriented presentations that have as one of their prime aims that of instilling pride and appreciation in the various ethnic and minority groups for their cultural heritage.

Service Programs

An analytical summary of the data revealed that counseling was the one service program peculiar to all six projects. In an attempt to establish a more meaningful relationship with the educationally disadvantaged inner-city client, the techniques used included: (1) the use of a predominantly Black and minority group staff; (2) student paraprofessional assistants; (3) discontinuance of the use of records and test results in the initial contact with clients and a keen concern for the client's self-concept, self-confidence, and personal aspirations. Other service programs included in at least one component of the six projects observed are: day care services; supplementary financial aid; tutorial assistance; at one college, food provided those students who could not afford to buy their lunch; awareness seminars for business and management personnel.

Manpower Programs

Some of the more significant commonalities observed in the design of training programs, such as New Careers and Day Care, are as follows:

1. Basic classroom learning coupled with an opportunity for live experience in real or simulated work situations that will eventually become the trainee's normal environment;
2. The cooperative planning of curricula and course content by project staff and industrial personnel;
3. Guaranteed employment after the successful completion of the training cycle.

Intercultural Presentations

Of the several approaches used by community services directors in the search for an improved climate of communication between the various ethnic and racial campus and community groups, through intercultural presentations, two are: (1) jointly sponsored ethnically oriented theatrical productions by the community services office and the Theatre Arts Department, and (2) the presentation of local and nationally known ethnic and minority group artists.

Administration

An examination of the administrative status of the community services directors revealed that five reported directly to the president and one to the dean of institutional development. (See Appendix I.) Project staffs

ranged from 2 persons to 110, with credentials extending from the doctorate to the paraprofessional level. Though none of the programs were performing all of the administrative functions listed below, all of the directors reported some involvement in at least two or more functions. Their responsibilities have been summarized under three classifications: (1) initiation, (2) coordinating, and (3) directing project activities. In list fashion, this would include:

Initiating

- . Proposal writing
- . Seeking and securing funds
- . Designing and implementing new projects
- . Developing curriculum for new careers and other industry-related vocational and technical programs

Coordinating

- . Acting as liaison between staff, community, faculty, and students
- . Meeting with community groups, social agencies, etc.

Directing

- . Hiring staff
- . Supervising entire program
- . Preparing departmental budget
- . Supervising publicity and public relations efforts
- . Evaluating project and project personnel

Funding Patterns

Three types of funding patterns were reported:

1. Ad hoc federal funding,
2. A combination of institutional and federal funding,
3. Funding by private foundations.

Special problems and the techniques used in programming are included in the following section.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Historically, the junior/community colleges' community services programs have failed to meet the basic human needs of a distinct segment of the community--the Black and brown educationally and economically disadvantaged resident.

The phenomenal growth of junior community colleges since 1900 and the recent establishment of community colleges in less than 20 major metropolitan areas since 1960 (Gleazer, 1968), are two rather significant observations that support this statement. Recent nationwide studies (Harlacher, 1965) also revealed that less than ten community colleges had community services programs designed to meet the educational, economic and social needs of disadvantaged minority residents.

Need of Study

This investigation was undertaken in an attempt to fill a void that existed regarding the lack of in-depth information on community services programs for the disadvantaged at inner-city community colleges. Previous investiga-

tions have provided marginal descriptions of programs for the disadvantaged, but in none of them has an attempt been made to provide an in-depth descriptive analysis of the community service efforts of inner-city community colleges. Studies by Medsker, Harlacher, Myran, and others have, through national surveys, dealt with topics ranging from critical requirements for establishing programs, to various structural and developmental aspects.

Purpose

The purpose of the study was two-fold: (1) to describe the essential components of community service programs for the educationally and economically disadvantaged at inner-city community colleges, and (2) to identify guidelines that might be used as a frame of reference for the development of education programs designed to meet the needs of disadvantaged persons in the inner-city.

Methodology

The "integrating techniques" method was used for the collection of data. This technique employed several approaches. Among them were: taped field interviews, observations of selected programs, questionnaires, and a content analysis of school catalogues and brochures for additional information regarding the programs offered and participants served. These techniques were designed to serve four purposes: (1) to provide information on the

types of programs offered to the disadvantaged at selected inner-city community colleges, the administrative structure and professional staffing patterns; (2) to provide data regarding the programs' financial and physical resources; (3) to provide information on the developmental aspects as they relate to the programs' origins, community analysis ("Did the director consider a community analysis necessary?" "Was one made?"); and (4) to provide information regarding the special problems encountered as they pertain to race as a significant consideration in staffing and white staff involvement in an inner-city setting.

The Role of Inner-City Community Colleges

Caught up in a community it had little involvement in creating, the inner-city community college is in especial need of a "soft area" in the administrative structure that will act as a mediator between the inner-city community and itself. The "service concept" of a community services program and especially one in the inner-city, commands a response to the problems of inner-city residents. Inherent implications in the above statement strongly suggest the need for an intercessory. The community services program at the inner-city community college is the one agency that is increasingly seen by educators as best equipped to fill this need.

Conclusions

In a review and analysis of the data presented, the following conclusions are presented:

1. The urban community colleges in this study have evidenced a visible concern for disadvantaged citizens in their communities by implementing programs of direct intervention to improve the quality of life for all.

The larger significance of this study lies in the visible evidence in Chapters II and IV that some inner-city institutions of higher education are providing through either service, manpower, or intercultural programs, opportunities for educational, economic and cultural experiences for inner-city disadvantaged citizens. These programs represent demonstrable proof that some inner-city community colleges are beginning to exhibit a sense of responsibility for disadvantaged citizens. Through their examples, they are redefining the role of inner-city community colleges by establishing action-oriented programs based on involvement and commitment.

2. While the inner-city community services programs of this study are less than comprehensive in their current efforts to meet the educational and economic needs of inner-city disadvantaged citizens, their exploratory efforts to develop problem-oriented programs is paving the way for more intensive involvement in the near future.

An examination of the composite objectives of the six projects and the nature of their programs established that the greater majority were problem oriented. This

point, as well as the social significance of these programs' efforts, can probably best be mirrored by reiterating some of the common problems shared by all of the communities visited. Indicated here also are the specific programs that were implemented to address these needs. Included below are a few of the problems, programs and intervention techniques observed that strongly support the above-stated conclusion. The problems that characterize all of the inner-city communities visited include:

A. Problem

A community that possesses a feeling of lessening allegiance to a system that has failed to respond to its most basic needs.

Intervention Technique

The hiring of two Black inner-city community college presidents for the first time at Malcolm X and Merritt Community Colleges. Although this is not considered a part of the community services function, this technique was observed as a significant factor in offsetting inner-city tensions inherent in the above-stated problem. This should not be used, however, merely as a survival technique for buying the community off. Much is yet left to be done to offset the "game-playing" image so often associated with inner-city agencies and institutions.

B. Problem

A community that is predominantly Black or Chicano (Mexican-American), with a high rate of unemployment, necessitating excessive dependence on welfare.

Program

The Child Care Worker Training Program (Community College of Baltimore).--All trainees were Black women with 50 per cent on ADC or some other type of welfare.

Classes in English as a Second Language.--Inner-City Project (Laney and Merritt Colleges, Oakland, California) and Project Outreach (Malcolm X Community College, Chicago, Illinois).

C. Problem

A community characterized by an under-utilization of human resources and potential.

Program

Brooklyn's Urban Center's vocational-technical and college-adapting educational project provides eight different programs for either entering a college program or acquiring a viable and marketable technical skill.

D. Problem

A community whose residents are acquiring a new sense of brotherhood, togetherness, and self pride.

Program

This problem was being addressed throughout all of the projects through an emphasis on identity, political awareness, and a concern for individual self-concept.

Identity: Theatre Ethnic, Los Angeles City College presents ethnically oriented intercultural programs whose primary objective is to instill pride and appreciation in ethnic and minority student and community groups for their cultural heritage.

The Inner-City Project, Laney and Merritt Colleges.--Four neighborhood development centers provide a facility with which Chicano and Black inner-city residents can identify through educational, social, and intercultural programs.

Political Awareness: Project Outreach, Malcolm X Community College.--Classes on community organization and development; bus trips to the state capitol to attend a legislative session on a bill to raise community college tuition.

Self-Concept: Project Search, Cuyahoga Community College, Cleveland.--A counseling program that

functions with an all-Black staff that expresses a concern for individual self-concept through questions about clients' opinions of Malcolm X, his personal feelings regarding his identity and manhood, the value of riots, etc. No records or tests are used in initial contact with client.

Student Counseling Assistants' Project, Los Angeles City College.--Another counseling program which uses students in paraprofessional counseling, tutoring and big brother roles in helping Black and Chicano freshmen and new students make a smooth institutional adjustment.

E. Problem

A community that possesses the feeling that the scales of law enforcement and justice are tipped against them.

Program Initiators

Several "critical incidents" were perceived by project administrators and interviewees as precipitating factors that influenced the initiation of programs and practices implemented to meet the above-stated problem. Among these incidents were: (1) the burning of Hough in Cleveland in

1966; (2) the frisk and "shoot to kill" order by the Mayor of Chicago and its endorsement by the Fraternal Order of Police; and (3) campus unrest and community pressure to hire more Black and brown faculty and administrators.

Programs

Programs and practices developed as a result of these incidents include: (1) Project Search, Cuyahoga-- a counseling program already referred to above; and (2) a course on the Afro-American Policemen in the Urban Crisis, Project Outreach, Malcolm X Community College. New minority group faculty and administrators are also conspicuously present in large numbers for the first time in history of all the institutions included in the study.

F. Problem

A community where the almost wholesale lack of such recreational facilities as bowling alleys, skating rinks, tennis courts, and swimming pools forces the inner-city teenager and adult into such hangouts as "beer joints," back alleys, and the street.

Program

Community services sponsored recreational programs at two inner-city community colleges are attempting to meet the needs of inner-city youth through:

- 1) A summer sports clinic--Community College of Baltimore
- 2) A summer swimming and track program--Los Angeles City College.

G. Problem

A community with either distrust, misunderstanding, or no knowledge of existing community services available to them.

Program

EPIC (Educational Participation in Communities) at Los Angeles City College uses volunteer students serving on campus and in the community as tutors, nurses and teacher aides. Students serve in settlement houses, hospitals, and community centers in an attempt to dispel the notion that the college is blind to the needs of the inner-city community.

3. Inner-city community services programs investigated in this study have recognized the need to intensify recruitment and supportive services in order to bridge the educational and economic gap of disadvantaged citizens.

Among the more innovative techniques and approaches used in the execution of these measures was the inreach function. The implementation of this function strongly suggests that what has been done in the past for former junior college students, is not enough to meet the new educational needs of recent community college clients from the inner-city ghetto and barrio. Functioning as a supportive measure, inreach efforts attempt to match the efforts of outreach programs through the extension of on-campus services such as supplementary financial aid, free books, and the provision of food to inner-city students in need.

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While the initial efforts toward the solution of some of these problems are encouraging, it must be recognized that within the inner-city, agencies must establish their credibility as a stable and dependable facilitating force. Not only must this be done with students and the community, but with various community agencies and college staff. Consequently, these programs are currently operating in what might be termed a credibility development stage. And a few are just beginning to find acceptance among this massive arena that is bound by most of the problems mentioned above.

Special Problems in Inner-City Programs

Several areas pose rather serious challenges to inner-city programs. However, just two will be dealt with here. The matter of white staff involvement in an inner-city setting that is predominantly Black and brown represents a dilemma in terms of faculty involvement in college-sponsored community programs. The fear held by some faculty and staff of going physically into the ghetto and barrio community is often very real and the answer is not yet clear. However, the problems caused by this dilemma are also just as real for the inner-city resident and student as well, and hold very serious implications for inner-city community college faculty.

Based on an analysis of the data found in this study, certain implications suggest that for the Black and

brown inner-city resident, the public community college is the most important single source of higher education available to him. One Health, Education, and Welfare official relates that:

The reasons are obvious; these are the accessible institutions, geographically, financially, academically. A quarter of all Black American collegians are concentrated in public 2-year colleges in three cities, New York, Chicago, and Los Angeles. In virtually every large American city--Cleveland, St. Louis, San Francisco, Philadelphia, Miami, Dallas--more Blacks study at public community colleges than all nearby institutions combined.¹ [Italics added.]

Two other rather dismal statistics relate that:

. . . approximately two-thirds of all students in two-year colleges require remedial or compensatory education. . . . and that nine out of ten of the disadvantaged do not complete their programs.²

Herein is suggested the need for a new type faculty and new teaching techniques. Too many faculties at inner-city community colleges are staffed by instructors trained for purposes other than community college teaching. Many activities of the community services program are stifled by "old guard" faculty attitudes that dichotomize their service roles when programs for inner-city disadvantaged residents are involved. With regard to the urgency of the above inner-city community college and community service needs, William Moore, an inner-city community college administrator, states: "I've never seen a physician lose

¹Robert H. Finch, speech at the American Association of Junior Colleges' National Workshop on Federal Programs, Oct. 3, 1969, Washington, D. C.

²Ibid.

30 to 50 percent of his patients and people continue to go to him."

Finally, erasing the "stigma of poverty" from service and manpower programs offered in inner-city communities remains a major challenge to inner-city community college administrators, community services directors and supportive staff.

At stake here is the matter of individual dignity. Too often, the dignity and respect that we both expect and demand for ourselves, is denied the Black, brown, and poor white inner-city residents. The idea of the inner-city community college and its community services office, functioning as a catering agency of programs and services to meet urban community needs is an acceptable one--providing its spirit is not abused.

With the foregoing data and observations in mind, the following recommendations seem relevant to this study.

Recommendations

The following recommendations are also intended to function as guidelines that can be used as a broad frame of reference for inner-city community service programs.

Funding . It is recommended that a more stable and permanent source of funding be sought and provided to inner-city community service programs.

For five of the six programs studied, the primary source of funding was through either federal or state short-

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term grants. It is felt that this ad hoc funding pattern found in the majority of inner-city community services programs investigated is a deterrent to long-range planning and severely impairs the efforts of administrators to evaluate the impact of the program on the community. Community services is a distinct department in the overall community college structure, deserving equal consideration in terms of budget and commitment. The inner-city community college cannot afford the price of whetting the community's appetite by the "crash" provision of "instant" services that have been previously withheld and then have them disappear for the lack of continued funding. For, unlike many recent poverty program agencies that left the community after being unsuccessful, the inner-city community college is a highly visible institution within the community. And, it is increasingly being held accountable by the community for unfilled promises. A continuance of this funding pattern could very well set the stage for what is termed here as programmed conflict. In addition, it could have an adverse effect on staff commitment and the recruiting of skilled and much-sought-after minority group personnel. If inner-city community services are to succeed on a long-range basis, the provision of programs must move from an ad hoc level of funding to a level of full commitment by the institution.

Staffing . An active effort should be made to recruit faculty members who are known to be responsively concerned with the problems of the disadvantaged.

A matter of critical concern has to do with the use and employment of staff at inner-city community colleges. It would appear that there is an urgent need for an examination of existing screening processes in the hiring of both professional (faculty, administrators, etc.) and supportive (clerical, paraprofessional, custodial, etc.) staff at inner-city community colleges.

With inner-city communities progressively becoming more Black and brown, the attitudes of all those that come into contact with its members becomes a factor of prime importance. Respect for persons with a different "life style" and culture is a signal imperative in an inner-city setting.

- . College staff members must be provided orientation sessions to help them in creating a climate that fosters positive self concepts and facilitates the struggle for identity.

The problem of self doubt and low esteem so prevalent among the disadvantaged requires a change in the institutional environment. Such a change requires that all faculty and staff members be sensitized to ways in which they can help in building self confidence and self esteem. They must also be helpful to recognize staff behaviors which work negatively and tend to build distrust and misunderstanding. The establishing of such a climate in the

entire institution would be conducive to, and supportive of, a continued and positive reinforcement of persons whose self concept, self confidence, and personal aspirations have been blurred by poverty and discrimination.

- . Teaching and consultant responsibilities in inner-city community projects should be considered a normal part of the contractual commitment of the faculty.

Because of the unclear status of the role of inner-city community college faculty regarding their involvement in community-oriented programs for the disadvantaged, the recommendation above would seem to hold the following advantages: (1) improved communication between the college and the community; (2) an opportunity to offset the inner-city resident's suspicions regarding institutional and agency motives; and (3) most important of all, an opportunity for faculty and staff growth and enrichment through a process of professional sharing.

Programming

On the basis of the classification of programs observed in this study, the following three types are recommended for a comprehensive inner-city community services program. These programs are service, manpower, and inter-cultural, and are defined as follows:

1. Service programs are programs that perform a supportive function by providing the program participant information, counseling, financial help or

any combination of the three.

2. Manpower programs should be designed to provide program participants with a viable and marketable skill at the successful completion of the training cycle.
3. Intercultural programs should have as one of their prime aims that of providing a positive focus for instilling pride and appreciation in the various ethnic and minority groups for their cultural heritage.

The initiation and implementation of the above programs in an inner-city setting will require exercising a great deal of flexibility and sensitivity. As pointed out by a majority of the administrators and interviewee's consulted, the ability to shift emphasis without becoming frustrated is of utmost importance in implementing inner-city community services projects.

Evaluation

In order to properly assess present efforts and to facilitate long-range planning, it is recommended that the research and evaluation office of the college be directed toward assessing the development of the inner-city program.

Because of the relative newness of a majority of the projects, a lack of funds and the failure to build adequate evaluative measures in the original proposals, a critical need is seen for establishing sound techniques for program evaluation.

In conclusion, and in view of the many commonalities found in the inner-city community service programs studied, it seems critically important that directors of inner-city community service programs come together to share their ideas and focus on a set of recommended practices and procedures for the initiation and implementation of programs of intervention for the inner-city disadvantaged.

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APPENDIX A

LETTER OF INTRODUCTION

Dear

Mr. Andy Goodrich is one of our doctoral students in the field of community college administration. He is particularly interested in analyzing the community services provided for the disadvantaged in inner-cities. Through visitation and case studies as well as a follow-up conference of directors of selected programs, he hopes to identify model programs and significant guidelines for their development.

Your college is one of six which he plans to visit during the early summer. Following the visit he will bring together the directors of these programs for a three day conference at Michigan State University.

Your support and cooperation in providing important information will be greatly appreciated. We believe that this study can provide important information for community development.

Sincerely,

Max R. Raines
Professor
Higher Education
Michigan State University

APPENDIX B

FOLLOW-UP LETTER

Dear

Thank you for your willingness to cooperate with us in our study of community services in the community college. An enclosed envelope addressed to you will give you details about this study and its part in our total community service project. I would appreciate your cooperation in making those arrangements for my two-day visit which would be difficult for me to do personally before I arrive. My visit at your college is now set for . I am enclosing several items which are related to my visit.

1. Envelopes for each person to be interviewed: I would like to interview each person at your college who holds a full-time administrative position, and who is responsible for one or more community service functions for the disadvantaged. Please distribute an envelope to each person.

2. Agenda sheet: It would be helpful if the schedule for interviews was established prior to my arrival. The interviews would be more meaningful if the people to be interviewed received the enclosed envelopes and were aware of the time schedule prior to my visit. Each interview will be approximately 45 minutes in length.

3. Check list for supplementary data: It would be helpful if as many of these materials as possible were collected prior to my visit. If this is not possible, please have them available at the time of the critique on the second day.

4. Institutional data: Please obtain the data requested on the "Institutional Data" form enclosed.

I realize that this visit will require a considerable amount of time on the part of you and your staff. Your participation, however, will provide important information which will be used throughout the duration of the project. The study should make a real contribution to the available research related to community services programs for the inner-city disadvantaged.

I will call you a few days prior to my visit to discuss final arrangements. Please call me if problems arise.

Sincerely,

Andy Goodrich
Administrative Intern
401H Erickson Hall
Michigan State University

APPENDIX C

AGENDA

A G E N D A

For: Andy Goodrich, Michigan State University

Department of Administration
and Higher Education
College of Education
Michigan State University

Dates of Visit: First Day _____

Second Day _____

Institution: _____

Kindly arrange an interview with the president and each person in your program who holds a full-time administrative position, and who is responsible for one or more community service functions re: the disadvantaged. Please complete columns 4 and 5. If in your judgment, the time schedule requires adjustment, record the time changes in column 2. It would be appreciated if a completed agenda would be distributed to each participant along with a copy of the interview guide. I would also like to talk with 10 or 12 current or former students from different program areas on the second day if possible.

1	2	3	4	5
FIRST DAY	TIME CHANGES	ACTIVITY	PARTICIPANTS	RESPONSIBILITIES
9:00-10:30	_____	Orientation Session and Interview with Director	Director: _____ Others: _____	_____
10:45-11:30	_____	Interview 2	_____	_____
Lunch	_____		_____	_____
1:30- 2:15	_____	Interview 3	_____	_____
2:30- 3:15	_____	Interview 4	_____	_____

SECOND DAY

9:00	Interview 5	_____	_____
10:00	Interview 6	_____	_____
1:15	Interview 7	_____	_____
2:30	Critique	_____	_____
	Directors:	_____	_____
	Others:	_____	_____
		_____	_____

APPENDIX D

CHECK LIST

KELLOGG COMMUNITY SERVICES
LEADERSHIP PROGRAM
College of Education
Michigan State University
East Lansing, Michigan

Name of Institution

Check List for
Institutional Materials to Supplement
Recorded Interviews

ADMINISTRATION

- _____ College president's annual report for past three years
- _____ Community services annual report for past three years
- _____ Information on advisory or community committees
- _____ Information on facilities for community service programs
- _____ Organizational chart of the administrative structure

COMMUNITY SERVICE PROGRAMS

- _____ Statements of objectives
- _____ Curricular information: program outlines, syllabi, statements of objectives, guidelines for programs concerning the disadvantaged
- _____ Information re: evaluation of instruction, programs, courses

FINANCIAL DATA

- _____ Budgetary information for total college operation including community service program. (Including professional and clerical salaries, furnishings, supplies, equipment, etc.)
- _____ Tuition and fee schedule

RESEARCH DATA

- _____ Follow-up questionnaires
- _____ Materials prepared for accreditation visitation or other self-studies
- _____ Research or project reports (published reprints or unpublished mimeographed material)

STAFF DATA

- _____ Contract signed by community service faculty
- _____ Faculty handbook
- _____ Job descriptions of community service staff members
- _____ Roster of staff members engaged more than one-third time in community service activities

STUDENT DATA

- _____ Application blank for students enrolled in community service activities or courses
- _____ Enrollment statistics for Fall 1968-69
- _____ Registration forms for courses offered as a part of community services

GENERAL INFORMATION

- _____ Calendar
- _____ College catalog
- _____ Any other publication or interpretive data related to community service functions

- _____
- _____
- _____
- _____
- _____

APPENDIX E

INSTITUTIONAL DATA

KELLOGG COMMUNITY SERVICES
LEADERSHIP PROGRAM
College of Education
Michigan State University
1969

INSTITUTIONAL DATA

Name of College _____

Location _____

Year Established _____ Accreditation _____

Students Enrolled Fall Semester 1967, Total Head Count _____

Full Time _____ Part Time _____ Equated _____

Students Served by Community Services Activities, 1968-69:

Total Head Count _____ Enrolled in Credit Courses _____
(approximately)

Engaged in Non-Credit Activities _____
(approximately)

Total Professional Staff Members Employed by College:

	Administrators	Counselors	Instructors
Total	_____	_____	_____
Full Time	_____	_____	_____
Part Time	_____	_____	_____
Equated	_____	_____	_____

Professional Staff Members Employed in Community Services:

	Administrators	Counselors	Instructors
Total	_____	_____	_____
Full Time	_____	_____	_____
Part Time	_____	_____	_____
Equated	_____	_____	_____

APPENDIX F

QUESTIONNAIRE

QUESTIONNAIRE

To community service director: Please complete and include with other requested information

1. Has your trustee board (or board of directors) endorsed these particular community service programs? Have they adopted a written policy regarding the program?

2. What is the district or area served by the college?

3. What are your present full-time and part-time enrollments for the college as a whole? What enrollments do you have at present in the community service programs for the disadvantaged for which you are responsible?

7. In your opinion, what are the minimum educational qualifications necessary for a position such as yours?

8. Please give a brief description of your educational and experimental background, and how you feel it relates to your present position?

APPENDIX G

INTERVIEW GUIDE

INTERVIEW GUIDE

A Question Outline of Discussion Topics
(Questions will not be confined to these particular areas however)

Topic I: Origin and Description of Programs

1. How did your particular program(s) for the disadvantaged get started? How long have they been established?
2. Has the college made an institutional commitment to the program? What was the source of this thrust, the board of trustees, president, etc.
3. Describe the community service programs for the disadvantaged which you are responsible.
4. What are the major objectives of the community service programs for which you are responsible?
5. What evidence could one expect to find in your program that these objectives are being carried out?
6. How do you define community services?
7. What factors determine whether or not a program or activity is initiated as a community service project by your office?
8. The college might involve itself in several phases of community development. These include:
 - a. Identification of community problems.
 - b. A community survey.
 - c. Organization of resources to deal with the problem.
 - d. Evaluation of program made.

Within your college, which of these receive emphasis?
Please give examples.

9. What percentage of (or how many) males do you have in your total program? How many of these are black?
10. Do you see a need for involving more black males in your program? If so, what steps would you take in recruiting them?

Topic II: Organization, Staffing, and Financing Community Services

1. Please describe your major responsibilities related to carrying out community service programs for the disadvantaged.
2. What is the place of your position in the administrative structure of the college? Has your place in the administrative structure changed in the recent past?
3. Describe the criteria by which you choose staff members for your community service programs. How many staff members are involved in the program for which you are responsible?

4. Is race an important consideration in staffing your program(s)? Is there pressure from the community to hire specific ethnic representatives?
5. What are some of the specific things you are trying to accomplish in working with individuals or groups of individuals?
6. What type of supportive services are available for disadvantaged participants in your community services program? Examples, tutorial, financial, counseling.
7. Do you consider the supportive services provided adequate?
8. In your opinion does the counseling provided relate to the set of values held by disadvantaged persons?
9. Please describe the structure of advisory committees, and indicate the ethnic or racial composition of these committees.
10. Describe briefly the financing structure under which your programs operate. Indicate all sources of financing including federal, state, and local taxes, tuition, and other sources.
11. What are the major areas of cost?
12. What major financial problems have you encountered during the development of your program?

Topic III: Development of Community Services

1. Could you identify some critical events in the development of community services that determined the direction of your program? In reviewing these events, could you identify such things as the struggle for power; community pressure.
2. Please comment on successful and unsuccessful ventures during the development of your program.
3. If you were beginning a new community service program for the inner-city disadvantaged would there be a sequence of steps you would follow to get the program underway? That is, is there some crucial order to the steps that should be taken in developing a community service program?
4. What role have advisory committees played in the development of community service programs? Basically, would you say that advisory committees play a primary or peripheral role in development? What specific guidelines for the development of educational programs designed especially to meet the needs of the inner-city disadvantaged would you recommend?

5. What are some of the major challenges facing your community service program, and what plans are you developing to meet these challenges?
6. What type of innovative programs do you have? How successful are they?

Topic IV: Identifying Community Needs

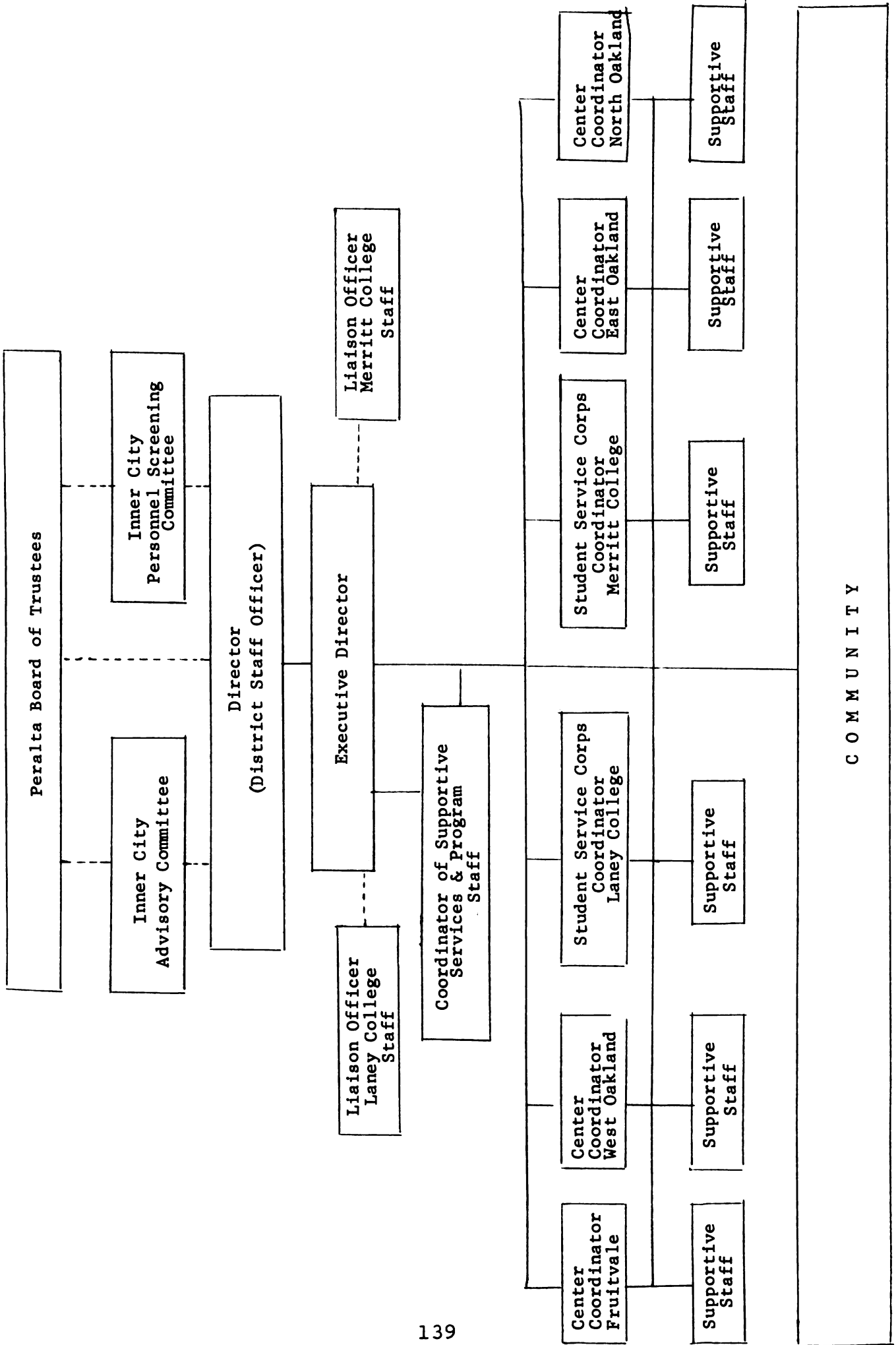
1. In your opinion, does the disadvantaged segment of your community have a sufficient awareness and understanding of what your program is about? How is the program publicized?
2. How do you think they perceive this community college?
3. What are the methods used to identify those needs of the community which can be approached through community service programs?
4. Who are the people involved in the identification of needs process; in the decision-making relative to initiating a program?
5. In your opinion, should the community college play a role in the community as an agent for change? That is, should it be an agency for such action as opposed to reaction?

Topic V: Community Services: Its Relation With Other Educational Programs and Community Groups

1. What is the relative emphasis on community services programs for the disadvantaged in your college as compared to other areas such as liberal arts, vocational-technical education, general education, and counseling programs?
2. Are these community service programs largely independent of other programs of the college, or is there inter-relationship? If there is inter-relationship, give examples.
3. As the community service program has developed, has its development resulted in significant organization of philosophical transitions within the college?
4. What inter-relationship is there between the college and other community groups providing community services?
5. What contact do you have with militant (black or white) groups in the community?
6. How much contact do you have with the students?

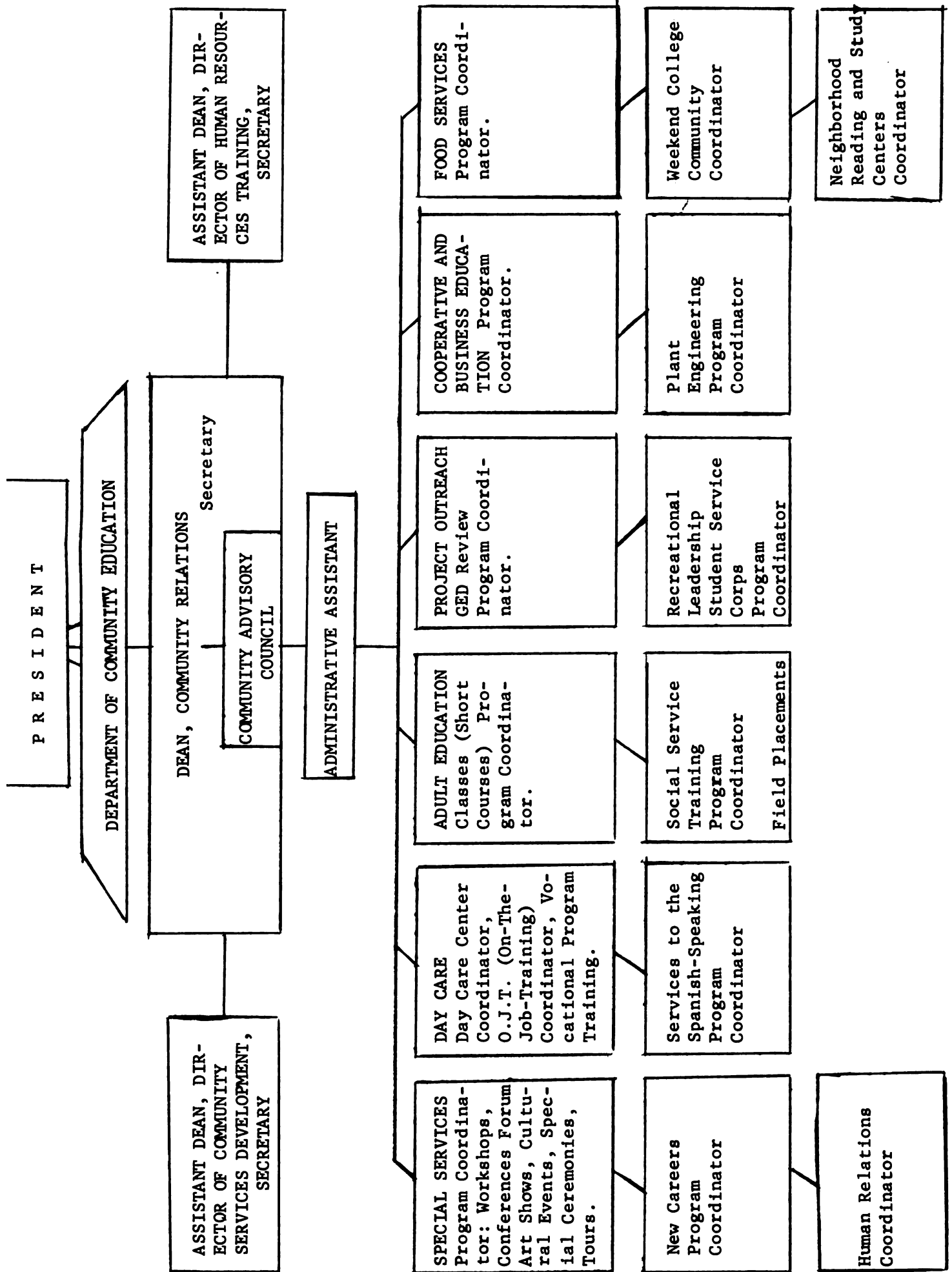
APPENDIX H

**ADMINISTRATIVE STRUCTURE
OF INNER-CITY PROJECT AT
LANEY AND MERRITT COLLEGES**



APPENDIX I

**SAMPLE CHART DEPICTING THE COMPOSITE
ADMINISTRATIVE STATUS AND STRUCTURE
OF COMMUNITY SERVICE DIRECTORS
AND STAFF**



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