



THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

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see me

JUL 17 1968

MEMORANDUM FOR HONORABLE JOSEPH A. CALIFANO

Before his departure, Paul Miller asked me to send you the final report of the Task Force on Urban Educational Opportunities. The report is attached.

He recommended that portions of the report which deal with the relationships between universities and urban communities be released to the public. I will await your decision.

William Coleman
Secretary

N/S

Memorandum

TO : The Secretary

DATE: July 5, 1968

FROM : Paul A. Miller 

SUBJECT: The Task Force on Urban Educational Opportunities

I am forwarding to you the Report of The Task Force on Urban Educational Opportunities, established by the White House on September 19, 1967. I am assuming that you will transmit the report to Messrs. Califano and Cater.

It was an unusual privilege for me to chair this Task Force. Its members were faithful and spirited as they confronted one of the most complex issues on the urban scene, namely, how institutions of higher learning will discover new and systematic ways of joining in the renewal of urban life in America.

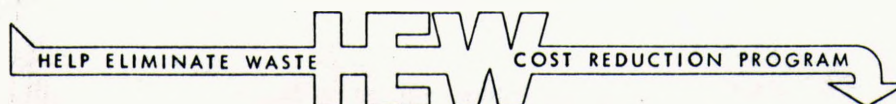
Since the central problem of improved urban public service by post-secondary institutions is how their resources (talent and knowledge) may be shared effectively with complex communities, much of the Task Force discussions focussed on the collaborative framework necessary to rendering educational service. Accordingly, it is our hope that you and your colleagues at the White House will see fit to release such portions of the Report (notably Parts I-IV).

The future of the American university in urban society has become a question of great policy significance. I hope you will glean the many suggestions throughout the Report for steps which the Department of Health, Education, and Welfare may take to contribute to the National discussion. The Task Force could only scratch the surface of a most formidable issue.

Again, I thank you for this opportunity.

Attachment

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TF Report

ADMINISTRATIVE CONFIDENTIAL

Report of the Task Force

on

Urban Educational Opportunities

July 1968

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for Expansion of Urban Educational Opportunities

Foreword

As members of the Task Force on Urban Educational Opportunities, we are pleased to submit our report of observations and discussions carried on during the past several months. We began our work by trying to discover how colleges and universities could improve their contribution to the redevelopment of urban America--through educational quality, more useful curricula, urban research, and the dissemination of knowledge. As our discussions continued, however, this initial interest with higher education gave way to a conviction that the plight of urban elementary and secondary schools was at the heart of the problem. Even though we went back to our concentration on post-secondary institutions, our belief in the lower schools as the vital centers of present inadequacy and future opportunity remained.

Inner-city schools are separate and unequal. The teaching process in them is more than questionable. Buildings are dirty and old. They have too little money spent on them and too little human feeling manifested within them. The young inner-city dweller, age 14-17, is nobody's burden: the lower schools lose him, and the higher system is not prepared to take him.

Like all others who have surveyed the situation, we feel, with a strong sense of urgency that the whole pattern of urban education should be overhauled. Although present programs represent many significant advances, they will require vastly augmented support. More ideas are needed from professors willing to toil in the community. More devotion is needed from teachers who are willing to stick to the job in the face of mammoth frustrations. More administrators are needed who are willing to listen to parents no matter how poor. Quick action is called for, but as part of a long-term national effort; nothing less will do.

We recognized three issues as fundamental. The first--identifying the most useful way for colleges and universities to help solve urban problems. Everything they do--on or off the campus, teaching, research, or extension--can be done better in terms of urban needs. But probably the most urgent need of all is for a new partnership between lower and higher education. The Task Force came to believe that the first line--but not the only line--of service for institutions of higher learning in urban areas is the total educational community itself.

Fitting educational planning in general, and higher education in particular, into a comprehensive and coordinated approach to urban development emerged as the second issue in the deliberations of the Task Force. Measuring the new demand for academic involvement against

the tradition of disengagement cannot be an instant accomplishment, and the Task Force foresees it as a continuing preoccupation for educators.

The third issue has to do with organizing and administering Federal assistance. In the light of the probability that there will be a larger proportion of Federal funds in urban reconstruction as time goes on, the Task Force grew apprehensive about the proliferation of agencies, statutes, and funding sources that now characterizes the Federal effort. No more than a cursory exploration of how Federal practice may enhance coordinated urban development was possible, however.

The Task Force was established on September 19, 1967, held its initial session on September 23, 1967, and met in five additional sessions thereafter. It gratefully acknowledges the papers of several consultants: Dr. William M. Birenbaum, Educational Affiliates, Inc., Bedford-Stuyvesant Association, New York City; Mr. Harold Gores, Educational Facilities Laboratories, Inc.; Dr. Thomas F. Green, Director, Educational Policies Center, Syracuse University; Dr. Cyril O. Houle, Professor of Education, University of Chicago; and Dr. John C. Robertson, Director of the Clinic for Learning, New York University.

The staff, Messrs. Philip Des Marais and David Nichols of the Office of the Assistant Secretary for Education in the Department of Health, Education, and Welfare, and Dr. Harry Hadley, Fellow, U.S. Office of Education, included within their several duties field trips to major cities to talk firsthand with people about urban education. Members of the Task Force and its staff conducted numerous other discussions with officials within the government, representatives of schools and colleges, and leaders of private associations and foundations. We share our gratitude with all those who spent time on the work.

The report which follows pretends no rigorous analysis. Countless other studies have fully documented the plight of urban education, and there was little need to do it again. The report is essentially a distillation of Task Force discussions--enriched by the foregoing activities and assistance--and of the judgments, commitments, biases, and experiences of its members.

The members of the Task Force all feel that the road ahead will be a long and difficult one. The separation of town and gown, and the suspicion of each for the other has been building for centuries. Meanwhile the problems of the cities have grown almost beyond the mind of man to encompass. Suspicion, antagonism and mistrust will not yield readily to even the best-intentioned approaches, and each problem solved reveals others that must be dealt with, particularly as the

overall national and international climate continues to change. We believe, in short, that the improvement of the quality of urban life will be a task of society for all the foreseeable future--and it is that very fact which makes it necessary to begin as soon as possible to undertake as large a program as our resources of manpower and money can provide.

Thus, rather than trying to encompass the subject of urban education, the Task Force makes selective suggestions about how to strengthen post-secondary educational services to urban communities. That was the assignment and what it set out to do. If, at the same time, it reminds the reader that a major overhaul of inner-city education has become the most important challenge in the history of American education, it will have been worth the effort.

July, 1968
Washington, D.C.

Summary

First, the Task Force underscores three essential challenges now confronting American colleges and universities as they show increasing concern for the crisis of social relations in the cities.

- . . . Establishing a new collaboration between higher education and urban schools.
- . . . Discovering how to integrate particular efforts into comprehensive plans of urban development.
- . . . Arriving at fresh institution-wide commitments to the effort to solve the nation's urban problems.

Second, the Task Force observes the recurrent failures of urban education, the lack of funds, the instability of personnel, the obsolescence of buildings, the frequent irrelevance of curriculum, the absence of human responsiveness within the school, and the cumbersome administrative practices, and suggests:

- . . . The need of a new vision of school-community relationships.
- . . . The importance of relating teacher education and school curricula to community-centered learning.
- . . . The need of a new conception of the school building and campus as functional parts of urban community life.
- . . . The necessity of coordinated urban planning and development at the local level, and joint funding, cooperative review, and technical assistance at the Federal level.

Third, The Task Force recommends five specific legislative and/or program proposals:

- . . . Increased funding of present programs of Federal aid to education, (together with improved administration), approaching full funding to the extent that it is clear that local and state educational agencies are effectively using such funds to meet urban needs.
- . . . Enactment of the Urban Educational Services Act, to enlarge the concern of higher education for lower education and other urban issues, through urban educational service agencies.
- . . . Strengthening of Title I of the Higher Education Act of 1965 (Community Service and Continuing Education Programs), including staff for the National Advisory Council on Extension and Continuing Education and an Institute (or Center) for Urban Extension Services.
- . . . Establishment of a new program of planning grants, perhaps through Title III of the Higher Education Act, to newly developing institutions of higher education to assist them at the outset with shaping educational services to meet the problems of urban communities.
- . . . Renewal of existing institutions and development grants to newly established urban institutions rather than efforts to create new institutions analogous to the land-grant colleges and universities.

The Task Force

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I. The Urban Programs of Higher Education

Today's dramatic crises in social relations touch every aspect of domestic and international life and present many paradoxes. As comfort increases for many, misery remains for others, and such differences between man and man as the color of skin, the size of a bank account, and the place of residence continue as obstacles to understanding. Meanwhile, rising expectations have turned into rising demands, and the crisis has become more acute.

The field of education is particularly replete with paradox. Long viewed by the developed countries as the chief instrument of understanding and progress, education has thus far failed to achieve these ends in urban industrial America.

No country has believed in education more than the United States. No other country supports more people--students and teachers--in pursuit of education. No other country has so exalted education as the bridge between hope and fulfillment. Perhaps no other country is so keenly aware of the inadequacies of education. In the agonizing search for an overall strategy of urban development in the United States today, educational reform is a focal point.

The objective of the search is the rediscovery of community. Its tactic is to rebuild the American city as a totality while meeting immediate needs of schooling, job training, employment, income maintenance, housing, and health care. Its means are money, knowledge, talent, and commitment. This strategy requires the cooperation of

every level of government, common goals among private and public bodies, new combinations of community services, and, above all, the kind of communications among people that can remove the barriers isolating the poor, as well as ethnic and racial minorities, from the community as a whole.

As the chief suppliers of knowledge and talent in American society, colleges and universities have joined in this search for a strategy of urban development. Their interest in urban problems is rising at a time when ways of manifesting it are imperfectly developed. Institutions of higher education find themselves at the heart of the action, yet frequently uninvolved, and often uncertain how to proceed. American colleges and universities constitute the strongest and most varied system of higher education to be found anywhere. Thus far, however, their usefulness in the solution of contemporary urban problems is largely unrealized.¹

Community education programs of colleges and universities, known variously as public service, extension, continuing education and adult education, enjoy little prestige in America--an unfortunate by-product of the thousand-year university tradition of autonomy and disengagement. In the past century, this tradition has been modified as higher education has been called upon to help meet the growing need of modern societies for knowledge and talent. Accordingly, colleges and universities have contributed significantly to advances in medicine and health, to the managerial revolution, and to the nation's remarkable

gains in agricultural productivity. At the same time, a residual allegiance to the idea of detachment still keeps many from effective participation in community life.²

University Traditions in Public Service

As American colleges and universities move in search of ways to improve urban conditions, and to give more weight to the function of educational service beyond the campus, they confront the historical importance of the following traditions.³

1. The Cooperative Extension Service

This uniquely American form of educational service is sponsored cooperatively by the Land-Grant universities, local governments and the U.S. Department of Agriculture. Stressing maximum participation of farm people in planning and conducting programs of informal education, the Cooperative Extension Service has featured for more than half a century a national system whereby community-based generalists, aided by university-based specialists, work on local problems and show local people how technical knowledge can help them. More than 15,000 professional extension workers now constitute its far-flung corps.

2. General Extension Movement

Initiated at Cambridge University in 1873, this movement crossed the Atlantic in the mid-1880's, was kept alive at the University of Chicago, and began its modern flowering at the University of Wisconsin in 1904. The General Extension movement employs a great number of approaches--off-campus courses, conferences, discussion groups, mass media, and special degree programs. While its progress has been steady, it has struggled from the beginning for acceptance within the university itself.

3. The Evening College

The depression of the 1930's stimulated the growth of another academic device for reaching the community at large--the evening college. The 227 institutions most extensively engaged

with the evening college and extension movement reported in 1965-66 that a total registration of almost three million students was served in some 127,000 classes. These same evening colleges sponsored in the same year a total of almost 13,000 conferences for 1.5 million enrollees. In addition, there were 221,000 correspondence registrations, 152,000 at the college level and 69,000 at the high school level.

4. Special Media Services

A variety of special techniques, with emphasis on radio and television and film technology, have developed under the auspices of higher education, colleges and universities have founded and operated educational radio and television stations, and have organized elaborate audio-visual services. Starting with the Kellogg Center at Michigan State University in 1952, a growing number of specially designed facilities for conferences and workshops have sprung up in response to the desire of old and young alike to carry their informal learning back to the campus itself.

5. Professional In-Service Education

As the professional schools came into greater prominence in American institutions, continuing education for professional practitioners became an accepted concept. Especially in such fields as medicine, law, business administration, and engineering, professional schools have carried refresher courses into the centers of professional practice, and, together with special institutes on the home campus, have brought new meaning to alumni organizations. Increasingly, the use of mass media has been incorporated in programs of continuing professional education, as for example, in the program of medical continuing education carried on at the State University Center at Albany, New York.

6. The Community College

The rise of the community college in American higher education marks the development of another relationship between the academic world and the community. It sponsors, in addition to the initial two years of the college curriculum, terminal education, adult education, and a variety of services. The implications of the community college are not yet fully assessed, but in view of the fact that by 1970 there will be at least 1000 community colleges with an enrollment of at least two million students, they are sure to be significant. Community colleges now enroll almost one-fourth of all college students (1.665 million of 6.693 million). It is estimated that part-time adult students in this still new movement will, by 1970, include one-fourth to one-third as many people as will be numbered among the full-time students of the traditional college age. In 1967, 74 community colleges were established; 250 new ones are being planned, most of which will be located in or near the larger metropolitan areas.

Within and surrounding these major lines of contact between higher education centers and the community at large are numerous other programs. There are specialized offices, community centers, applied research institutes. Contracts with public and private groups provide special training and other services. There is also growing precedent for consultation with civic, business, and professional groups on topics within the compass of higher learning.

The Land-Grant Precedent

As the number and variety of urban problems have multiplied, and as the concern for them has risen, attention has been turned to useful program analogies. The manner in which the State Land-Grant universities of the United States managed to serve the social and economic aspirations of rural America is a case in point. Repeated and hopeful references have been made to the rural movement, and there are some universities now trying to capitalize on the parallel. Since urban institutions of higher learning have differed from those involved in rural life, both in the character of those they serve and in their relationships with the surrounding community, it is important to examine the usefulness of the Land-Grant methods of urban development.

If an educational credo could be composed to describe the Land-Grant colleges and their approach to rural development, it would go something like this:

- ... there is as much intelligence in the masses as in the elite, and educational opportunity will find and release it.
- ... whatever people do, they can learn to do better through education. Through education, they can turn out better products and achieve greater satisfaction in doing so.
- ... since most people cannot come to school, school must go out to them.
- ... education, which is learning for life, must involve the basic institutions--the family, the community, the school, and the church.
- ... new knowledge is the wellspring of learning; hence the need for specially devised centers of research, the chain of agricultural experiment stations stressing farm and family problems and solutions.
- ... one learns best by doing; hence the vast extension service and county agent system through which people could learn how to apply new methods in farming, homemaking, and community activities.
- ... a cadre of trained career people can extend its influence by mobilizing vast systems of citizen cooperation. Thus 15,000 professional workers could organize, train and supervise the work of more than a million volunteers. The chief economic support of the agricultural extension service has been the contribution of time by lay people, not the payment of money by the Federal Government.

review of what happened to rural society in America through and informal education reveals several hopeful parallels known about urban society. First of all, rural people make more of themselves. They wanted to earn more, to the centers of power, to help their children, to gain more for themselves, and, if need be, to pull up stakes and find

their way to another place and a better life. This kind of expanding aspiration gave the rural movement its original impetus.

But aspiration remained aspiration only until rural people learned how much could be achieved by working together. Widespread participation gave the agricultural movement its dynamism. Volunteers provided the motive force, although professional advisors helped give it direction. The early advisors were often people without formal credentials--a help rather than a handicap because it kept them from seeming too formidable and made them more at home with those they served. .

Of singular importance to the evolution of rural society was the manner in which education, both formal and informal, helped people to escape the limitations of their environment. Educational history offers no better example of how learning outside the school can provide people with social and economic mobility.

Rural society advanced by means of a complex network of cooperation, at once local, regional, and national. A technique of demonstrated usefulness in Iowa was certain to be tried before long in Kentucky. A new program in California would soon be tested in Indiana. The rural effort was an infinite number of local acts by local people, shaped into a national constituency, sometimes social and sometimes political, by the Department of Agriculture and the Land-Grant colleges.

The Land-Grant campus was the central clearinghouse for most of the new ideas and activities; it was the place where the pulse-rate of rural society could be measured. Only a limited part of the

parent university--the agricultural college--worked full time at stimulating them, but the effects of fresh approaches and new information were felt locally, statewide, and regionally.

This is only the general outline of the rural precedent. Aspiration, participation, mobility, communications, coordination, and time--these factors were made to function creatively in rural society through a vast interdependent system of informal education. Can they be made to function as effectively in urban society? A unique arrangement of institutions made them the ingredients of progress in rural life. Can the system of organization be found to help them do the same thing in urban life?

While there is much to learn about urban problems and how to cope with them, enough is known already to indicate that there are some contrasts between urban and rural society that limit the analogy.

First, rural life was built around the family. In every way, the family was basic to rural informal education. The farm family was at once a social, economic, and occupational group. This kind of family solidarity, grounded in interdependence and strengthened by the habit of cooperation, is seldom found in the deprived centers of American cities.

Second, the nature of work in rural America produced a mutuality of interest among rural families. It made them receptive to later cooperative activity. There is no such indigenous mutuality in the daily life of the central city.

Third, rural life entailed a dispersed society, physically and socially. The sharecropper hamlet may be a place of hardship, but it presents no such concentration of physical and cultural squalor as the people of the inner city endure. The United States has not confronted anything like this before; especially, has it not seen an enclave of deprivation where race loomed so importantly.

Fourth, there was a symmetry about the organization of rural society. It featured rather formal authority, embodied in counties, states, universities, and Federal agencies, each free to act on a part of the total effort. There is no such clarity in urban society. The largest cities have become haphazard with competing interests. Power and responsibility are frequently divided, and the citizen is often apathetic or cynical from repeated failures to understand and regulate the social chaos around him.

Fifth, the progress of rural society bypassed the really poor, and even today, human dislocation remains extensive in rural life. Since the great rural development programs did not directly touch the very poor, there may be serious limits on what they can demonstrate today about helping the urban poor.

Sixth, education was an underlying influence in shaping the very organization of rural life. Groups like marketing cooperatives came into being as they were needed. Education made its contributions in them and through them and side by side with them. No such tradition has grown up in urban society. And, whereas the Land-Grant college was the coordinator of rural development and the key element in the

communications system of the society it served, the university in urban life is not much more than a prestigious presence along its sidelines. It might be noted further that the Land-Grant colleges were the central source--really the sole masters--of the technology of the agricultural revolution. Urban universities have as yet no similar command position in their world.

Finally, and most tragically, the rural and urban situations differ in the kind of aspiration the people concerned can bring to the development effort; the urban Negro, the product of long economic and social confinement, has less of the optimism that characterized both the rural pioneer and the city-dwelling immigrant.

Along with the economic and social gains achieved through the Land-Grant colleges, there were certain unintended results which have contributed to the urban crisis. Marginal and subsistence farmers have been forced by technological change to leave the farm and to move to the cities in hopes of finding more productive employment. In short, the Land-Grant colleges of agriculture, by their very success in helping to make American agricultural productivity the envy of the world, have helped to set in motion the complex forces which cause the economically inefficient to deluge the cities. It is ironic that some of these state universities, now establishing branch campuses in the cities, are confronting in the slums the very people whom agricultural productivity forced off the farms. Fortunately, this historic rural movement is attempting to shift some of its resources to urban programs.⁴

Contemporary Higher Education
in the Urban Community

Higher education is undergoing rapid change in the cities. In the past, the larger public institutions of higher education were located in non-urban areas. This tended to restrict college enrollments to those students who could afford the expense of living away from home. Municipal and urban private institutions grew more slowly than rural institutions; they catered to commuting and part-time students, and charged comparatively high tuition fees. Until recent years, few cities have had a coherent design for higher education.⁵

Although most cities have made giant strides in providing higher educational opportunities for city youth, the gain has never been equal to the demand. Non-urban public universities have been slow to act, either by establishing sizable branches in the cities, or by helping to set up new public universities to serve city needs. Only in very recent years have state or city systems of public higher education come into being. In consequence, the burden of urban education has been carried by the comparatively small municipal or private institutions. Thus a real shortage of post-secondary schools, together with the evident needs of urban life, are heightening emphasis on higher education for city youth. It can be seen in a variety of forms.

1. Community Education

Stimulated in large part by Title I of the Higher Education Act of 1965, a great number of colleges and universities

are now participating in adult education and community services activities aimed at the solution of community problems. In 1966, 548 programs were conducted by 301 institutions of higher education to serve an estimated 323,663 participants in 1,644 communities; in 1967, funds were allocated for 587 programs involving 387 institutions of higher education and more than 425,000 participants in 1,806 communities.

Title I projects are built on community-university collaboration. The typical plan begins with a team of university personnel studying the particular needs of a given community. Next the team determines how the institution's facilities, research capacity, and faculty members can best be used to meet these needs. Finally, a strategy is developed to close in on a special problem. It may involve workshops, classes, conferences, demonstrations, or consultative services--or all of these. Title I projects have absorbed about \$30 million in Federal funds since the program began.

2. Manpower Training

A large number of institutions of higher learning participate in manpower training programs under the Manpower Development and Training Act. In 1967, there were 146 institutions of higher education involved in 275 separate projects. Among them were only 11 four-year institutions, the rest being community colleges. Training projects range all the way from such occupations as modern fishing (Alaska) to electronic technology (California). It is likely that MDT programs will be expanded considerably in coming years, thus widening the opportunities for participation by colleges and universities.

3. Urban Extension Work

With substantial support from the Ford Foundation, a number of universities have been experimenting with ways of applying their resources to urban problems. Adapting their experience with rural extension programs, eight universities (Rutgers, Wisconsin, Delaware, Missouri, Berkeley, Illinois, Oklahoma, and Purdue) have developed programs in urban extension. According to program officers, it is not yet possible to reduce urban extension to comfortable definitions. The nature of a given urban area, the structure of the university, the disciplines of its staff, the philosophy of its president--each colors the outcome of individual experiments. No one approach or technique has emerged as superior to all others.

Perhaps the most important consequence of the experiments was that they helped local communities to equip themselves for

participation in the war on poverty. Neighborhoods in which extension programs operated were better able to organize for the anti-poverty programs than other areas in the same cities. Similarly, the engagement of the universities enhanced their ability to serve state and local governments in setting up community action programs in line with Federal requirements. Federal poverty programs, more than any other factor, have given shape and purpose to urban extension programs, providing a crucible for testing new ideas and patterns of organization.⁶

4. Neighborhood Development

Several universities have undertaken leadership roles in rebuilding their immediate neighborhoods. Of these, perhaps the best known program is that of the University of Chicago working through a neighborhood development council, the Woodlawn Organization. TWO consists of representative community organizations, including the local education agency and the University, which pool their efforts for neighborhood improvement.

An example of this collaboration is a recent agreement reached among the University, the Board of Education, and TWO to develop ideas and recommendations for more effective urban education. Using three schools in the district for experimentation, university faculty will conduct research and train specialists.

5. Public School Development

It is becoming popular practice for colleges and universities to "adopt" an inner-city school. At a meeting of the American Association of Colleges for Teacher Education, it was proposed that everyone of the 700 members of the Association "enter into a contract for a new type of laboratory school" located in the central city.

The most widely publicized program of this kind involves New York University and a junior high school located in the Bedford-Stuyvesant area of Brooklyn. NYU is providing "saturation" staffing for 200 eighth graders and their families. This staff includes psychiatric social workers, counselors, teachers, law students, and others from NYU who spend considerable time providing individual counseling and health and legal referrals for the people of the neighborhood as well as teaching. Students are dealt with on an individual basis in an attempt to help them to understand their problems and to find solutions.

6. Urban Research Centers

According to a recent report by the Joint Economic Committee of the Congress, 62 colleges and universities have established research centers to deal with different kinds of urban problems. A cursory review of the programs sponsored by these centers shows them to be, on the whole, poorly staffed, underfinanced, and oriented to specific, narrow aspects of problems rather than to urban development as a whole. Many of these centers are less than five years old--evidence of how recently the universities have turned their attention to urban problems.⁷

7. Education in Urban Affairs

Although it is obvious that urban workers at all levels would benefit from a greater understanding of urban affairs, only a trickle of professionals in urban fields is coming forth from the colleges and universities. Far too little is now being done in the Nation to provide the necessary education for many of the categories of personnel required to staff urban agencies and organizations.

Urban affairs education is needed at all levels of schooling. Every citizen should have some understanding of the social, economic, and political realities of urban living. More urban experts are needed in the regular academic disciplines of the universities. Greatly increased numbers of urban professionals are needed to plan, organize, and administer a vast range of urban services.

The only urban service training field currently receiving substantial Federal support is public health. In 1967, \$7 million was authorized for training in 15 schools of public health. An additional \$5 million was provided for comprehensive health training and services. This year the National Institutes of Health expect to spend \$804 million for research fellowships, traineeships, and other educational programs.

In contrast, the categorical Federal program developed to assist colleges and universities to increase the number of professional urban planners and specialists (Title VIII of the Housing Act of 1964) in 1967 and 1968 received appropriations of \$500,000. This provides only 80 fellowships each year in urban planning for the entire country. Meanwhile, in 1968 the Department of Agriculture expects to spend \$196 million for its various programs related to education, and the National Science Foundation is spending \$455 million for education and research in institutions of higher education.⁸

8. Reaching Disadvantaged Youth

A growing number of urban colleges and universities are exploring ways of opening their doors to deprived students, who, because of unfortunate family and community environment and poor schooling, are not qualified in terms of traditional admission practice. Normally such efforts take advantage of the newer Federal programs established to equalize educational opportunity for disadvantaged students.

Such efforts, however, remain as pilot projects, touch entirely too few students, and tend to emphasize admission policies geared to the acceptance of students possessing qualifications as close as possible to the prevailing patterns for other students. Accordingly, urban higher education has not yet mounted an imaginative program of admissions, student aid, remedial experiences, and work-study arrangements.

The Nation confronts the real possibility of bypassing a whole generation of disadvantaged urban inner-city youth while the process of renovating and improving the elementary and secondary school system goes forward. To save this generation of urban youth, all institutions must engage in risk-taking, and urban colleges and universities must be part of it. They must do so by opening their doors to students who would not normally qualify for admission, and by committing themselves to far-reaching programs to repair the damage done to these youth prior to the college years.

9. Additional Efforts

Colleges and universities are also trying to deal with various aspects of inner-city and metropolitan problems through a variety of small scale programs such as these:

- ... transfer arrangements between community colleges and four-year institutions;
- ... urban branch campuses of out-State universities;
- ... "store-front" information centers and "communiversities" sponsored by urban universities;
- ... cooperation through neighborhood action programs with business and industry in obtaining materials and services for the inner city;
- ... making college facilities (swimming pools, gymnasias, conference rooms) available to neighborhood groups;

- ... faculty consultation with urban agencies and municipal governments on a host of issues;
- ... collaboration with hospitals and public health clinics to provide services and training;
- ... consortia of colleges for various types of urban collaboration;
- ... use of television to publicize education programs and employment opportunities for urban residents;
- ... cooperation with OEO in its various community action programs;
- ... providing neighborhood groups with direct access to centers of political and economic power;
- ... hiring neighborhood residents to fill non-academic jobs on campus;
- ... participation in model cities programs;
- ... use of students and faculty in surveying community needs and working directly with residents in tutoring and counseling;
- ... providing regular courses in Afro-American and other minority group histories;
- ... training paraprofessionals for health and educational programs;
- ... placing disadvantaged students in jobs.

None of these receives funding proportioned to the demand for such services. Funding sources (Federal and private) consider most of these efforts to be experimental, and will not guarantee continuity of support. Funds are usually received late, and crash programs are developed to spend the money. Under these conditions, long-term planning, efficiency, and evaluation are impossible.

The Urban Challenge
for
Post-Secondary Institutions

American universities have done a great deal to make the modern city into the center of commerce and culture which for thousands of

years men have aspired to have. But it is apparent today that this is not all a city should be. The faults of any metropolitan area are all too glaring, and while nobody believes that colleges and universities can supply all, or even most, of the correctives required, knowledge and talent are essential in any comprehensive effort at urban improvement.

The Task Force believes that there are three essential challenges confronting colleges and universities as they move to a larger concern for urban life. The first is to establish a new partnership with urban education as a whole. There is no more stark necessity in the United States today than to drastically change the kind of schooling provided for the youth of the central city. While countless other aspects of urban planning and development require the talent and knowledge possessed by colleges and universities, the Task Force could give none of them the priority that attaches to a new collaboration between higher education and urban schools.⁹

The second challenge for higher education, especially urban colleges and universities, is to discover new ways of cooperating within some overall and comprehensive plan of urban growth and development. In the major urban centers, not even colleges and universities may contribute much of consequence by going it alone. While great flexibility must obtain, and recognition be given to the importance of institutional integrity, educational institutions must be more willing than they seem now to bend individual interests in the

service of cooperative action. Herein lies the promise of sensible urban development. Otherwise, urban life will become ever more fragmented, and institutions of higher learning will become even more insulated as intellectual enclaves.

The third challenge for American colleges and universities is for them to arrive at a fresh institution-wide commitment to assist the communities around them. Accepting this challenge will doubtlessly require new administrative devices, greater involvement of incumbent faculty, an informed intellectual discussion about community education, and, perhaps most important, additional financial support to make urban community service both stable and continuing. Accordingly, the Task Force hopes that community educational services will come into a parity of esteem with other academic effort and that it will be increasingly accepted as a standard university function.

It is to these three fundamental challenges for urban higher education that the remaining portions of this report are devoted. Since the first of them is the most important, the Report turns next to perhaps the gravest of urban problems. Colleges and universities may perhaps do better at urban planning and architecture, delivery of health services, transportation, housing, cultural enrichment and communication than at remaking lower education in the inner cities of America, but none of these is nearly as important.

II. The Problems and Prospects of Urban Education

The inadequacies of elementary and secondary schools in the cities of America have been well documented. The Coleman, Passow, and Bundy reports and the findings of the National Advisory Commission on Civil Disorders, the Civil Rights Commission, and like groups all tell the same story--a story of recurrent educational failure, growing out of insufficiencies of money and leadership, resulting in irretrievable losses of opportunity for thousands of children and adults. There are many proposed solutions, but few indications of either the institutional capacity or the human will needed to see them through.¹⁰

Everywhere, traditional patterns of public education are under stress because of population pressures and social change. City school boards try in vain to meet the needs of students for whom the methods and materials of the past are ineffective. In New York City and Chicago, for example, almost half of present-day public school students live in areas of the city designated as within the "inner poverty ring" and almost half are non-white. In Washington, D.C. not less than 90 percent of all public school students are non-white; in Los Angeles, the figure is 40 percent.

In most, if not all of the larger cities of the United States, parallel situations are evolving; urban schools are becoming schools for the disadvantaged, a majority of whom are non-white. City teachers and school administrators face a many-faceted problem: they must deal with children whose learning disabilities are compounded by the antagonisms and frustrations of racial and class isolation, and they must do so with decreasing financial resources and poorly prepared personnel.

Because of the known hazards and hardships of work in the ghetto, it is difficult to recruit teachers for inner-city schools; often there are too few of them and those are ill-equipped either to use the most effective educational techniques or to win acceptance among their pupils and their parents. Even the most competent teachers often lose heart after a year or two under such circumstances. Chicago is currently unable to fill several hundred teaching vacancies in the inner city. Teacher absenteeism in New York City is so high that there may be as many as 1,500 uncovered classes daily. And to compound the problems of the teacher, some inner-city schools report that only a minority of the student population stays in the same school for as long as a year.

Dropout rates vary greatly from school to school, but it is always in the inner city that the percentage is highest. In the 15 largest cities of the United States, at least six percent of the students who enter the fifth grade never make it to the 10th. Thirty-one percent of big city students completing the ninth grade fail to receive high school diplomas, against 24 percent nationally. In one city, the rate of unemployment for male school-leavers between the ages of 16 and 21 is 15 percent higher than the rate for high school graduates. In the same city, 48 percent of male high school graduates between 16 and 21 were unemployed at the time of the most recent survey.

Remedial programs have done little to alter such statistics. Students who fail in the traditional academic system have few options indeed. A small percentage of non-white students may receive a high school diploma and go on to college, but most enter the job market untrained and unemployable.

Meanwhile, it is not unusual for inner-city school buildings to be darkened and idle from dusk to dawn because there are insufficient funds to keep them open for neighborhood use. In some places, the annual bill for replacing broken windows in school buildings runs to a million dollars. On the average, city school buildings are a quarter of a century older than their counterparts in the suburbs. In the ghetto section of a single metropolitan area, 30 buildings dedicated in the administration of President Grant were in use as late as 1967.

It is unusual for inner-city schools to have more money to spend than schools in the suburbs. In a study of a dozen major population centers, the U.S. Civil Rights Commission found that in seven out of 12, per pupil expenditure was higher for suburbanites than for city dwellers.

The needs of inner-city children are so great that merely to equalize per pupil expenditures between suburbia and the ghetto is not likely to reverse the tide of frustration and despair; there must be massive new funding, tied in with profound changes in educational quality and method. While the Task Force cannot spell out all the details of what must be done, there is reasonable agreement among educators that there should be a fundamental redirection of relationships of school and community, along with improved facilities, and drastic alterations in teacher training and school curriculum.

School-Community Relationships

The literature on urban education is full of references to its irrelevance--the failure to relate schooling to the different needs of low-income youth. There are many reasons for this irrelevance. With the drag of established procedures and traditions, the creative teacher often finds it difficult to introduce new teaching approaches. Besides, routine demands on the teacher are so great that there is little time for experimentation. In the worst cases, the teaching staff settles into fixed routines and apathy, compounding student frustrations. When this occurs, more than additional money is required to make education relevant; the system itself--including the institutions of higher education that affect the public schools--must be changed.

Many educational leaders argue that the greatest need is for a change in the definition of what a school or college is. In the traditional school, education is something for children, but in the inner city the school must return to its ancient role as a civic center and serve people of all ages. As Harold Gores of Educational Facilities Laboratories puts it, "The schoolhouse in the slum must be the people's town hall, their cultural center, their college, their country club, their school."¹¹

Everywhere there is a desperate search for ways of reorienting the schools to community needs. Some school administrators believe that the school in the inner city should be a nexus of community life, providing job counseling, placement, and follow-up for youth and adults; offering legal advice and referrals; providing recreational and cultural programs

for the community. Basic models for the school as a community center have been proposed as educational parks in Pittsburgh and Chicago. Baltimore, Washington, and other cities are experimenting with community schools as neighborhood centers. As these plans develop, they will provide models for further elaboration and refinement by other cities.

Considerable evidence has been amassed to indicate that low-income people recognize their lack of education as a major deterrent to obtaining productive employment. They are sensitive to the way the absence of basic skills leaves them unable to do their part in society's efforts to achieve social justice. The poor are also aware of the fact that the schools are not successfully teaching many children even the most basic skills. They recognize the bitter probability that upon completion of their education the children may be as poorly prepared to enter the world of work as their parents before them. ¹²

City school administrations, in collaboration with local industry and backstopped by post-secondary institutions, are experimenting with new devices for relating schooling to realistic employment opportunities. Cleveland, Detroit, and other cities have found local industry and colleges interested in cooperating with the schools in opening up work possibilities for youth and adults who only a year or two ago were considered unemployable. ¹³

Institutions of higher education, perhaps especially the community colleges, can cooperate fruitfully with local schools in development of career ladders for the men and women of the inner city. It is increasingly

clear, however, that their effectiveness will largely depend on how well they learn to work with rather than to do things for urban low-income people. In the end, "relevance" is likely to be a function of involvement and the pride of self-help.

Teacher Education and School Curricula

We are coming to recognize new requirements for adequate teaching in the inner city. Subject matter mastery is no longer enough to qualify a teacher. For low-income urban youth, schooling must be related to occupational goals and to actual community experiences. The classroom teacher, never a very effective role model for underachievers, can have little influence with ghetto youth who are more sophisticated in the realities of urban life than those who try to instruct them.¹⁴

Even teachers not so handicapped--those who are effective with ghetto youth--frequently find themselves constrained from creativity by the rigidity of the highly centralized and formalized educational system. Effective teaching is impeded by major difficulties unique to urban schools. The inner-city school requires special kinds of teachers who are sensitive to each child's successes and failures, and who understand the problems facing ghetto children at home and in the community.

Developing adequate numbers of teachers of this kind will require substantial alteration of present methods of preparing new teachers in the colleges and universities. School internships beginning with the college student's freshman or sophomore year offer a promising approach,

and the experience should not be restricted to students preparing as pre-professionals in education. An enormous pool of enthusiasm and talent for working with disadvantaged youth exists in the student bodies of colleges and universities. It should also be remembered that faculties outside the departments of education can contribute to the work of the schools. University collaboration with the local schools can establish a beachhead for total university involvement, drawing upon the resources of faculty in many departments.

In a society infused by racism it is important to have both black and white people working with children, whether they live in the inner city or the suburb. Children need both black and white role models so that they may learn that the races are equal in potentiality and importance. Because of their unique deprivation, Negro children from low-income families also have a special need to receive instruction from people they can identify with as their own kind. Accordingly, colleges and universities should make particular efforts to recruit students from deprived urban neighborhoods to become teachers of deprived urban children.

There is at present an urgent need to re-connect professionals in the universities with their clients in the schools. In-service training programs conducted for teachers in the universities does not meet it. University professors need to understand the actual problems that school teachers face daily in the classroom and to help them arrive at better approaches to teaching. In some cases this may mean that instead of the teachers going to the universities, the university

faculties will go to the schools. Since the purpose of teacher education is to help children to learn, it can perhaps best be served at the point where child and teacher naturally come together: in the child's classroom.

And, just as teacher training may move into the child's classroom, the child's training may involve leaving school for community educational experiences. This is especially necessary for inner-city children, not only because their schools are so frequently old and unattractive, but because they offer too few examples of adulthood's possibilities. Children of the inner city need to be in contact not only with teachers but with active and successful people in the world of work. Accordingly, the new role of the inner-city teacher includes that of a coordinator of community experiences. All children should be introduced to a variety of actual career opportunities. Older children should have abundant work-study opportunities available to them. Professionals in many fields should be visited in their homes and jobsites. Other professionals should be brought to the school to explain their occupational responsibilities and to help show the students the relevance of academic work to occupational requirements.

Facilities

Two forms of enclosure are traditional for educational facilities in the cities--the neighborhood school and the self-contained campus. Recent events in the cities suggest that the suitability of these two forms diminishes as the neighborhood declines.

If schools and colleges in the city are to become community centers providing a wide range of public services, there must be a change in the definition of school site. The time-honored notion that school sites should be square and compact is sociologically obsolete. On the assumption that schools and colleges must be good neighbors in their communities, maximum opportunity should be given for homes and businesses to be established nearby. In the judgment of some, school sites should extend into the neighborhood with facilities available for use by the community in general. The Great High Schools of Pittsburgh, Bedford-Stuyvesant College, and Cleveland State University expect to have this sort of relationship with their neighborhoods.

Since much of education may in the future take place in the larger community rather than within the confines of a classroom, the new urban school will need to cooperate closely with industry, cultural and recreational centers, municipal government, and community agencies in the design and remodeling of their facilities to accommodate large numbers of students participating in work-study programs or visiting in groups. Accordingly, school facilities cannot be designed by the education agency alone or paid for by it alone.

In the years ahead, school programs may be far less rigidly tied to individual school buildings than they are today. A portent in this direction is to be noted in Philadelphia, where the Board of Education recently proposed an accommodation for 3,000 high school students that would utilize existing cultural, industrial, and scientific institutions along a particular parkway instead of requiring construction of a separate

new high school building. Students would work and attend classes in the various cultural and business centers along the parkway, transported by shuttle buses. Arrangements like this, as well as store-front schools, information centers, mobile vans, street academies, and tenement-based schooling, may show the way to bring education into the lives of ghetto people.

Most cities feel the need for quick action in finding new facilities. Children in hovel schools can be moved by the renting of commercial space. A case in point is the school for dropouts being established in an abandoned supermarket in New York. There will be nothing in this school to remind a young person of the school in which he failed. The floors will be carpeted for quiet and dignity, the air conditioning will provide comfort the year round, the furniture will be non-institutional and comfortable, the space will be easily rearrangeable for team teaching, the cost will be minimal and availability quick.

Meanwhile, various approaches are being tried by urban post-secondary institutions to develop new and better ties with their surrounding communities. In Chicago, the University of Chicago and Illinois Institute of Technology have taken the lead in helping improve the South Side. The new Federal City College of Washington, D.C., slated to enroll its first students in the fall of 1968, expects to build community involvement into the curriculum from the outset. Bedford-Stuyvesant College, also on the drawing boards, expects to become a "communiversity" serving its immediate neighbors.

The commitment of urban colleges and universities to their communities is beginning to manifest itself in brick and mortar as well as programs. Some institutions are establishing outposts in the city. In a number of instances, community services and facilities are to be found within the campus. No longer is the campus sharply delimited from the community as new institutions plan in terms of integrated neighborhoods rather than isolated academic enclaves. Seattle University, Temple, Northwestern, the University of Pennsylvania, Macalester College in St. Paul, and the Detroit Institute of Technology--all are programming unprecedented involvements.¹⁵

As they move ahead with plans like these, urban schools and colleges are finding that unilateral action is seldom satisfactory. Only as schools, colleges, and municipal governments pool their resources can they combat urban fragmentation and irrelevance. There have been many strong starts, but much remains to be done before a new prototype of the community related school or post-secondary institution emerges as a viable force in urban life.

III. Linking Post-Secondary Education to Urban Life

Standing in the midst of the social upheavals of our day, American colleges and universities are involved with urban problems whether they like it or not. The only question is how far their involvement will go and how effective it will be. Within the academic community itself, there is a growing desire to reaffirm the identity of higher education as a humane center of social action. At the same time, pressures of growth and financial uncertainty, along with the dead weight of established practice, hold back the development of badly needed new linkages between higher education and the community.

Accordingly, the Task Force urges a new attention to modes of relating colleges and universities to the surrounding society, so that they may enlarge their contribution to the improvement of urban conditions. Here are the modes of program development and administration now most often found in urban colleges and universities.

1. Teaching and research related to urban problems

These are within the traditional pattern of university activities even though new departures in subject matter and technique may take them into unexplored territory. They require a strong faculty committee to continually revise curricula, establish major curriculum specialties, and develop the main themes of research.

2. Planned research on characteristics of urban life

Frequently combined with graduate programs designed to produce personnel with specialized skills, this activity requires an interdisciplinary research institute to cultivate research support, to set up and supervise working research parties, and to enlist the interest of various schools and departments within the institution in the urban dimension of their work.

3. Special project development and execution

Programs in this category, often emphasizing many types of training, require an administrative unit not unlike the standard Extension Division, which, besides maintaining communication with urban organizations, can initiate, manage, and staff new projects, oversee fiscal affairs, and handle program evaluation, and termination.

4. Consultant services for city organizations and agencies

Faculty members, as individuals or in teams, may assist with the identification of community issues; they may contribute problem-solving methods, and marshal information for planning, measurement, and evaluation. A unit corresponding to an Extension Division is usually necessary, together with a roster of specialists in the relevant academic disciplines and professional schools.

5. Multiple programs in a limited city area

Usually found in the immediate neighborhood of the sponsoring institution, these programs normally operate through an Extension Division and/or Urban Affairs Center, with a principal officer of the institution

to give overall leadership in both the university and the neighborhood. Such an officer is also needed to foster communication among institutional officials, the faculties, and neighborhood organizations.

6. The campus as an urban cultural and conference center

Where there are specially developed and managed facilities for conferences and cultural events, this mode of community involvement depends chiefly on coordination of off-campus needs with on-campus resources--usually the work of a major officer of the institution--and on supporting library and research services.

7. Permanent extension of institutional resources

A step beyond consultation services, this mode would supply subject matter specialists to work full-time on programs planned in cooperation with groups outside the university. It would also require an Extension Division and a major officer of the institution to provide leadership and coordination.

8. Off-campus centers of the university

Including model schools, store-front centers, two-year branches, retraining and remedial centers, and off-campus night schools, this category of university extension requires the management of a major institutional officer and adequate supporting services.

9. A special academic unit for urban affairs

Conceived as a full-fledged school or college of urban affairs, rather than a mere interdisciplinary institute or center, such a unit would be administered like other academic divisions, sponsoring one or more of the programs described above.

10. New special post-secondary institutions

Wholly new institutions may be expected to emerge in response to urban needs, some deriving from the community college idea and some from older academic traditions. They may be independent or sponsored by other institutions which are related closely to urban life, and it is quite likely that they may assume forms not now anticipated.

The complexity of such linkages between higher education and the community is equaled by that of the problems raised in projecting them into the larger community. The complexity is further compounded if they are measured in terms of: (1) communication between higher and lower education; (2) the flexibility required in varying communities; and (3) a cooperative framework within which educational planning and action may occur. The Task Force detects various ways of linking higher education to urban communities now emerging throughout the nation. They are recorded with the hope that the educational community itself will forward the work of designing these linkages, and will share the results widely.

1. Responsibility centered in a single college or university

In most instances of urban community education, a single college or university retains authority over both policy and program activities. It may accept funds from outside sources. It may list co-sponsors of all or parts of the effort. But essentially the parent institution acts independently--an arrangement traditionally favored by higher education.

As a variation of this pattern, a college or university may hold final authority over the direction of an activity but share responsibility

with other public and private bodies on the operational level. A classic example is the Cooperative Extension Service, which calls upon the Land-Grant university to enter into agreements with the U. S. Department of Agriculture, county governments, and sometimes with local organizations.

Similarly, a given university may become the central coordinating body of an effort in which other institutions may join. Examples are the Argonne Laboratory at the University of Chicago, sponsored by the Atomic Energy Commission, and the regional efforts to improve community college administration, sponsored by the W. K. Kellogg Foundation.

The Task Force believes that additional support must be provided higher education from all funding agencies--private, State, and Federal if individual institutions are to strengthen community-based education. Higher education should be so supported in all kinds of communities, even though the limitations of unilateral action in the major urban centers should be recognized. Here new patterns of coordination and communication are required if comprehensive urban development has much chance of succeeding.

2. The consortium of institutions

Cooperative arrangements involving several colleges and universities have multiplied during the past few years until now more than a thousand such groups are functioning. Some stress a field of study, some emphasize joint use of facilities, and others cooperate on a more general basis. Some of the newer consortia deal with metropolitan programs, notably the universities of Washington, D. C., which collaborate on the administration of

Title I services of the Higher Education Act of 1965. In Detroit, the University Center for Adult Education is jointly operated by Wayne State University, the University of Michigan, and Eastern Michigan University.

One variation of this pattern is the regional consortium, for example, the Southern Regional Education Board and the Western Interstate Commission for Higher Education. A new regional center for continuing education has been established in New England by the colleges and universities of that region. A similar center is now being planned by the state colleges and universities of California. These regional consortia manifest the growing popularity of a regional or metropolitan approach to urban affairs.

The Task Force believes that consortia like these have great value as instruments of regional metropolitan planning and development, even though they make no provision for direct participation by organizations--public or private--outside the academic sector.

3. Contracting services from institutions of higher learning

It is commonplace for government agencies of all levels together with private organizations, to make agreements with colleges and universities for the provision of specific services. In some states, universities assist statewide planning on a contract basis. Similarly, funds to support vocational education are provided to states by federal agencies, with teacher training reserved for the universities of the state and funds allocated for that purpose.

The contract will continue to be recognized as a useful device for tapping university resources. It is especially pertinent to

urban requirements even though it draws resources from higher education in piecemeal fashion, and does little to strengthen cooperative ties between institution and community.

4. State funding of proposals from educational institutions

Exemplified by the administration of Title I of the Higher Education Act of 1965, this pattern requires the creation of a State agency that is either broadly representative itself or is advised by a representative council. In several States, a university has been designated as the State funding agency. This pattern is especially congenial to the State universities since they regard themselves as having responsibilities which are Statewide in scope. On the other hand, the urban universities, public and private, frequently feel that the State Government is too remote for their concerns. It is also pertinent to note that the various Federal programs which employ this method of support are relatively uncoordinated among themselves, because, in many States, authority for the development of each plan is given to a separate State agency.

On the whole, the Task Force believes in long-term, broadly-based Federal support for community education carried on by colleges and universities. Few institutions are able to conduct high quality programs of educational service on a long-term basis without outside support. Moreover, every type of community education has its own handicaps in attracting funds and people; the deficiencies of many small communities in cultural and educational services detract from their desirability as places to live, just as the highly publicized problems of the urban centers

detract from theirs. Thus statewide planning to help make of every college or university a viable and humane community center becomes a national investment in civic development--and in the hope of circumventing future distresses like those now afflicting the cities of the United States.

5. Metropolitan development organizations

With the growing concentration of population in the eastern, western, and north-central areas of the United States, the possibility of setting major regional centers, not unlike those serving the regional medical programs and the Regional Educational Laboratories, should be investigated as a way of supporting and organizing urban educational services. Many metropolitan regions now encompass two or more States. Regional development centers could take the lead in working out patterns of cooperation among States and local governments, educational authorities, and institutions of higher learning.

While the Task Force suggests continued exploration of ways to organize development facilities on a metropolitan or regional basis, patterns of regional cooperation are not yet well-enough evolved to do much for urban educational services.

6. Urban educational service agencies

Situations like the foregoing prompted the Task Force to conclude that there must be an overall plan of educational development to serve deprived youth in each of the largest urban centers in the United States. Unilateral programs will continue, and for some problems may be the only feasible ones. State planning and support may hopefully

become more effective and responsive to urban needs. All these notwithstanding, it became clear that a monumental educational reform must come soon in the largest cities of the Nation.

Urban service agencies are springing up throughout the country, notably the City Demonstration Agencies called into being by the Model Neighborhoods in Demonstration Cities Program. Still imperfect, they represent new forms of relationships among municipal, county, and other public bodies--forms sure to be modified by experience. In addition, there are the various community action groups, sponsored by the Office of Economic Opportunity, to mesh the activities of professional and lay groups with those of public bodies. Collectively they suggest a continuum of experimentation with promising implications for the reform of urban education.

The Task Force strongly believes that the contributions of higher education to lower education, as well as to other areas of urban life, must be worked out within some such cooperative framework. In the largest urban centers, Federal support of college and university work on urban problems, especially with reference to elementary and secondary education, should be extended.

Finally, the Task Force recognizes that the effectiveness of higher education is bound up with the integrity of individual institutions. If they are to remain as unique centers of reflection in American society, they must not become mere service agencies. On the other hand, educational institutions will fall short of providing what only they can provide if they insist upon unilateral action in community development. The modern

urban industrial community has become a community of organizations, and higher education, as part of this community, must accept the obligations of concerted effort even as it defends its autonomy.

IV. Organizing Federal Support

Nothing is more important in urban planning and development than the patterns worked out between government agencies, educational institutions, and the community as a whole for using their resources in a sustained, cooperative effort. How Federal resources are administered to encourage maximum cooperation at the city level is a key issue in determining their effectiveness.

The impact of Federal funds on the character of urban development is great, and becoming greater. In the educational field alone, several departments and agencies are deeply involved: the Department of Health, Education, and Welfare, the Department of Housing and Urban Development, and Departments of Labor, Commerce, and Agriculture, and the Office of Economic Opportunity. The manner in which such agencies make their resources available cannot help but influence the results of local efforts in urban development.

Nor is the use of their financial resources the only way Federal agencies affect success or failure at the local level; they affect it further by the posture they assume in managing their own relationships--with each other and with community groups. Constructive as the recent emphasis on strengthening the Federal system may be, improvements in cooperation among state and municipal jurisdictions must be matched by

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improvements in the management of Federal agency relationships--relationships which touch every urban community in a myriad of ways on a daily basis. Among areas of possible development, the following seem most promising.

1. Planning

The Task Force believes that better planning procedures are among the secrets of more successful urban development and that Federal agencies have a real contribution to make in the spread of knowledge and experience about the planning process. Federal agencies already stress the importance of State and municipal planning as a guideline to facilitate Federal support. Much needs to be done, however, to standardize criteria, so that there will be widespread agreement among Federal agencies about what is meant by planning, what constitutes a viable plan, and how a plan may respond to differing situations. Finally, the complement to planning--of equal importance with it--is evaluation. More must be done about measuring progress, instilling interest in cost-benefit procedures, and determining how technical services may best be delivered to local planning bodies to help them carry out their plans.

2. Joint Funding

Authorized by a complex proliferation of statutes and administered by several agencies, a Federal support program can be so complex as to defeat local planning and confuse the Federal agencies themselves. Comprehensive urban planning and development is impossible unless, at some point funding is similarly consolidated. Interest in joint funding has been growing, with facilitating legislation on the way, and with new experience

in the Model Cities and Neighborhood Service Center programs to provide guidance, but more should be done, especially in areas of such need as urban education.

3. Coordinated Project Review

For two decades and more the Federal government has concentrated on the project grant approach to financing activities it wished to foster. For all its contributions, not the least of which has been the enhancement of the intellectual versatility of the Nation, this approach may have reached a turning point in its usefulness. The need for expanding Federal support is now so great that government agencies find themselves reviewing and processing hundreds upon hundreds of local proposals. The time has arrived when new forms of inter-agency communication and joint review of proposals are in order. Comprehensive urban planning and joint funding are unworkable without such communication and review. Cooperative review procedures at the Federal level are especially important if urban education is to be viewed as community education and if it is to be usefully incorporated within the total urban environment.

4. Technical Assistance

Under the pressure of concerns with urban development technical assistance--helping communities to prepare plans and proposals and also to convert plans to action--is emerging as a function of the Federal government, particularly of those agencies which have required planning as a condition of Federal support. It is a function best performed

in Federal agencies cooperatively, and must be adapted to the special features of urban centers rather than confined within the standard procedures for periodic issuance of information. Not to be overlooked is the promise of new developments in telecommunications which may make possible rapid and specific assistance in support of urban development.

5. Knowledge and Experience

Urban industrial America finds it easier to produce new knowledge than to organize and communicate it for use. In spite of the versatility of communications media, individual communities do not always learn about and profit from activities carried on elsewhere. As urban development becomes a more accepted responsibility of American society, much more attention must be given to building upon what has been learned before, to identifying, retrieving, and communicating expert knowledge and experience to points of need. Educational institutions and government agencies at every level share equally in this obligation, and a pooling of efforts, perhaps under the leadership of some group such as the new Urban Institute, is indicated.

* * * * *

While it was not possible for the Task Force to review the effectiveness of the whole Federal structure with reference to urban educational opportunities, its concern with the linkages of higher education to urban life produced an awareness of the importance of the

relationships of Federal agencies to each other, and to groups at work on the urban scene. The Task Force would urge the Federal government to review its own devices for organization and administration in order that it may practice what it asks of others in the matter of coordination and efficiency and avoid wasting national capabilities that might be useful in solving urban problems.

1. Agency Agreements

More use should be made of this simplest mode of coordination among government agencies. Joint guidelines, planning criteria, and review procedures are all grounded in such agreements. Their minimum usefulness is to provide for the continuous communication among agencies in the urban field, and there is always the chance that they will lead to more formal inventions and covenants. Such agreements will not, however, be sufficient to take care of all eventualities as the country prepares for larger expenditures in more complex urban centers. Agency personnel turnover, and the frequent inability of inter-agency committee members to make substantive or financial decisions, are likely to be continuing obstacles to full coordination and maximum effectiveness in the urban task.

2. Omnibus Legislation

There is a need for statutes to bind Federal efforts into coordinative relationships and the Task Force suggests the creation of more comprehensive authorities in which, on the one hand, departments may be assigned complementary responsibilities, or, on the other, there may be arrangements to combine statutes administered by a single department.

The Manpower Training and Development Act represents the former possibility and the Education Professions Development Act the latter. Despite certain administrative difficulties such measures serve to reduce the fragmentation of the Federal effort and thereby minimize the deterrent effects of complex procedures on local efforts.

3. Intra-Departmental Coordination

Even within a single department of the Federal government there may be statutory and administrative limitations which impede proper responses to requests based upon local cooperative plans. At the same time, the Task Force observes that the existence of mechanisms to promote coordination and cooperation within departments in itself promotes recognition of possibilities for cooperation between them. While no large department can change its overall organization each time a new problem arises, continuous thought must be given to adaptations and new combinations of resources and personnel. For example, with the critical importance of urban education, the Office of Education should work out devices to relate the resources of all its divisions, however specialized, to comprehensive city planning.

4. Inter-Departmental Coordination

Even with such options of coordination, it is not likely that the major organizations of the Federal government can accommodate themselves as wholes to the dynamic and multifarious needs of many urban centers. However, it is recommended that devices more formal than the inter-departmental committee be developed to respond to the problems of the major cities of the country.

The Task Force urges intensive study of administrative devices to make it possible to assign and reassign personnel from a variety of agencies to work together in common cause on specific tasks. Such arrangements should also provide for the membership of non-governmental personnel when they can be useful. Such groupings should stay together long enough to solve a special problem or group of problems, then dissolve with the personnel returning to their respective agencies. For example, as a follow-up to the assignment of the Task Force, a full-time inter-agency group, including university representatives as well as government personnel, should be assembled to analyze the role of higher education in the Model Cities program. Its objective would be to stimulate discussion within universities, among them, and between them and urban officials and groups about what higher education can do to assist this national effort. Needless to say, other inter-agency working parties like these could be envisaged working on many other subjects, e.g., the functions of an urban extension service and how it should be sponsored in the urban context.

5. The Advisory Council

Among the casualties of rapidly changing conditions as they affect large organizations are groups or administrative units that are launched but never brought to full strength. Even if they remain in existence, they may be ignored, and the possibility that they could be effective if modernized may be overlooked. An example of this sort of casualty is to be found in those groups established by law to advise the Federal Government. After an enthusiastic start, advisory councils,

frequently wither in effectiveness, whether because of inadequate staff, or inactive members, or unclear objectives.

With respect to the service of higher education to urban society, no better example can be cited than that of the National Advisory Council on Extension and Continuing Education, provided for under Title I of the Higher Education Act of 1965. Consisting of 12 public members in addition to officials of major Federal departments, the Council has broad statutory authority to review and coordinate programs and laws dealing with extension and continuing education activities of colleges and universities. The Council is directly related to 50 State commissions charged under the law with the same responsibilities.

In terms of this mandate, an ambitious plan has been worked out for improving the services of higher education to all kinds of communities. Unfortunately, however, the Council has neither staff nor funds for continuous exercise of its responsibilities. Partly as a result of this fact, the Council has not as yet exercised adequate National leadership and coordination. In particular, it has not managed actively to involve key departmental officials throughout the government. The Task Force suggests that this body, with its ties with all the States, could be significant in achieving a National program of urban extension. It could also do much toward effecting improved planning and coordination among those Federal departments and agencies interested in urban extension.

* * * * *

The message of the foregoing is that urban development has as great a need for sound organization as for money. Neither the various levels of government, nor universities, nor civic organizations can escape the implications of the way American cities today suffer from centrifugal fragmentation. Every urban problem is a composite of economics, politics, and social need--factors difficult to deal with in a situation of splintered and overlapping jurisdictions. Where this interrelatedness is unrecognized, the sense of community and common purpose is attenuated. There is also the tragic error of treating symptoms of social problems rather than their underlying causes.

The conditions demanded in return for assistance greatly influence urban development. This is why the role of the Federal Government goes far beyond the provision of funds. Open, comprehensive, and flexible conditions devised by Federal agencies, themselves functioning within a framework of cooperative planning, can reduce the fragmentation of effort in urban life. Rigid, uncoordinated, and poorly communicated conditions will foster it.

V. Specific Program and Legislative Recommendations
For Expansion of Urban Educational Opportunities

Despite the emphasis of the Task Force Report on colleges and universities, it is recognized that the real problem of urban education does not lie with them. Rather, it lies in the critical plight of elementary and secondary schools in the inner cities of America. Accordingly, while the recommendations to follow stress the relationship of higher education to urban life, the Task Force perspective takes in the whole of urban education.

First, therefore, the Task Force stresses the imperative need of a massive national program for urban education as a whole. This must include not only full and accelerated funding of present Federal programs, but also additional amendments and new laws which will ensure that Federal support for education truly reaches the major cities and that the quality and effectiveness of education for urban youth and adults will improve as quickly as possible.

Second, the Task Force urges new forms of collaboration between higher education and the elementary and secondary schools, and between higher education and the urban community for more effective teaching and public service. New attention must be given to ways of incorporating the community activities of colleges and universities into coordinated public-private planning for urban development.

Third, the Task Force points out the need of comprehensive and coordinated funding at the Federal level, together with improved organization and administration of joint guidelines, cooperative review

of proposals, planned and coordinated technical assistance, and more effective clearinghouse functions to ensure that experience and competence are fully shared.

In line with these general views, the Task Force recommends a number of program and legislative changes to promote the expansion of urban educational opportunities.

1. The Task Force recommends substantially increased funding of those programs of Federal aid to education which can and will directly provide for improved education of the disadvantaged in major urban areas.

With substantial budget increases, more carefully defined objectives, improved administration at all levels, more rigorous evaluation, and, in some cases, legislative changes, the following programs will have even greater impact on urban educational opportunities:

- ... Higher Education Facilities Act
- ... Higher Education Act, Title III, (Grants for Developing Institutions)
- ... Higher Education Act, Title IV (Student Financial Assistance)
- ... Higher Education Act, Title V (Education Professions Development Act)
- ... The Elementary and Secondary Education Act
- ... Economic Opportunity Act (especially the Neighborhood Youth Corps, Headstart, and Upward Bound Programs)
- ... The Vocational Education Act (especially provisions to extend inventive approaches to work-study)

... Housing and Urban Development Act, Title VIII
(and other programs which encourage urban-related
research and personnel development)

Many of these programs have not yet been fully tested and evaluated. However, all of them deal with the most urgent needs of urban education: new school facilities to replace the obsolete buildings so characteristic of the inner city, the reorientation of teacher training to prepare teachers capable of directing community learning experiences as well as teaching in the old way; re-training for incumbent teachers and also for people drawn from the community who may become qualified to teach; development of new curricula, model schools, and inventive patterns of organization for schools and educational systems.

The Task Force recommends that attention be given the Education Professions Development Act as a way of strengthening new and additional personnel to staff urban service programs of colleges and universities.

The community educational activities of colleges and universities must be carried out by people qualified to work at the difficult intersection of higher education and urban life. As noted earlier, the Cooperative Extension Service now has a staff of more than 15,000 professional workers, and these people have been trained by combined processes of formal education, apprenticeship, and guided experience. Some such cadre of career workers must be developed if urban extension is to have any continuing significance. For the time being untrained workers must often do the best they can, but in the long run the

administrators of the Education Professions Development Act should help prepare meritorious people both by special intensive projects and by providing support and encouragement for those who wish to prepare through extended study for careers in the field.

The Task Force recommends that the Office of Education reevaluate its strategies for comprehensive planning and development of urban educational opportunities in the major cities of the United States.

The Office of Education is largely organized to serve the respective levels of educational attainment. In addition, many if not most of its programs allocate support to the States. Accordingly, careful attention should be given continuously to flexible instruments of joint-funding in order that major urban educational problems may be met with adequately coordinated response. The emphasis here is on comprehensive educational plans in large cities, and on flexible, coordinated funding of such plans by means of the various sources available.

2. The Task Force recommends a new program of Federal financial aid to strengthen the role of higher education in developing and assisting urban educational extension services.

Title: The Urban Education Services Act

Objectives: To orient higher education toward a larger concern for the problems of urban life, including those of elementary and secondary schools, but other programs as well, by means of urban education service agencies organized to:

- ... encourage a new collaboration between higher education, the urban schools, and community government and community organizations.
- ... stimulate comprehensive planning and evaluation of new methods in urban education, and in other areas of community life where educational institutions can make a contribution.
- ... sponsor distinctive services necessary to urban education, e.g., community education, work-study programs, teacher training and re-training, curriculum development and evaluation, model school planning, school architecture, remedial innovations for deprived youth and adults;
- ... identify and develop the relationships between urban education and other sectors of family and community life, e.g., housing, health services, employment opportunities, family services, and human relations;
- ... provide flexible support for special features of comprehensive urban education plans which are not susceptible to support from other sources, features which require overall collaboration if they are to be effective.

Grantee: the urban education service agency, designed to bring into collaboration:

- ... one or more institutions of higher education;
- ... one or more local and/or State governmental agencies including the chief executive of the local government;
- ... one or more representative community groups;
- ... one or more elementary and secondary school governing bodies.

Since a major objective of this proposed legislation is to enlarge cooperative planning and action among educational institutions and other public and private organizations, and to ensure an increase in the meaningful relationship of higher education institutions in urban community life, one or more colleges or universities should be the convening authority and serve continuously in roles of leadership.

This recommended grantee structure is proposed in order to bring together the institutions of higher education, local government, local elementary and secondary education agencies, and representative community groups in a truly collaborative organization and effort to find solutions for the total educational and related development problems of a metropolitan area, with special emphasis on the central city.

The fundamental premises of this recommendation are that (1) educational development is of urgent importance to solving urban problems, (2) the resources of colleges and universities are necessary for its achievement, and (3) success will depend upon widespread cooperation and participation of related groups according to reasonably comprehensive planning. On the whole, the recommended grantee structure has the aim of helping colleges and universities find more significant ways to contribute their knowledge and talent to the solutions of urban problems.

While comprehensive development at the metropolitan level is in order, it is to be expected that in many instances, for purposes of highly intensive efforts, the focus might be on some portion of the larger area. This would be especially true of instances where a college or university deserves to enlarge assistance to its own urban neighborhood. In these instances, however, some form of collaborative education service agency would still be necessary.

Federal Approval: The Secretary of Health, Education, and Welfare should be the granting authority, with emphasis upon the following principles of operation.

- ... the reviewing procedure should allow for participation of relevant agencies within the Department and representatives from other departments and agencies whose programs have a relationship to proposals from the urban education service agencies;
- ... Federal approval should emphasize the character and history of the grantee as well as the substance of the program proposal; primary concern should be with the participation and cooperation of local groups;
- ... flexibility should be encouraged, e.g., the requirement of participation of local representative agencies should not be vitiated by the veto of one or two members, and approval of grants to education service agencies, or parts thereof, which are ready to carry out a specified service to urban education should be possible;
- ... application requirements should be flexible as to filing deadlines, and reporting requirements should allow sufficient time for feasible testing of program objectives and measurement of impact.
- ... since some urban areas cross State lines, special arrangements should be made to provide effective coordination, if need be by interstate compacts.

Funding: Funds should be authorized for educational service programs in the 50 or more major urban areas on a scale of up to \$5 million each at the outset. The Task Force, in recommending such sums for special services to be made available by higher education and others, and not provided for otherwise, urges a substantial beginning for this program.

Funding should be in two stages: (1) initial planning support; (2) provision of a larger sum to support continuing planning and direct services. Federal funding should continue up to five years, subject to renewal. In addition, planning and operations by education service agencies should help:

- ... encourage constituent groups to pool available funds;
- ... assist local coordination and pooling of Federal grants received from other Federal assistance programs;
- ... provide the incremental means for local programs in which flexible sums are required to bridge the gap between unilateral efforts with support insufficient to achieve progress alone.

3. The Task Force recommends that the Community Service and Continuing Education Program (Title I, Higher Education Act) be strengthened.

The previous recommendation of the Urban Education Services Act stresses improvements in the largest urban centers of the United States. However, it is also important to develop a more broadly-based, long-term program of improving the relationship of higher education to community life. The provisions of Title I of the Higher Education Act have stimulated a new national system of community service by colleges and universities. In the interest of sound developments for the future quality of community life, this system should be retained and given the chance to prove its worth.

Increased support for this program would have marked value. It offers a way of providing Federal financial aid for community service activities to colleges and universities not eligible for the general comprehensive grants to the 50 or more largest cities under the urban education service proposal outlined heretofore. Even within these 50 cities, it permits special approaches to urban problems which are urgent or which use special approaches even though they may not be part of a master plan.

Title I efforts, while just beginning, stress collaboration and build new relationships among individuals and groups both in institutions of higher education and in large and small communities alike. It enables support to flow to communities of different sizes for the solution of varied community problems. With the 50 State commissions and agencies now established to forward this program, the possibility of internal coordination within a State as well as nation-wide communication among educational institutions about community service has become a reality which merits further development.

As a specific means of encouraging coordination at the Federal level of programs of community educational services by higher education, the Task Force recommends strengthening and enlarging the responsibility of the National Advisory Council on Extension and Continuing Education.

This Council is an instrument whose broad planning powers are little used. Authorized by the Higher Education Act of 1965, the Council is appointed by the President, and includes public members along with representatives of Agriculture, Commerce, Defense, Labor, Interior, State, Housing and Urban Development, Office of Economic Opportunity, and the Office of Education. The Commissioner of Education is Chairman, and the Secretary of Health, Education, and Welfare is responsible for staff and technical assistance. The Council may also utilize resources of its member agencies.

The Task Force recommends that funds be made available to the Council for technical and staff assistance and that consideration be given to establishing an Institute (or Center) for Urban Extension Services in relation to the Council.

The staff of the Council which might be headed by the Secretary of Health, Education, and Welfare might be recruited on an assigned basis from the departments and agencies holding membership. It should have four interlocking major functions: to administer Title I and any related Federal projects promoting higher education involvement in community service; to improve cooperation among Federal agencies administering such programs; to do the staff work for the Council itself, including the preparation of its reports; and to conduct whatever inquiries the Council finds necessary.

Other activities would include development of techniques of joint funding, coordinated review of project proposals, communication among grantees, and technical assistance. Special task groups in the Institute could also be assigned to make detailed analyses of the needs of particular cities for educational services.

4. The Task Force recommends a program of grants to newly developing institutions of higher education in urban areas, as well as to institutions engaged in renewal and redirection, in order to help them become more distinctive in their services to urban society.

This report stresses the "inadequate linkage" which present urban institutions of higher education have with surrounding urban communities. Newly established urban colleges are frequently overwhelmed with the immediate task of providing undergraduate instruction for expanding student enrollments. By amending Title III of the Higher Education Act or by some other vehicle, new institutions can be helped to plan distinctive urban approaches from the outset.

Although higher education is serving the urban community through community colleges, manpower training, community education programs (Title I, Higher Education Act), urban extension services, neighborhood development, elementary and secondary education development, urban research services and education in urban affairs, colleges and universities are still seeking a "master plan" for dealing with city problems.

At the same time they are experimenting with a variety of small scale programs. None of these is funded in proportion to the demand. Accordingly, if new institutions, and present ones desirous of extensive renewal are to initiate their programs with a distinctively urban orientation, Federal support to help such institutions do so as they are being organized presents an unusual cost-benefit opportunity. Continuous support would doubtlessly be necessary, perhaps under provisions recommended heretofore.

5. The Task Force rejects the proposal for Federally sponsored urban grant colleges analogous to the historic land-grant institutions. Rather its recommendation is that the Federal Government assist in the renewal of existing institutions with financial aid for new patterns of urban service and collaboration; and with developmental grants to newly established colleges and universities to help them organize from the beginning for distinctive urban service.

The estimated cost of establishing a series of "urban grant" institutions is \$60 million, for each institution, or an initial outlay of \$3.5 billion for the some 50 major cities.

The Federal Government can achieve significant results with less expenditure of Federal funds by providing developmental aid to newly established community and junior colleges, municipal universities, urban branches of State universities, and previously established liberal-arts and city colleges which are renewing themselves for urban service.

New institutions of higher learning will continue to emerge in urban centers in response to their traditional lack of low-cost opportunities for higher education. Undoubtedly, most of them, such as the Federal City College of Washington, D.C., will review how best they may relate themselves to urban life. Accordingly, if adequate Federal and other funding is provided at the initial stages of their organization, the hopes of those who would plan a series of "urban-grant" institutions anew should be achieved. In addition, the land-grant analogy should not be permitted to limit the variety of institutional approaches, which, if properly encouraged and supported, should be forthcoming.

Notes

¹See J. Martin Klotsche, The Urban University and the Future of Our Cities, New York: Harper and Row, 1966, for its excellent overview of urban needs and university resources.

²See Sir Eric Ashby's brilliant analysis of the conflict between university traditions and public service in Technology and the Academics, London: Macmillan and Company, 1959.

³Some of the material in this section is derived from Cyril O. Houle, "Some Models of University-Sponsored Community Education," April, 1968, a paper prepared for the Assistant Secretary for Education, Department of Health, Education, and Welfare.

⁴For analysis of the intended and unintended consequences of agricultural research and education in the United States, see Paul A. Miller, "The Agricultural Colleges of the United States: Paradoxical Servants of Change," Cooperative Extension Service, University of Missouri, 1962; for discussions of the land-grant analogy and the limitations of urban extension, see Urban Extension: A Report on Experimental Programs Assisted by the Ford Foundation, New York: The Ford Foundation, 1966; John Bebout, "Urban Extension," American Behavioral Scientist, VI (February, 1963); S. M. Brownell, "The Urban University's Role in Improving Urban Living," a paper prepared for the Task Force; and Paul A. Miller, "Informal Education: The Rural Precedent and the Urban Challenge," a paper read at the Forum, Department of Health, Education, and Welfare, Washington, D. C., January 17, 1968.

⁵An outstanding example of a city-wide, long-range plan for higher education is that prepared by the City University of New York. By 1975 CUNY expects to offer some form of post-secondary education to all youth in New York City. For a general description of City University's urban programs, see "The City University and the City," New York: CUNY, 1968.

⁶Urban Extension, The Ford Foundation, op. cit.

⁷"A Directory of Urban Research Study Centers," Subcommittee on Urban Affairs, Joint Economic Committee, Congress of the United States, Washington: GPO, 1967.

⁸Donald C. Stone, "The Present and Future in Urban Affairs Education," a paper presented at a conference on The Urban Crisis and Urban Affairs Education at Boston University, September 19, 1967.

⁹See Harold L. Enarson, "Urban Schools and the Urban Universities: The Essential Partnership," a paper presented before a meeting of the College Entrance Examination Board, October 24, 1967.

¹⁰James S. Coleman and others, Equality of Educational Opportunity, Washington, D. C.: U. S. Department of Health, Education, and Welfare, 1966; A. Harry Passow and others, Toward Creating a Model Urban School System: A Study of the Washington, D. C., Public Schools, New York: Teachers College, Columbia University, 1967; McGeorge Bundy and others, Reconnection for Learning: A Community School System for New York City, New York: Mayor's Advisory Panel on Decentralization of the New York City Schools, 1967. See also the report of the U. S. Civil Rights Commission, Racial Isolation in the Public Schools, Washington, D. C.: GPO, 1966; the report of the National Advisory Committee on Civil Disorders, from which some of the data in this section is derived; the excellent series of discussion papers collected in "The City and Education," Tampa: the University of South Florida, 1968; and the Phi Delta Kappan, "Problems of Urban Education," March, 1967.

¹¹Some of the material in this section dealing with school-community relationships and school facilities is taken from a memorandum by Harold B. Gores, President, Educational Facilities Laboratories, New York, N.Y., to the Assistant Secretary for Education, Department of Health, Education, and Welfare, April, 1968.

¹²See H. Helen Randolph, Urban Education Bibliography: An Annotated Listing, New York: Center for Urban Education, 1968, for research monographs and data sources on education of the poor. See also the working papers on urban education currently being prepared by the Educational Policy Research Center, Stanford Research Institute, under contract with the U. S. Office of Education, and a proposal for a comprehensive community education program prepared by Mobilization for Youth, Inc., 214 East Second Street, New York, N.Y., January, 1967.

¹³See remarks by Paul W. Briggs, Superintendent, Cleveland Public Schools, before the National Industrial Conference Board, New York, N.Y., January 10, 1968, announcing the establishment of an inner-city youth job-training

project, jointly sponsored by the Cleveland Board of Education and Cleveland area business and industry. See also "Business and the Urban Crisis," a special report by McGraw-Hill, Inc., New York, N.Y., 1968, calling for involvement by business and industry in improving education.

¹⁴ Some of the material in this section is derived from John C. Robertson, "Creating Educational Alternatives for Disadvantaged Children," April, 1968, a paper prepared for the Assistant Secretary for Education, Department of Health, Education, and Welfare.

¹⁵ Some of the material in this section is derived from William M. Birenbaum, "A Plea for the Renewal of Higher Education in the City," March 29, 1968, a paper prepared for the Assistant Secretary for Education, Department of Health, Education, and Welfare.

PROGRAM SPECIFICATIONS

THE URBAN EDUCATION SERVICES ACT

Objectives of the Proposed Urban Education Services Act:

The primary objective of this proposal is to focus attention on new ways in which the community activities of colleges and universities may be incorporated with overall private-public arrangements designed to secure comprehensive and coordinated urban development. The program would emphasize stimulating new forms of collaboration between higher education and the elementary and secondary schools, and between higher education and the urban community for more effective teaching and public service.

Statutory Authority:

A new legislative proposal, the Urban Education Services Act, is proposed. It would provide for the Secretary of HEW, in consultation with other relevant agencies and departments to make grants to local urban education services agencies.

These agencies would be collaborative structures representing

- ...one or more institutions of higher learning;
- ...one or more local and/or State governmental agencies;
- ...one or more representative community groups;
- ...one or more elementary and secondary school governing bodies.

The institutions of higher education would be the convening authority.

National Need:

The program is directed at the imperative need of a massive national program for urban education as a whole and the need for Federal support for education in the 50 major cities, which would be the principal program target.

In order to achieve the objectives of the program, the urban education services agency would support activities such as:

- ...encourage a new collaboration between higher education and urban schools;
- ...stimulate comprehensive planning and evaluation of new methods in urban education;
- ...sponsor distinctive services necessary to urban education, e.g., community education, work-study programs, teacher training and re-training, curriculum development and evaluation, model school planning, school architecture, remedial innovations for deprived youth and adults;
- ...identify and develop the relationships between urban education and other sectors of family and community life, e.g., housing, health services, employment opportunities, family services, and human relations;
- ...provide flexible support for special features of comprehensive urban education plans which are not susceptible to support from other sources.

Federal Approval:

The Secretary of Health, Education, and Welfare should be the granting authority, with emphasis upon the following principles of operation:

- ...the reviewing procedure should allow for participation of relevant agencies within the Department and representatives from other departments and agencies whose programs have a relationship to proposals from the urban education service agencies;
- ...Federal approval should emphasize the scope and composition of the grantee as well as the substance of the program proposal; primary concern should be with the participation and cooperation of local groups;
- ...flexibility should be encouraged, e.g., the requirement of participation of local representative agencies should not be vitiated by the veto of one or two members, and approval of grants to education service agencies, or parts thereof, which are ready to carry out a specified service to urban education;

...application requirements should be flexible as to filing deadlines, and reporting requirements should allow sufficient time for feasible testing of program objectives and measurement of impact.

Funding:

Funds should be authorized for educational service programs in the 50 major urban areas on a scale of up to \$5 million each at the outset. Recommended authorization is for \$50 million in FY 1970 to \$250 million in FY 1972.

Distribution of Funds:

Funding should be in two stages: (1) initial grants for pre-planning support; (2) provision of a larger sum for operations which would include both comprehensive planning and direct services. Federal funding should continue up to 5 years, subject to renewal. In addition, planning and operations by education service agencies should help:

- ...encourage constituent groups to pool available funds;
- ...assist local coordination and pooling of Federal grants received from other Federal assistance programs;
- ...provide the incremental means for local programs, in which flexible sums are required to bridge the gap between unilateral efforts with support insufficient to achieve progress alone.

Alternatives Considered:

Proposals for Federally sponsored urban grant colleges were considered as an alternative. The idea of separate institutions for urban work was rejected. Preference is given to the renewal of existing institutions with financial aid for new patterns of urban service and collaboration.

Scope of Program

This program is aimed at providing Federal assistance in the solution of the total education problem of 50 major cities in the United States. The emphasis is on providing "glue money" to assist institutions of higher education in collaborating with State and local education agencies, local governmental bodies and community groups to join together in developing programs and solutions to the education problems as they identify them. These agencies would be enabled through a collaborative effort to coordinate other Federal programs directed at local education problems and to plan for securing maximum benefit for all Federal programs of assistance to elementary, secondary, higher education and adult education and training.

PROGRAM SPECIFICATIONS

GRANTS FOR COMMUNITY SERVICE AND CONTINUING EDUCATION
(Title I, Higher Education Act)Objective:

To assist colleges and universities to develop adult education and community service programs aimed at the solution of community problems.

Program works through grants to State community service and continuing education agencies which determine program priorities for the State.

The State agency makes grants to single or groups of institutions of higher education to develop programs throughout the State.

Statutory Authority:

Title I, Higher Education Act of 1965.

Program authorization should be extended for 5 years, with Federal matching held at 75%, and appropriation authorization of \$30 million for FY 1970 and \$50 million for FY 1972.

National Need:

The provisions of Title I of the Higher Education Act have stimulated a national system of community service for colleges and universities. Continuation is important to develop a broadly-based, long-term program of improving the relationship of higher education to community life in communities of all sizes and in all sections of the nation.

Achieving Objectives:

Title I projects are built on community-university collaboration.

University personnel team up with community leaders and representatives to study particular needs of the communities.

The institution's resources are evaluated and a program strategy is developed to attack problem targets. This may involve workshops,

classes, conferences, demonstrations, consultation services, or all of these.

Future Program Level:

In 1967 funds were allocated for 587 programs involving 387 institutions of higher education, serving 425,000 participants in 1,806 communities.

Recommended program expansion would allow for program support in approximately 1,000 institutions of higher education--roughly half of all in the United States. This would allow for a level of training of up to 1.5 million community leaders each year.

The present program level is \$10 million of Federal support.

Alternatives:

Replacement of this program by the new program of support for urban service agencies was considered.

Continued support for the Title I program was recommended:

It stresses collaboration between universities and communities in both large and small communities; thus allowing support to flow to varied types of communities to work on varied types of problems.

It would continue a program which has just gotten established on a nation-wide basis and deserves a chance to prove its worth.

The possibility of communication and exchange of information between the various State programs can now be vigorously supported.

PROGRAM SPECIFICATIONS

PLANNING GRANTS TO DEVELOPING URBAN INSTITUTIONS OF HIGHER EDUCATION

Objective:

Establish a new program of planning grants to newly developing institutions of higher education in urban areas to assist them at the outset with shaping educational services to meet the problems of urban communities.

Statutory Authority:

Title III of the Higher Education Act, Grants for Developing Institutions, is a possible legislative vehicle. Alternative amendments could specifically authorize planning and development grants to institutions in urban areas; or earmark funds for institutions in urban areas.

National Need:

Urban higher education institutions need special assistance to meet urgent demands being made for general undergraduate education as well as urban community service.

In the past, larger public institutions of higher education were located in non-urban areas.

Municipal and urban private institutions grew more slowly than rural institutions.

Few cities have a coherent pattern of programs of higher education. There is a real shortage of post-secondary schools. Non-urban public universities have been slow to act to expand their services to urban areas or the central cities.

Need for Federal Assistance:

Higher education is serving the urban community through community colleges, manpower training, community education services, extension services, elementary and secondary education development, etc.

Colleges and universities are struggling to deal with various critical aspects of inner-city life, but the programs have been on a small scale. None is funded in proportion to scale and demand.

Alternatives:

The Task Force considered the proposal for Federally sponsored urban grant colleges analogous to the land grant institutions. It has rejected the idea of separate institutions for urban work.

It recommends:

That the Federal Government assist in the renewal of existing institutions with financial aid for new patterns of urban services and collaboration, and with developmental grants to newly established urban colleges and universities to help them organize more distinctively for urban service.

Funding:

The Task Force recommends no specific levels of funding or number of institutions to be assisted. The proposed utilization of Title III would suggest a project grant approach--but the Task Force report recommends "better continuity and regularity of funding is required if longer-term planning and real impact are to be achieved."

**PRICING OF PROPOSALS BY TASK FORCE
ON Urban Educational Opportunities**

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(Budget authority in millions of dollars: fiscal years)

Category and individual program	Priority ranking	Administering agency	New legislation or existing law (Specify)	1969 base *	1970			Built-in increase over 1969 ***	1972		
					Built-in increase over 1969 ***	Cost of program add-ons***			Built-in increase over 1969 ***	Cost of program add-ons***	
						Task Force recommendations	Alt. A	Alt. B		Task Force recommendations	Alt. A
1. Urban Education Services Act	1	Dept. of Health, Education & Welfare	New Legislation			\$50			\$250	\$ 25	\$150
2. Community Service and Continuing Education (Title I, Higher Education Act)	2	Office of Education	Existing Legislation	\$10		30			50		50
3. Grants for Developing Institutions (Title III Higher Education Act) Planning Grants for Developing Urban Institutions	3	Office of Education	Existing Legislation	30		35			70		50

* All of base need not be detailed. Only individual programs which are the subject of recommendations need be shown as line items. Use 1969 Budget figures.

** The amounts for 1970 should be realistic from a feasibility standpoint and consistent with the estimates for the more mature program priced for 1972.

*** To be estimated only for existing programs and only if the increase is uncontrollable.

**** These include proposals requiring new legislation or legislative amendments and also proposals for budgetary expansion of programs authorized under existing laws. The amounts under a given alternative plus the built-in increase and the 1969 base would equal the total program in a given year.

Followup

BOB
Memo