The Center for Rural Assistance
Cooperative Extension
138 Aylesworth NW
Colorado State University
Fort Collins CO 80523
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IDENTIFYING, ORGANIZING and MOBILIZING
COMMUNITY ASSISTANCE RESOURCES
A Conference on:
IDENTIFYING, ORGANIZING & MOBILIZING
COMMUNITY ASSISTANCE RESOURCES

Sponsored by:
The Western Colorado Rural Communities Program
and the Western Rural Development Center

At:
The Colorado Mountain College
Community Education Center
1402 Blake Street
Glenwood Springs, Colorado

October 4-6, 1982

WELCOME: President F. Dean Lillie, Colorado Mountain College

Dr. Lillie greeted conference participants as chairman of the Western Colorado Rural Communities Program Presidents' Policy Board. He cited the numerous interinstitutional rural development activities accomplished or underway through WCRCP cooperation. President Lillie also stressed the need to "institutionalize" rural development efforts at participating colleges and universities in order to continue rural outreach activities beyond Kellogg Foundation funding.

Conference planning staff and participants acknowledged Colorado Mountain College's excellent hosting efforts of Linda Kirwan and other CMC staff.

CONFERENCE PURPOSE:

The purpose of the Conference was to identify rural development resources available through federal, state and local sources and to explore ways of integrating these resources to better serve rural communities.

CONFERENCE PROCESS:

The Conference Committee, in putting the agenda together, attempted to develop a process that would fulfill the conference purpose of identifying rural development resources available to rural communities. The initial step in the conference following President Dean Lillie's welcome was to systematically document the issues facing rural communities as identified by conference participants. The second step was to identify professional staff needs in being able to perform effectively in the context of identified community concerns. These two exercises were designed to enable conference participants to share perspectives on major issues confronting communities and their own unique learning needs. In addition, the documenting sessions were expected to sensitize resource people and presentors to a more precise understanding of those
things participants are grappling with on the job so they could "fine tune" their presentations to address identified needs.

The next step in the process was to back away momentarily from the micro view and explore broadly the area of rural development educational assistance and the respective roles of the land grant universities and the Western Colorado Rural Communities Program (WCRC) in rural development.

Following the four major WCRC program goals of (1) Community Development; (2) Technical Assistance; (3) Leadership Development; and, (4) Curriculum and Training, four simultaneous sessions were held using three case studies each. The case studies were followed by an evening session for Cooperative Extension staff to explore the interfacing of community development programming with Home Economics, 4-H and Agriculture. The final day of the conference returned to specifics. "How to" sessions where participants were given the opportunity to broaden perspectives included: project management, needs assessment, community surveys, managing service/learning projects and dealing with differing values and interests in community settings.

The final session of the conference centered on the resources available from federal and state agencies for rural development programming.

COMMUNITY NEEDS DOCUMENTATION BY CONFERENCE PARTICIPANTS

* Training for essential services
* Organizational assistance for community groups
* Growth planning and management issues
* Downtown renewal
* Recreational design
* Community resource people (identification of internal and external)
* Economic Diversification
* Issue clarification and self-study assistance/research
* Making better use of local resources
* What do you do in a depressed area?
* Inter-governmental cooperation and communication
* Development of elderly programs and environments (also children's programs)
* Identifying communication needs
* Better "Broadenship"
* Lack of communication between local leaders & industrial developers
COMMUNITY NEEDS DOCUMENTATION BY CONFERENCE PARTICIPANTS (Continued)
* Local/federal communication, especially regarding water development
* Understanding political processes and realities
* Identification, securing and allocating financial resources
* Developing or maintaining a "sense of community" under pressure of change
* Identifying and meeting educational expectations (e.g. outreach, academic, and graduate opportunities)
* Capacity building
* Getting professionals involved

PROFESSIONAL NEEDS DOCUMENTED BY CONFERENCE PARTICIPANTS
* Practical application of solutions to identified needs (economic literacy)
* Process skills for issue clarification, conflict resolution
* Realistic assessment of self and resources available (particularly in your own institution)
* Understanding of history, values, and "operation" of community
* Awareness of community with/without you and willingness to re-evaluate self and role
* Understand that there IS community process be it for better or worse
* Recognizing our own limitations
* Network of kindred spirits
* Burnout syndrome. How do you get there...how you avoid.
* Being able to determine whose problem it is and serving as an "assister" in seeking solutions
* Meeting small business management needs
* Little knowledge of using broadcast media
* Ongoing professional development program
* Understanding and developing evaluation mechanisms
PART I  RURAL DEVELOPMENT EDUCATION ASSISTANCE
AND THE RESPECTIVE ROLES OF THE LANDGRANT
UNIVERSITIES AND THE WESTERN COLORADO
RURAL COMMUNITIES PROGRAM

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Community Services, and Facilities,
Federal Extension Service

2) Higher Education Outreach in the 1980's
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S. Kenneth Oakleaf, Program Leader
Community Development and
District Extension Director,
CSU Cooperative Extension Service

3) The Role of the Western Colorado Rural
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Dan Schler, Program Director,
Western Colorado Rural Communities Program
and Professor in the College of Environmental
Design, University of Colorado at Denver, CO

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Specialist with the Western Colorado
Rural Communities Program

3) Reducing Retail Leakage - A Process ...... 18
Douglas Dunn, Community Development
Specialist, Arizona State
Cooperative Extension Service
1) A Technical Assistance Perspective
including an excerpt from the
Technical Assistance Providers Report,
office of Neighborhood Self-Help Development,
Hud, by Alice Shabacoff, 1981
John Schler, Office of Impact Assistance,
State of Colorado/University of Colorado,
Denver

2) A Technical Assistance Perspective:
Barriers and Approaches.
Sam Burns, Western Colorado Rural
Communities Program Coordinator at
Ft. Lewis College, Durango, CO

3) Technical Assistance in Carrizozo,
New Mexico: A Case Study.
Bealquin Gomez, Extension Economist,
New Mexico State University

LEADERSHIP DEVELOPMENT

1) The Family Community Leadership Program.
Larry E. Dunn, FCL Coordinator,
Colorado State University Extension Service

2) Public Affairs Leadership Development.
Robert E. Howell, Extension Sociologist,
Washington State University

3) Building Better Boards: A Case Study.
Linda Kirwan, Supervisor of
Community Services, West Area
Colorado Mountain College,
Glenwood Springs, CO

CURRICULUM

1) Graduate Curricula in Community Development.
Dan Schler, WCRCP Director and
Professor in the College of Environmental
Design, University of Colorado, Denver, CO

2) Appropriate Technology Curriculum
at Colorado Mountain College
Larry Puleo, Associate Professor, CMC,
Glenwood Springs, CO

3) Training of "Special Function" Community
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Bob Becker, Community Development Specialist,
Mesa College, Grand Junction, CO
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THE ROLE OF THE LANDGRANT UNIVERSITY
IN RURAL DEVELOPMENT
Marvin E. Konyha

**Introduction:**

In addressing the issue of the "role of the landgrant university (LGU) in rural development", we are making two broad assumptions.

1) The first assumption is that the LGU has a responsibility in the area of rural development.

2) The second is that the LGU has a capability to carry-out its rural development responsibility.

The role of the landgrants will be briefly considered by looking at the historical perspective, the key Federal legislative mandates, the results of one major rural development program of the LGU's, and a future challenge to them.

**Historical Perspective**

From the creation of the landgrant university systems in 1862 and 1890 to the 1940's, "agriculture" and "rural" were synonymous. The LGU's were the rural people's colleges, charged with developing the scientific and institutional base needed to transform U.S. Agriculture. There was no need for a separate rural development focus or responsibility--agricultural development was rural development.

The quarter-century following World War II saw dramatic changes in agriculture and rural America. The changing nature of agricultural production led to massive reductions in the agricultural labor force, and rural industrialization and economic diversification resulted in the majority of rural residents being employed in nonfarm jobs. As agriculture became highly specialized and highly dependent on scientific inputs, the LGU's also became more specialized and dependent on scientific and academic disciplines and less dependent on the "rural people" they were created to serve. It was during this period that many of the State Landgrant agricultural "colleges" attained the status of landgrant "universities", increasing their concern for academic status.

By the late 1960's, the nation had re-discovered rural poverty. The President's National Commission on Rural Poverty reported on the situation of rural people and rural communities in *The People Left Behind* (1967) and called for the LGU's to assume a greater role in alleviating rural conditions (pp. 53-56). Some critics of the LGU's, including Rural Poverty Commission member James Bomen, suggested that these universities and their partners in the "agricultural establishment" (the U.S. Department of Agriculture, the agricultural committees of the Congress, and the national farmer organizations) were no longer relevant for meeting the nation's rural development needs.
While the LGU's initiated pilot rural development efforts in the 1950's and 1960's, it was the early 1970's before concerted rural development activities were conducted by the landgrants. Much of this seemingly belated effort was stimulated and supported by Federal funding under Title V of the Rural Development Act of 1972.

Key Federal Legislative Mandates

As noted in the Historical Perspective above, the legislation established the landgrant colleges (Morrill Act of 1862 and 1890) made no specific mention of a rural development role for these institutions. Even in 1914, the Smith-Lever Act created the Cooperative Extension Service (CES) charged the landgrants with extending knowledge of "agriculture and home economics" only. It was not until the early 1950's--some twenty years after the major New Deal era of social legislation which established such "rural development" agencies as the Farm Security Administration (later changed to Farmers Home Administration), the Soil Conservation Service, and the Rural Electrification Administration--that the LGU's were given legislative authority for rural development Extension work (implicitly in 1953 and explicitly in 1955 amendments to the Smith-Lever Act). Even then, the focus of the 1955 amendment was still on "agricultural development"--it encouraged "complementary development" only to assist farmers and disadvantaged "agricultural areas" in developing off-farm employment opportunities.

The first Federal legislative mention of "rural development" in relation to the LGU's was in Title IX of the Agricultural Act of 1970 under which $1 million was earmarked for rural development Extension work. The only major rural development legislation for the landgrants--and the first to link authority and funding for both research and Extension work--was contained in Title V of the Rural Development Act of 1972. Title V authorized a full range of research, outreach, and technical assistance work for virtually all types of rural organizations and groups. It also authorized, for the first time in LGU legislation, the involvement of non-landgrant colleges and universities in rural development research and Extension programs.

The Title V Experience

Since Title V has been the only major rural development authority for the LGU's, how effective have the Title V programs been? The effectiveness of Title V was closely related to its purpose, its administrative requirements, and its level of funding.
Purpose

The overall purpose of the Rural Development Act was to bring together in one coordinated authority all the major Federal program aspects of rural development—including research and Extension, planning, community facilities loans and grants, soil conservation and water quality, young farmers, and business and industry loans.

As for Title V—rural development and small farmer research and Extension—the purpose was primarily to test if the LGU's could establish the needed administrative structure to 1) link rural development research and Extension; and 2) include the non-landgrants in rural development research, Extension and technical assistance. Secondly, its purpose was to test if by linking research and Extension to planning and funding sources they could make a difference in speeding up the process of rural development. Congress authorized modest funding for a three-year test period (1974-76), after which the Title V program was to be rigorously evaluated.

Performance

How did the landgrants do? The national evaluation of Title V, conducted by the National Rural Center, found that:

- Title V was effective in helping rural people identify and attain a wide range of goals;
- Several kinds of services and facilities were provided by projects in which Title V provided essential information and expertise;
- Important progress was made toward increasing income and employment opportunities in many rural areas, and natural and environmental resources were protected and improved;
- The successes of specific projects far outweigh the failures, and the high incidence of positive outcome indicates that the basic approach of Title V is valid;
- For the most part, the LGU's showed that they can create and operate the organizational and administrative structures required by law;
- Title V did enhance the capacity of the landgrants and other colleges and universities to perform useful research and provide information services and to enhance the capacity of many rural communities to solve their own problems; and
- A total of about forty non-landgrant colleges and universities participated in Title V programs, although they received only about five percent of all Title V funds.
With so many positive outcomes, why is Title V no longer operational?

**Legislative and Funding History**

Unfortunately, the record of the LGU's in rural development prior to the 1970's did not instill a great deal of confidence in either the Department of Agriculture or the Congress as to their ability to effectively meet the Title V objectives. This lack of confidence led to Title V being considered a "pilot" program, and it had to face a reauthorization struggle every three years. The tentative nature of the program also meant that the LGU's could not offer long-term employment opportunities to Title V staff members. The lack of confidence in the LGU's also resulted in overly burdensome Title V program regulations and administrative costs.

The Title V funding record also contributed to its lack of long-term support and commitment on the part of the landgrants themselves. While the authorized funding level was $20 million, the initial appropriation was only $3.0 million, and the highest level attained, the FY 1980, was only $4.0 million. The small farms research and Extension sections were never funded.

When the Title V re-authorization process bogged down in 1979, the Congress folded the $4 million previously earmarked for Title V into regular research and Extension "formula" funds. While the general intent of Congress was that Title V projects and activities would continue through the use of these funds, it appears that most of the specific Title V activities have been redirected, reduced, or discontinued. In particular, the non-landgrant colleges and universities are no longer eligible to receive funds for participating in projects which were previously funded under Title V.

The Title V program was re-authorized in the 1981 Farm Bill. However, no action has been taken to re-direct the funding out of the research and Extension formula funds and back into the Title V earmarked funds.

**A Challenge to the Landgrant Universities**

In this period of increasing responsibility and demands placed on local communities and their officials for provision of public services and facilities, can the landgrant universities deliver the information, leadership development, and technical assistance needed to help communities solve their rural development problems? Not by themselves, and not if they retreat into their old patterns of behavior, circle the wagons, and wrongly continue to assume that rural development is synonymous with agricultural development.

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The Title V experience showed that the LGU's could significantly expand the level of outreach and technical assistance to rural communities through cooperation with other colleges and universities located within the rural development project areas. The Western Colorado Rural Communities Project, which incorporates and expands upon the cooperative elements of Title V, is also demonstrating that rural communities can benefit significantly when all higher education institutions work cooperatively to help solve local problems. It is time that the LGU's viewed the non-landgrants as part of a broad-based rural development research, extension, and technical assistance system and not primarily as competitors for limited public funds and undergraduate students.

It is also time that the landgrants expand upon, rather than retreat from, the successes of the Title V experience. The LGU's must recognize more clearly that agriculture is intimately inter-related with and dependent upon a multitude of policy and program decisions, rural development decisions in the broadest sense, that are made by State and local units of government and other community based special districts. The landgrants ought to take the lead in educating their clientele--farmers, farm and commodity organizations, and the agribusiness community--concerning this inter-relationship between agriculture and rural development and in gaining their support for a strong rural development program.

In addition, the landgrants are the only educational institutions in the States having formal relationships with the U.S. Department of Agriculture. Since USDA operates the major rural development programs, and also has national responsibility for rural development leadership and coordination throughout the Federal government, the LGU's have a key responsibility to assist rural communities to maintain linkages and coordination with all of USDA's rural development programs.

The landgrant universities are challenged to take the leadership in implementing the Title V model of applied and coordinated research, extension, and technical assistance across the broad range of rural development issues. They are challenged to do this with or without the specific funding of the Title V programs.
If society is changing as rapidly as experts proclaim, then we as CD professionals must identify and respond to the dynamic and emerging trends that are changing our roles and more importantly changing the roles of institutions of higher education in the development of their region or their immediate environment. A workshop such as this one is an appropriate one for CD professionals. The following presentation outlines a format with a few major ideas that are basic to CD in the 1980's.

1.0 CREATIVITY
1.1 Basic Beliefs
1.1.1 Our role is to help people help themselves
1.1.2. It is the nature of human beings to seek the unknown.
1.1.3. We seek to share with each other.
1.1.4. Change begins within ourselves.
1.1.5. Higher education should not be limited to the elite & to those who can afford it.
"Science was made for man, not man for science"
1.1.6. Most people/groups are goal oriented.

1.2 Impact/Consequences
1.2.1. The human resource becomes the ultimate resource.
1.2.2. The ultimate reward is to trigger motivation.
1.2.3. Salesmanship skills are important.
1.2.4. Our older age population can continue to learn. Youth can work & learn concurrently.
1.2.5. Problems concerning the interactions between higher education & the community go far beyond "service" - and far beyond 'local' & 'regional' development.
1.2.6. New mechanisms & structures are currently needed as well as adapting those in place.
1.3. Futurism

1.3.1. The Higher Education institution will be required to embark on both new activities & neglected activities -- e.g., cater to different publics, i.e., mature students, and to minorities.

1.3.2. We should capitalize on new technology in order to decentralize.

1.3.3. We need to invent new mechanisms & criteria for recruitment, screening & evaluating new employees.

1.3.4. Need to re-design our rewards for professionalism in CD. Criteria are needed to more adequately reward those who have effectively transferred leadership in addition to those assuming formal leadership positions.

2.0 CREDIBILITY

2.1 Basic Beliefs

2.1.1. The basic task is to meet economic, cultural and social requirements of people fitting to their local environment.

2.1.2. Local people enjoy mutual ownership of development activities.

2.1.3. Justice & equality can be communicated as very important values held by the professional CD worker.

2.1.4. Scientific knowledge, craftsmanship, popular traditions & feedback are all ingredients to be applied concurrently in CD activities.

2.1.5. There can be dispersed sites with coordination among them.

2.1.6. There can be reconciliation of the many interests of multiple clientele groups.

2.2. Impact/Consequences

2.2.1. Continuing interest & progress results from a local orientation & localized activities.

2.2.2. Involvement of local people in accountability & evaluation is necessary for continued success.
2.2.3. Higher education is required to pay more attention to feedback mechanisms.

2.2.4. Caution: Will local involvement make for more proliferation or more unification & coordination?

2.3 Futurism

2.3.1. Faculty members will need to be trained in community work.

2.3.2. Quality of life factors will be included by industry as factors of production.

2.3.3. Education will place more emphasis on the "why" rather than the "how to".

2.3.4. Initial training will include life-long learning skills.

2.3.5. Higher education will include a course/program in "Futurism".

2.3.6. How long will CD ignore electronic technology?

3.0 CAPACITY BUILDING

3.1 Basic Beliefs

3.1.1. Our nation is changing from a resource-based industrial society to a knowledge-based economy.

3.1.2. There is a shift of emphasis from physical to human resources required for adopting the emerging technologies.

3.1.3. The most valuable resources & most overlooked ones are often within the community itself & can best be accessed by community members themselves.

3.1.4. Knowledge must be integrated with action activities.

3.1.5. The concentration of resource ownership is likely to increase at an increasing rate. External forces are likely to continue to dominate the ultimate destiny of local communities. This is going on while we champion decentralization of power.

3.2 Impact/Consequences

3.2.1. It is increasingly difficult to identify structural differences between a Yale University & a Ohio
3.2.2. Faculty/student interaction at the community level is happening and the results are positive.

3.2.3. We speak more often of small cities rather than "urban vs. rural".

3.2.4. Certain structures are better adapted and oriented to work at the local level.

3.2.5. It is the outreach function that tends to assimilate the teaching and research functions.

3.2.6. Structured alternation between the learning and work cycles for students, teachers, and researchers is occurring more frequently in higher education.

3.3 Futurism

3.3.1. Community networking will be possible electronically.

3.3.2. Networking of community prime movers will be more feasible & effective.

3.3.3. "Think tanks" at community level will emerge.

3.3.4. Interdisciplinary regional outreach centers will emerge.

3.3.5. Multi-disciplinary work-study groups will emerge.

3.3.6. More universities-without-walls will be demanded by life-long learners.

Presented by S. Kenneth Oakleaf, Program Leader, Community Development, and District Director, CSU Cooperative Extension Service at WCRCP workshop in Glenwood, 10-4-82
Introduction:

1. This particular workshop has special meaning to the people associated with the WCRCP - this month, October, is the fourth birthday anniversary of a cooperative community assistance program offered by seven institutions of higher education for Western Colorado. What we began four years ago as a demonstration project, we now are dedicated to, and are finding ways to establish a permanent program of quality, benefiting both communities and the colleges and universities participating in the program.

2. All human beings have both a biological and social-cultural inheritance. In like manner, institutions and communities have a social-cultural heritage which has shaped what they are today and the manner in which individuals make daily decisions.

For some individuals (in their own lives and in the organizations, institutions and communities in which they function) there comes an opportunity to recognize the strengths and weaknesses, and the good and the bad qualities of their heritage. If they are fortunate, they may also have the opportunity to learn that they can change the bad and continue the good qualities into the future via the decisions and actions of the present.

Thus, the role of the WCRCP is:

1. Present an opportunity to higher education institutions to reflect upon their heritage, and to learn to work together in more and better service to the communities that support their existence.

The chart on page outlines the relationships between the participating institutions. There are five West Slope colleges that provide direct services and linkages to communities. Two universities serve as back up resource support to the colleges' activities and community needs. A central office provides a means of communication and general direction to the entire program, and a Presidents Policy Board creates the general policy, legitimization and sanctions for the program's
existence.

2. Through the field staff and their work with communities, we present an opportunity to individuals in communities to access their heritage, their current and future needs, and via reflection, make the kind of decisions today that will build the kind of future they want tomorrow. We work cooperatively with communities as they are today, accepting individuals, groups and institutions as they have evolved from their heritage, but challenging their intellect and imagination to rise beyond established thought patterns to accept change when needed, and reaffirm continuity when warranted.

Where I see success in the WCRCP, staff are becoming involved in the group life of communities; entering the patterns and routines of people where they are and where they are making decisions. In these settings they offer an educational service—an educational service directed at the problems people are grappling with on a day to day basis. It is in these settings that people are deciding the nature of the future of their man-made environments (physical and social), and the relationship that shall exist between them and the natural environment in the future.

There are times when it is good to ask people to join us in reflective retreats from the routines of life—to pause and reflect, to gain new insights on problems and issues of a specific or general nature. Those that appear to be successful for the participants, however, are grounded in the realities of the perceived needs of communities and not just the professional experts.

Conclusion:

The success of the WCRCP is founded on the simple assumptions that:

1. Educational institutions need to continue their mission of "enlightenment" in a democratic society, but must also change in approach and allocation of their resources in this mission, and

2. People in communities need assistance in learning, and welcome that assistance when provided in the context of service directed toward the realities of their lives and their perceived issues, problems and needs.
When practiced, the WCRCP has proven, as a demonstration, the above assumptions to be valid - the challenge lies ahead to assure people in communities that the demonstration is not just another institutional fluctuation - but rather a change that has become part of the mainstream of higher education in western Colorado.
Western Colorado Rural Communities Program (WCRCP)

Program Responsibilities and Relationship

Fiscal Management and Accountability
Colorado State University
Director of Cooperative Extension Service

Central Staff and Program Policies
7 Presidents of Colleges and Universities
Chairman of Presidents' Policy Board

Central Staff

Dan Schleer
Executive Director
629-2772 or 629-2016

Program Purpose
Provide community development and community service assistance to western Colorado communities.

Program Functions
1. Identify community development and community service needs.
2. Identify, organize, and manage college-university resources to meet community assistance needs.
3. Develop and manage a community development and service delivery system to Western Colorado communities.
4. Offer and conduct educational experiences in systematic community development processes within communities.
5. Learn from and develop knowledge of communities, community problems, and community assistance methodologies.

Fl. Lewis College - Sam Burns (247-7992)
- Community Needs Assessment
- Resource Assistance Management
- Delivery System Development & Management
- Course-Curriculum Development

Western State - Pat Dennis (943-2019)
- Community Needs Assessment
- Resource Assistance Management
- Delivery System Development & Management
- Course-Curriculum Development

FHSU - Bob Becher (248-1252)
- Community Needs Assessment
- Resource Assistance Management
- Delivery System Development & Management
- Course-Curriculum Development
- Training Agenda and Resources*

CNC - Linda Kven (625-1463)
- Community Needs Assessment
- Resource Assistance Management
- Delivery System Development & Management
- Course-Curriculum Development

CSFW - Mike Babei (629-2767)
- Community Needs Assessment
- Resource Assistance Management
- Delivery System Development & Management
- Course-Curriculum Development

CSU - Dan Sorensen (491-6120)
- Community Needs Assessment
- Resource Assistance Management
- Cooperative Extension Service Linkages
- Inter-Institutional Course-Curriculum Development
- Program Documentation and Communication

CSU - Lynn Murphy (629-2813)
- Resource Assistance Management
- Inter-Institutional Course-Curriculum Development
- Research Agenda and Resources*
A PROCESS TO ACHIEVE GROUP ACTION IN
COMMUNITY DEVELOPMENT
Mark Carvalho

A community survey was undertaken in North Delta by the Rural Communities
Institute out of Western State College. This survey elicited community
attitudes and concerns about issues affecting the people there. It helped
clarify what things were perceived as positive and negative influences in the
community. Following tabulation, the "top 10" concerns from the survey were
brought before the community and prioritized. The three most important were
then targeted for problem solving at three successive meetings.

The most pressing need, as I saw it, was better communication between
community members and those people responsible for dealing with the problems.
Getting everyone to sit at the same table and talk it out, gives everyone
the same information footing even if the problems are not solved. Many times
this will be the only immediate result of these meetings. Ultimate solutions
will only be forthcoming with continued, long term effort on the part of the
community members. Arriving at this realization is often deflating to the
enthusiasm of the community and thus highlights the importance of giving
consideration to problems which are within the capabilities of the group to
solve quickly for the first few meetings.

All in all, the confrontation meetings not only inform community members
of opposing view points, and their responsibility to assist in finding and
implementing solutions, it also challenges officials and company representa-
tatives to deal with groups as people in need of cooperative aid and not
just chronic complainers.

Following are some steps I've identified that move a process towards
group problem solving action.
A scenario of steps:

1) Identify community concerns (poll, survey, open meetings, etc.)
2) In listing concerns, be specific but leave latitude (make sure concerns
are in a useable form; road improvement is good, the pot-hole in front
of my house is too specific)
3) Prioritize concerns (at this stage, don't let the listing be influenced
by perceived practicality; nothing is impossible given enough time.
Sometimes, tackling a big problem solves some related little ones at
the same time, saving time and energy in the long run.
A scenario of steps, cont.

4) Set goals, capabilities, a time frame etc. (now consider practicality. Some problems may take more time, it helps group confidence to tackle and solve a problem early on)

5. Pick a manageable number (Don't go too many directions at once)

6. Identify who, what, how when for each problem (who to talk to, what jurisdiction; State, federal, local, county combinations? Make sure the problem is addressable by that person - eg. police enforcement - don't talk to a deputy, get the sherrif or chief.)

7. Set up a meeting with all parties involved. (this keeps passing the buck to a minimum and chances are better for resolving the issue with fewer meetings and duplications.)

8. Ask for and expect action (make sure they are the ones to do something, state exactly what you expect from them, be sure to let them know when you expect action to be started or finished, and most importantly, make sure they accept responsibility to take action.

9. Set up a continuing communication link. (offer community resources to help implement solutions; but be careful not to end up doing their job for them. Make sure solutions or paths of action are mutually agreed upon.)

10. Follow up. (send a letter of understanding outlining responsibilities as understood from the meeting-group's job as well as representative's and include deadlines for initiation and/or termination of action. Be sure and request a response to the letter. Then make sure they do what they promised.)
The self-help approach in Community development implies a process whereby citizens learn how to deal with community problems, issues, and concerns. Throughout this process citizens learn from each other and arrive at decisions that benefit the group, and ultimately the community.

The primary role of the citizens in the self-help process is decision making. In this role, the citizens control the process. The citizens decide why, what, when, and how.

In many instances the group may request assistance from the community development professional and other professionals with a specific technical background. These persons, the community developer and the technical experts have distinct roles they can assume in the self-help process.

The role of the community developer may vary depending upon citizen or group needs. Some of the different roles a development worker may assume are: a resource person; an organizer; an encourager; a convenor; and a facilitator.

The role of the technical expert or technician is one of providing information in a specific need area. Like the role of the community developer, the technician does not make decisions or suggest courses of action for the group.

The following case example depicts the self-help process and role comparisons between the community developer, citizens, and the technicians.

<table>
<thead>
<tr>
<th>Community Developer Role</th>
<th>Citizens Role</th>
<th>Technicians Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step I - one month</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small group of six people meet to discuss their community. After two meetings a common concern is identified: Lack of community grocery store. They ask the question: What can we do to resolve the situation? Decision: Request assistance from the Extension Service.</td>
<td></td>
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</tr>
</tbody>
</table>
Community Developer Role

Resource person - provides information on Extension resources and programs.
Organizer - helps organize meetings.
Encourager - provides support for what they are doing.

Citizens Role (control)

Step II - two months
Meetings with community developer to present their situation. They learn about resources on small businesses and consumer cooperatives.

Decision (Need more information)

Step III - two months
Group meetings with local business person and consumer cooperative resource person

Local business person provides information to group on business development.
University Extension specialist provides overview of consumer cooperatives.

Facilitator - explains concepts of community involvement and participation

Organizer

More meetings on Consumer cooperatives

University specialists present information on cooperative principles
* Democratic member control
* Operates at cost
* Limited return on investment

Technicians Role

Step IV - one month
20 citizens attend community-wide meeting on cooperatives. Sponsoring group explains what they have learned about cooperatives. Sponsoring group members ask for their input and involvement. Response is favorable towards cooperatives. Decision: Group decides to form working committees to assess community resources and interest towards forming a cooperative.

Survey - membership - facility - finance - legal * deadlines are set for information gathering

An experienced manager from a successful cooperative.
Local contractor provides information on building costs.
Local banker
Local attorney
Community Developer Role

Citizens Role
(controlling)

Technicians Role

Organizer

Step V - one month

Working committees report to the group at large on what they learned. They report findings on:

* Survey - report favorable community response to the cooperative idea.

* Membership - estimate they could generate at least 100 members.

* Facility - identify community business person who will donate one of his buildings.

* Finances - group members generate $1500.00 for first order of goods.

* Legal - local attorney will provide legal advice at no cost to the group.

Encourager

Decision: Group decides to form consumer cooperative.
## REDUCING RETAIL LEAKAGE

<table>
<thead>
<tr>
<th>ORGANIZATIONAL DEVELOPMENT</th>
<th>TRADE AREA ASSESSMENT</th>
<th>TRAIN ECONOMIC TEAM</th>
<th>IDENTIFY &amp; PURSUE PROSPECTS</th>
<th>RETAIL PROMOTION STRATEGY</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Revitalize Chamber of Commerce</td>
<td>- Population</td>
<td>- Assess community preparedness</td>
<td>- Local merchants</td>
<td>- To better serve shopping needs of local residents</td>
</tr>
<tr>
<td>- Set goals and priorities</td>
<td>- Personal income</td>
<td>- Research strengths</td>
<td>- Local residents</td>
<td>- Central theme</td>
</tr>
<tr>
<td>- Determine interest and commitment</td>
<td>- Employment</td>
<td>- Assess weaknesses</td>
<td>- Newcomers</td>
<td>- Merchant commitment</td>
</tr>
<tr>
<td>- Organize committees around goals</td>
<td>- Shopping patterns</td>
<td>- Document resources</td>
<td>- Where residents now buy</td>
<td>- Publicize strengths</td>
</tr>
<tr>
<td>- Motivation</td>
<td>- Size of leakage</td>
<td>- Select &quot;best&quot; opportunities</td>
<td>- Factory &amp; marketing representatives</td>
<td>- Community-wide emphasis</td>
</tr>
<tr>
<td></td>
<td>- Likes &amp; dislikes</td>
<td>- Develop allies &amp; chains</td>
<td>- Regional stores &amp; chains</td>
<td>- Joint sales</td>
</tr>
<tr>
<td></td>
<td>- Consumer group interviews</td>
<td>- Role play</td>
<td>* * * * * * * * * *</td>
<td>- Coupon advertising</td>
</tr>
<tr>
<td></td>
<td>- Shopper surveys</td>
<td>- Organize and fund team</td>
<td>- Personal contact</td>
<td>- Evaluate effectiveness</td>
</tr>
<tr>
<td></td>
<td>- Threshold analysis</td>
<td>- Direct mail</td>
<td>- Publicity</td>
<td></td>
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<tr>
<td></td>
<td>- Etc.</td>
<td>- Trade publications &amp; other advertising</td>
<td>- Individualized prospectus</td>
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</table>

Prepared by Douglas Dunn, Community Development Specialist, Cooperative Extension Service (450 S. Haskell, Willcox 85643, 384-3594) for presentation at Cochise County Economic Development Conference "Growth Options: A Weed Patch or Garden?" Cochise College, 3/25/82.
DEFINITIONS

A community technical-assistance provider is a non-profit corporation for which the provision of development assistance is a primary function.

The technical-assistance agencies provide assistance to meet the objectives of non-profit, primarily community-based organizations which target their development activities to low and moderate-income communities.

The technical-assistance agencies serve geographic areas encompassing a city, a county, a sub-state, several states, or the nation. In most of the larger cities there are multiple technical-assistance agencies which serve a number of neighborhoods but not the entire city.

The nature of the assistance includes planning, architectural design, legal assistance, fiscal analysis in housing, economic and community development, and social services. Also included in most agency assistance programs are management services, organizational development including board training, issue research, communications, fund-raising, and packaging and brokering services.

Most technical-assistance providers assume that the most effective strategy of community development is based on the identification by community residents on the priority of needs and issues to be addressed, and that the development activities should provide economic, political, and social benefits directly to the residents of the community.

Also, most technical-assistance providers support the concept of emphasizing partnerships in development that include government, business, and the community residents. The priority is for small-scale development with emphasis given to rehabilitation and restoration rather than new construction.

In summary, most technical-assistance agencies attempt to achieve objectives through two activities:

1) Helping community-based organizations to become effective in operating management, communication, and development functions on their own.

2) Performing very specialized tasks for community-based organizations need for the task is infrequent and it is impractical for the group to develop permanent staff expertise.
The technical-assistance agencies can be reviewed on their effectiveness in performing the following functions:

1) **Training**: workshops, courses, consultations, conferences, on-site visits, fund-raising, research, organizing skills, public relations, fiscal management, organization and leadership development.

2) **Legal Assistance**: preparing incorporation papers, assisting in securing government and private-sector contracts, monitoring the organization's activities.

3) **Application Packaging**: providing expertise in packaging and expediting the processing of applications, keeping up with the regulations, knowing the ropes of government bureaucracies, and completing the paperwork required.

4) **Fund-raising Assistance**: Providing help in fund-raising strategies.

5) **Technical Studies**: conducting feasibility studies, site evaluations, marketing surveys, and other such services to provide the technical back-up necessary to support a self-help group's proposal.

6) **Recruitment of Skilled Volunteers**: recruiting, training, and placing professional volunteers who are willing to donate their services to self-help initiatives - e.g., accountants, attorneys, real estate executives, developers, etc.

7) **Research and Information Development**: providing up-to-date descriptive breakdowns of various private and public programs and regulations that affect a group's particular mission focus (e.g., sources of government support, regulations surrounding public participation in local government applications for funding--Community Development Block Grant applications, for example), and information pertaining to issues the group is concerned about.

8) **Clearinghouse**: helping community-based organizations share necessary information with each other, providing communications within a network of people and groups with similar interests through newsletters and publications, and providing information to the public.

9) **Brokering**: assuming the role of broker among self-help groups, public officials, business representatives, and private organizations. The technical-assistance center can serve as a broker among local groups to resolve disputes or to help establish working relationships. The center may possess information and expertise that is valuable to the
community, and the credentials, competence, and expertise that is valued by outside institutions and officials; it can serve as a bridge/mediator/interpreter between the local community and outside resources.

10) **Seed-money Funding**: providing limited seed money to local groups to assist with early stages of organizational formation and program development.

11) **Financing Credit**: establishing revolving loan funds which can be made available to neighborhood development efforts.

**CONCLUSIONS**

- The technical-assistance providers are necessary and effective supports for a national strategy and local strategy of revitalization.
- Technical-assistance providers tend to serve real community needs, based on requests for services.
- Most of the technical assistance provided was usable and of high quality.
- Technical-assistance providers for the most part did not place their needs to maintain their own organizations over the priorities of their consumers. Indications are that in a time of diminishing resources this may become a more acute problem.
- Resource shortages - especially public resources - is a problem that will become more severe. There is limited involvement of the private sector in the support of technical-assistance activity.
- An increasing need, and one not met by most of the technical-assistance providers, is to educate the private-sector on the functions and performance of community-based organizations, without making judgments on specific organizations, and to help train private-sector personnel who will provide assistance to community-based organizations.
- There is a need for more effective evaluative capability among technical-assistance providers both in regard to their own performances and the performances of the users of these services.
- This is a period of major change in the nature of community development; it will require searching assessment by technical-assistance providers as to their functions and financing, and will demand thoughtful planning for an uncertain future.
"Knowledge is not extended from those who consider that they know to those who consider that they do not know. Knowledge is built up in the relations between human beings and the world..."
(Paulo Freire, *Education for Critical Consciousness*, p.109)

You may have heard a version of one or more of the following statements:

Well sure... we need help, but I don't want one of those guys from the state office over here again telling use what to do.

Yes, about three years ago we did a study... actually, the university did it and made some recommendations... I think I have the report around here some place... hmm... I wonder where I put that.

Hey, Wayne, did you talk to those fellows from the college about the new recreation district... what do you think? What fellows... when were they here? I didn't talk to anybody!

Listen, Bob, you tell those consultants from the Bureau the next time they're over here talking about that water project to just try real heard to speak English... you know, so we can try to understand them.

**BARRIERS TO TECHNICAL ASSISTANCE**

--Sporadic, short-term involvement of the technical assistant.
--A lack of integration of the T.A. process with the locality, its needs and ordinary practices.
--An unwillingness or inability to carry on an educational process with local citizens.
--A sense of detachment on the part of the technical assistant coupled with a sense of rejection by the locals.
--A sense that repeated attempts have failed because of a lack of follow through.
TECHNICAL ASSISTANCE EFFORTS CAN BE IMPROVED BY CONSIDERING THE FOLLOWING:

T.A. can rarely stand alone, i.e. it should be supplemented by continuous education, citizen participation & community development.

T.A., like any other form of service, depends upon communication & networks of relationships.

The background of the community, the experiences of people, and their language are as important as the expert knowledge.

T.A. must be a dialogue, enabling reflection, new insights, forming an integration of expert and citizen knowledge.

AN EXAMPLE: BAYFIELD, COLORADO, 1979-1982, WCRCP, FT. LEWIS COLLEGE, CCDD-CU, ON-GOING

While not every activity has been successful, those that have seemed to be a result of efforts to make the technical assistance understandable, shareable, and accomplishable -- and to incorporate it with an on-going community development process.

* A land use inventory
  -- A local request, concrete & visible, builds community awareness;
* A detailed base map
  -- conversations intensify, concerns are clarified, leading to other work;
* A study of the old downtown area
  -- no break in continuity, an advisory group is formed, an understandable T.A. process is negotiated which insures community participation
* A partnership is formed between college (FLC) & University (CU)
  -- with the college maintaining communication, & building relationships and networks;
  -- and the university integrating new knowledge & perspectives;
* The process is broadened to include the whole community, moving from the street;
  -- need for comprehensive plan is identified;
--continuous education about planning, design & community development;
*Implementation - a continuing partnership
  --youth involvement
  --summer recreation program
  --open a small community center
  --drug prevention grant
  --paint-up -- fix-up campaign
  --land use ordinances
*New projects, but with linkage
  --back to the street, detailed design & architectural guidelines;
  --a new community center ... maybe

LESSONS LEARNED:
  --Work is concrete, visible, understandable.
  --Based on a continuous pattern of relationships & communication.
  --Education about technical issues is maintained
  --Projects & actions are kept manageable from the perspective of community members, i.e. parts & wholes are connected
  --Building community is an underlying theme.
  --Resources are gathered and protected.

"...I resolved to make the school a part of the community in which it was located ... I was determined that no one should have the feeling that it was a foreign institution, dropped down in the midst of the people, for which they had no responsibility and in which they had no interest."

  Booker T. Washington
  Up From Slavery
TECHNICAL ASSISTANCE IN CARRIZozo, NEW MEXICO
A CASE STUDY
Bealquin Gomez

Carrizozo, New Mexico is located in Lincoln County or Southcentral New Mexico. It is located at the junction of State Highways #380 and 54 and the Southern Pacific Railroad runs through the community. The community originated as a service center for the railroad and for area ranchers. The population has varied through the last three decades with a population of 1,546 in 1960, 1,123 in 1970 and 1,222 inhabitants in 1980. There are 307 families in town with about half the population being of Spanish origins.

The Carrizozo community is like many small towns in the west that basically has sat still while the bigger towns grew and prospered. In 1974 the New Mexico Cooperative Extension Service started a new program called the "Title V Rural Development Project" which was aimed at helping small rural communities improve their situation. Bealquin Gomez was hired as a Community Development Specialist to establish a program to improve the small rural communities in New Mexico. The Town of Carrizozo as well as two other communities were selected as pilot towns for the Extension project. These communities were provided extensive assistance in all rural development areas for four years. Since then the communities are still being assisted but on a limited basis. A compilation of the major projects that were developed and implemented in Carrizozo, New Mexico are included as part of this report. Materials and techniques developed as part of this pilot project were used in other communities to extend the value of the project. This particular project allowed the New Mexico Cooperative Extension program the chance to intensively work with a few communities in order to demonstrate what can be done if there are adequate resources available. The Carrizozo community is now a better place to live and people are again proud of their community and are doing more for themselves to keep the community prospering. The following pages outline the various projects that have been developed in the community.
<table>
<thead>
<tr>
<th>Town of Carrizo, New Mexico Project</th>
<th>Educational Activity</th>
<th>Primary Results</th>
<th>Action Taken</th>
</tr>
</thead>
</table>
| 1) Industrial Park Development    | 1) Conducted workshops, held meetings, provided technical assistance and coordinated activities | 1) Municipality received the following funds:   
   a) EDA grant $190,200  
   b) 4-Corners grant 62,000  
   c) Local bond issue 63,360  
   d) FmHA grant 47,500  
   Total Project $353,060 | 1) Project was completed in 1978 but as of now no industries have moved into the Industrial Park. |
| 2) Recreational Development       | 2) Conducted seminars, held planning meetings and developed applications for two projects | 2) Municipality received the following funds:   
   a) 1976: BOR grant $2,500  
       State share 1,250  
       Local share 1,250  
       Total Project $5,650  
   b) 1976-77: BOR grant $2,500  
       State share 1,250  
       Local share 1,250  
       Total Project $5,000  
   c) 1978-79: BOR grant 10,000  
       State share 5,000  
       Local share 5,000  
       Total Project $20,000 | 2a) A small mini-park was constructed in the very low-income area of town.  
   b) Playground and picnic equipment was purchased and placed in three parks in town.  
   c) A solar water heating system was installed in the swimming pool to enable the town to keep the cost of operation within their means. The swimming pool was also rehabilitated. |
<p>| 3) Water System Improvement       | 3) Conducted a workshop, held community meetings, coordinated project activities and developed applications | 3a) A grant of $3,600 from the New Mexico EIA was approved. A bond issue to provide the local match was passed. | 3) Money from a local bond issue and from the state grant were used to replace old water lines in the low-income section of town where there was very little water pressure. |</p>
<table>
<thead>
<tr>
<th>Town of Carrizoza, New Mexico Project 1976 - 1982</th>
<th>Educational Activity</th>
<th>Primary Results</th>
<th>Action Taken</th>
</tr>
</thead>
</table>
| 4) Housing for Low-income and Elderly         | 4) Provided technical assistance, held public meetings and conducted workshops | 4a) HUD approved 25 units of Section 8 Rental Supplement program for the community; it is being administered by the Regional Housing Authority  
4b) The Women’s Club worked with the Regional Housing Authority to construct 12 apartment units for the elderly  
4c) An additional 10 units are currently under construction | 4a) Low-income and elderly families are able to obtain rent supplements to enable them to live in decent housing.  
4b) 12 elderly families now have decent safe housing and others will be provided in the near future. |
<p>| 5) Health Care Facilities                     | 5) Held public meetings, provided technical assistance and coordination. | 5) Obtained needed equipment and a management firm took over the existing facility | 5) A medical clinic was established and is providing limited health care to community residents. |
| 6) Local Government Training and Development  | 6) Leadership training, planning and coordination were provided to Town Council | 6) The Town Council has been able to get through several financial crises | 6) The Town is operating effectively and within its current financial means. |
| 7) Housing Rehabilitation                     | 7) Held public meetings, planning sessions and provided technical assistance over 6 years | 7) The Town of Carrizoza was able to obtain $275,000 to carry out a housing rehabilitation program in the poor section of town and they also obtained $24,000 to the streets and prevent flood problems. | 7) The Regional Council of Governments managed the Housing Rehabilitation Program to insure that proper procedures were followed to fix up 20 homes in town. |
| 8) Community Center Programs                  | 8) Worked with the Town, private corporation, local solar industry and FFA students to develop an application to provide solar heating for Community Center | 8) The Town of Carrizoza received a $17,500 grant from the Department of Energy under the Small Grants program to build solar heating panels for the Community Center | 8) A local solar industry provided the materials at cost and technical supervision, the FFA chapter provided the labor and the Town administered the construction and installation of solar ponds to heat Community Center which includes a large recreation area as the Town could afford to continue to keep the facilities open. The FFA chapter received a national energy award for their efforts. |</p>
<table>
<thead>
<tr>
<th>Educational Activity</th>
<th>Primary Results</th>
<th>Action Taken</th>
</tr>
</thead>
<tbody>
<tr>
<td>9) Senior Citizen</td>
<td>9) The Women's Club established a Senior Citizen Center with $50,000 obtained from the area Agency on Aging</td>
<td>9) The Senior Citizen program is in its 4th year and has been expanded to assist 2 other communities that are 20 and 50 miles away.</td>
</tr>
<tr>
<td>Hot Meals &amp;</td>
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<tr>
<td>Recreation Program</td>
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<tr>
<td>10) Garbage Collection</td>
<td>10) The Town purchased a new garbage disposal system that was all automated</td>
<td>10) After a great deal of discussion and controversy over the cost and efficiency of the system, the Council was pressured to default on system.</td>
</tr>
<tr>
<td>System</td>
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<tr>
<td></td>
<td>11) Current status is that the Community Development Specialist and Extension Home Economist are continuing to work on community needs as they arise. The future looks fairly good as the Housing Rehabilitation Program has been excellent and the chances for continuation are very good. Other projects such as the Senior Citizen program have worked very well and are continuing. The largest concern is still in the area of industrial development as the industrial park is empty and jobs are needed.</td>
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</tbody>
</table>
Introduction:
Rapid social change presents communities with a variety of challenges, specifically issues affecting women, youth, minorities, and the elderly. Yet these groups are the least likely to be represented in the public policy making process.

Willingness and ability to participate in community issues depend upon confidence, credibility, group support, and an understanding of the channels—both formal and informal—through which public policies are decided.

This project provides an opportunity for family members, especially women, to participate more fully in public decision making and related action as it affects family and community life now, and in the future.

Purpose:
The FCL Project is designed to increase leadership capabilities of women in public policy decision making, particularly on issues that affect the quality of family life, such as housing, health services, educational opportunities, and other human support services, allocation of community resources, crime, and domestic violence.

Leadership ability is enhanced by:
- Broadening participants' understanding of complex public issues and how to deal with them.
- Increasing the effective participation of women and family members in resolving important public issues affecting the quality of family life, and
- Strengthening organizations, including Cooperative Extension Service and Extension Homemakers, in support of individuals interested in resolving public issues.

Participation:
Six states are participating in the first phase of the project—Alaska, Colorado, Hawaii, New Mexico, Oregon, and Washington.

Volunteers and Extension staff are teamed together, in all aspects of decision making training, and program delivery. As the project progresses, special efforts will be made to reach minorities, low-resource persons, and audiences outside the states. Although women are our target audience, men are also invited to participate in project activities.
Program Delivery:
Each of the six states will develop its own implementation plan. Teams of volunteers and Extension staff from each state will attend regional training events, and they in turn will train others at state, district, or county levels. Team members make a commitment to do additional training or to assist with other project activities. Through this training model the project can reach a broader audience, encouraging many more people to become actively involved in family-related public issues.

Funding:
Basic support comes from the W.K. Kellogg Foundation for a 3-year period. The six participating states are contributing Extension faculty, in-kind donations and matching funds. Extension Homemakers and other community volunteers are contributing resources and services for the training opportunities.
Between 1965 and 1976, more than 700 rural leaders participated in one of four statewide public affairs leadership development programs. These programs were conducted by educational institutions in California, Michigan, Montana, and Pennsylvania, with the W.K. Kellogg Foundation providing financial assistance. The programs were designed to achieve three goals:

1. Increase participation in public affairs activities on the part of young men and women from rural areas who show potential for leadership.

2. Improve problem-solving and leadership skills of farmers and persons residing in rural areas.

3. Expand Extension programming at land-grant universities in the areas of public affairs education and rural leadership development.

The question that concerned educational policy makers and that led to and guided an assessment of the programs was: How did these programs affect the participants and the involved institutions? In 1976, an extensive four-state program assessment study was undertaken to answer this question by focusing on whether the major program goals were attained. The study's conclusions were based on data relating to changes in program graduates' participation in public affairs-related organizations, on graduates' evaluations of how the program experience affected the sponsoring educational institutions. The presentation focused on the results of the evaluation study, the design and content of the pilot programs, and current generation public affairs leadership development programs being conducted throughout the United States at statewide and local levels.
Leadership development is a growing concern among educators and appears to be a process of providing information to community leaders that will make them more effective. Colorado Mountain College is currently involved with one such case study that is entitled, "Building Better Boards for Community Organizations".

Building Better Boards for Community Organizations is a project that is being developed by five community colleges throughout the United States. The material that is being developed will be disseminated to at least one hundred other community colleges throughout the country by June, 1984. The project is being sponsored by the American Association of Community and Junior Colleges with funding by the W.K. Kellogg Foundation.

Colorado Mountain College was selected as the regional center for the Mountain Plains Region. The region includes the states of Idaho, Kansas, Missouri, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, Utah, Wyoming & Colorado.

The purpose of the program is to provide the boards of community organizations (elected boards as well as non-profit boards) with structured seminars, workshops, or other activities designed to strengthen and develop their skills in directing their organizations. CMC is able to custom design training activities for individual boards; offer general curriculum for all types of boards who have similar training desires; offer training for administrative staff working with boards; and, is able to provide technical assistance to board members and staff of boards.

Colorado Mountain College is using curriculum materials that have been developed by various groups throughout the United States. Some of these organizations are Junior Achievement, Big Brothers, Big Sisters, YMCA, United Way, Citizen Involvement Training Project, American Hospital Association, Voluntary Action Council, and the Girl Scouts. All of these groups have been funded by W.K. Kellogg Foundation in the past to develop curriculum materials for volunteer boards. The community colleges have access to these materials and have them available at each regional center.
The four other regional centers are: Community College of Allegheny County, Pittsburgh, Pennsylvania; Kellogg Community College, Battle Creek, Michigan; and a consortium of Piedmont Technical College, Greenwood, South Carolina and Trident Technical College, Charleston, South Carolina; and another consortium of Marin County Community College District, Kentfield, California, and Vista College of Peralta Community College District, Berkeley, California. The coordinators of the colleges met at Battle Creek, Michigan, to determine a model that will be tested and developed. The approved model, which consists of organization, promotion, implementation, evaluation, and replication, will then be used in the dissemination of information about the kind of training that will assist volunteer community boards. Each of the five centers is responsible for sharing the training model and providing technical assistance to twenty other colleges. The total funds that have been committed to this project by the W.K. Kellogg Foundation total $569,340 over the three year period with each center receiving $55,000.

A number of workshops have been offered nationwide. Titles of some of the sessions have been:

- Legal Liabilities of Board Members
- Legal Liabilities of Staff of Boards
- Organizing a Fund Raiser
- How to Take Minutes
- Board Orientation
- Goals, Objectives and Future Planning
- Board Membership: Who, Why, and How
- Working with an Auditor
- Budget Preparation & Monitoring
- Developing a Grant Proposal
- Board Roles/Administrative Roles
- Organizational Management
- Group Communication
- Parliamentary Procedure

Individualized board training materials have been developed for boards who have requested such help. Technical assistance has been provided to a number of individuals within groups. Some of these requests have been: how to structure by-laws, incorporation, tax exempt status, publicity, fund raising, and overall organizational
development.
The Building Better Boards project (BBB) will be institutionalized by the end of the grant. Curriculum will have been approved so all centers can use it; a certificate program will be established, and trainers will be trained in each geographic location of the college. This project will make community organizations more effective. It will help individuals of the community to become more involved with what is happening around them. It will make them more aware of their roles and responsibilities.

If you would like further information about this project, feel free to contact the BBB Coordinator at CMC, Walter Gallacher, 3000 114 Road, Glenwood Springs, Colorado, 81601 or phone (303) 945-7481 ext. 246 or contact Linda Kirwan, Supervisor of Community Services, West Area, at the above address and phone.
Two examples of developing graduate curricula in Community Development and Planning and Community Development from the base of community assistance programs were presented. The rationale for including course-curriculum development in the Kellogg proposal was also discussed.

1. Rationale of course-curriculum development in the WCRCP.
   1.1 To focus on the need for institutions involved in the WCRCP to change themselves in response to the educational needs discovered through the extension of educational services to communities. This may take the form of adapting existing courses & curricula, offering new courses, and/or developing a whole new framework of courses. Special attention should also be given to changes in methods, modes and techniques of creating learning experiences for students and community members.
   1.2 To recognize the need for developing supportive educational content and human resources for the field program. Studios, service learning, internship, etc. were discussed as examples.

2. Examples of curriculum development from the base of field programs.
   2.1 University of Missouri, 1958-67
   The presenter described a program he participated in as a staff member...a demonstration (self-supported by the University) for three years in providing assistance to communities in Missouri. The field program was then institutionalized into the General Extension-Cooperative Extension System statewide. The President of the University established a University-wide committee to plan a curriculum in Community development. The curriculum was designed, approved and begun in the fall of 1962, beginning with only two students and four faculty. The curriculum succeeded and currently admits approximately 20 students per year. An international training component was added to the Department of Community Development in the Fall of 1963, and has continued to be a major part of the program throughout the years.

   2.2 University of Colorado, 1967-present
   The presenter described a process in which he has participated in field service development and curriculum development since 1967. The University began a new program (Bureau of Community Services) in June 1967, funded almost totally by federal funds (Title I of the Higher Education Act of 1965). The program was expanded to include other institutions of higher education throughout the state. Various other research-service units (Community Design Centers & Center for Urban Affairs) were also spun off from the Bureau within the University. Elements of the Bureau and the other spin-off units were combined in 1975 to form the current Center for Community Development and Design in the College of Design and Planning at UCD.
2.2 Continued

In 1969 the field service unit provided support in the establishment of a graduate program in Urban Design at UCD. In the Fall 1971 a graduate program in Planning and Community Development was begun from the base of financial and human resources developed within the service program and some institutional support. The program began with one full time faculty Director, and $5,000 for part time instructors with 35 students. This degree program now has 5 full time faculty (+ part time instructors) and approximately 35 students are admitted annually.

The professional programs of the College of Design & Planning are supported by a strong research-service unit (CCDD) and vice versa. A viable complimentary relationship has developed between the academic degree programs and the research-service unit of the College, providing a base for educational community assistance that benefits both the College and the communities served.

**Conclusion:** One of the most permanent parts of an educational institution is its curriculum. Nothing is more vital to a dynamic curriculum than an outreach arm of educational service to the real world of subject matter described, analyzed and classified in the "halls of learning." Likewise, nothing is more valuable and permanent in its support to a field program than a faculty and student body interested in learning through service what their subject matter is and really means to people in communities.
APPROPRIATE TECHNOLOGY CURRICULUM
AT COLORADO MOUNTAIN COLLEGE
Larry Puleo

What is appropriate technology? Some define it as just good science; others define it as self-reliant, economical, gentle, resource conserving, labor intensive, inexpensive, accessible, efficient, durable, and/or understandable systems.

The Western Slope of Colorado is undergoing dramatic changes as the oil shale industry is developed. The semiarid nature and rural character present unique problems for industrialization and urbanization. Appropriate Technology will address problems of food, shelter, energy and water.

Development of an Appropriate Technology Village on the Spring Valley Campus will offer unique learning experiences and laboratory opportunities. The Appropriate Technology (AT) emphasis is established for students who are

1. concerned about alternative use of resources in a day of increasing scarcity, and

2. directed toward developing knowledge and skills for securing employment in fields related to shelter, food, water and/or energy resources.

The courses provide skills in such areas as application of solar energy, utilization of renewable resources, self-sufficient food production, alternative energy sources, efficient shelter technology and the interrelationships of these dimensions for developing small, self-sustaining systems.

In addition to the theoretical and scientific aspects of Appropriate Technology, the student will gain first-hand experience in designing and developing energy-efficient and cost-effective living environments.

The world and society we live in are undergoing dramatic changes at a pace more rapid than the experts could predict. Students will look at the future, acquiring skills to deal with this rapid change.

The curriculum allows students the opportunity to take courses in social sciences, fine arts, agricultural sciences, literature, humanities, recreation, and other vocational and liberal arts programs. For example, some electives available on campus include General Ecology, Solar Retrofit, Trombe Wall Retrofit, Wind Power, and Greenhouse Technology.
The courses related to the Appropriate Technology Emphasis
(1) provide essential skills for employment, and
(2) prepare the student for continued academic education if desired.

Students will study skills related to existing and emerging jobs. These include energy conservation specialists, renewable resource specialists, consultants, small agriculture specialists, energy auditors, design technicians, aquaculture technicians, community energy planners, Peace Corps workers, and other jobs requiring integrated, environmentally sensitive thinking.

Many job opportunities currently exist and new demands for people trained in these fields are constantly emerging in business, government and educational areas.

SOLAR TECHNOLOGY PROGRAM

THE PROGRAM

The Solar Technology program is designed to provide instruction to prepare individuals for employment in the rapidly growing solar industry. The major areas of study include: energy auditing, energy conservation, passive solar design and construction, solar hot water and solar hot air. Basic classroom solar theory and hands-on solar construction experience are both emphasized in the one-year (four quarters) program.

CAREER OPPORTUNITIES

The Solar Retrofit option focuses on the design and installation of renewable energy systems that can be applied on existing residential and commercial structures. Individuals completing this program option may seek employment in job roles such as energy auditors, solar technicians, solar system installers, solar fabrication, sales and solar maintenance technicians. The program option is also planned to provide for the upgrading of skills for individuals who are already employed in the solar field and related construction industries.
CERTIFICATION

Upon completion of the planned curriculum, the student is eligible to receive an Occupational Proficiency Certificate: "Certificate of Solar Technology".

PROGRAM DESIGN

This vocational program seeks to provide trained personnel for the expanding field of solar energy. The retrofit option is planned to deal with the existing housing stock in our community. 95% of all the dwellings to be inhabited in the year 2000 are already in existence. The vast potential for solar retrofits makes experienced people necessary for a smooth transition to a solar tomorrow.
TRAINING OF "SPECIAL FUNCTION"
COMMUNITY GROUPS
Bob Becker

This case study is designed in a format which outlines the problem, briefly
discusses some theoretical components of the problem area and suggests some
alternative solutions. The intent is that discussion will be generated among
those in the group which will help to identify some workable approaches to re-
solving the problem.

In nearly all rural communities in this country there exist needs which
can best, or perhaps only be filled by "special function" groups. I have chosen
this term to identify groups which share some very specific characteristics:

1. members of these groups are volunteers. There may be one or more
persons who do receive pay or all members may receive some pay, but
payment is not sufficient to provide a livelihood.

2. The function of these groups is considered to be vital to the community.
Were these groups not in existence their functions would need to be
performed in some other way.

3. The functions involved require some level of specialized skills which
are not generally possessed by the population at large and which need
renewal and upgrading at various intervals.

Volunteer fire departments, emergency medical services groups and police
auxiliary units are among the groups with which we are concerned.

The nature of rural communities is such that provision of these services
by full-time, professional staff is not financially feasible. Yet the demand
in skills upon rural volunteer groups changes rather distinctly with the intro-
duction of more advanced technological components in the rural community.

Two examples are offered:

1. In the community of DeBeque, at the eastern end of Mesa County there
has been considerable activity in the oil shale industry and also in
conventional drilling for natural gas. Last year an accident occurred
which caused an explosion and subsequent continuous ignition of gas
at a pumping/compressor station near town.

Several hours after the ignition the steel building which housed
this facility had been melted to the ground. Fortunately the location
of the pumping station was such that a minimum of danger to life and
property was created.
2. With the advent of highly sophisticated technological endeavors on the Western Slope there has also developed usage of extremely volatile and/or caustic chemical compounds in large quantities.

According to Lt. Lee Roy Johnson of the Grand Junction Fire Department these chemicals are carried on a regular basis along rail lines through and adjacent to small communities all over the area. If an accident were to occur the "special function" groups in these small communities would be the first respondents for assistance. Training of these groups to deal with these quantities and types of chemicals is virtually non-existent.

In approaching these training problems several things should be kept in mind:

-- At what level are these problems best dealt with? Federal, state, regional, local.
-- What agencies already exist which might be called upon to assist?
-- What sources of funding would be most appropriate to cover these sorts of training? You might best think of these three elements as design, performance and finance -- in that order.

Some solutions, or attempts, are already in place. Funding for the training of volunteer fire departments is currently available through the Area Vocational Schools on a formula of 1/3 state funding and 2/3 local funding. The total amount available in Mesa County for 1981-82 was $2,200. This amount was to service the state portion for thirteen volunteer departments.

Broken down by department this amount provided for one day-long session per month if the local community could provide $33.50 per month. In several communities this was not felt to be possible.

What are the solutions?

A. Maintain this sort of formula and expand it to other "special function" groups as deemed appropriate. (By whom?)

B. Provide fully paid training programs at legislative expense.

C. Provide fully paid programs at shared cost among the impacting industries and the legislature.

D. Direct community development efforts in local communities to help those communities identify the localized problem and work to remedy the situation from that direction.
E. Other ideas

It is not suggested that there is any correct answer to these problems. The purpose of this paper is to bring about thought and discussion to broaden the "solution inventory" of community development workers.
THE "DARE TO BE YOU" PROGRAM
Jan Miller

WHY?

The number of adolescents involved in smoking, alcohol abuse and other hazardous behaviors continues to increase.

Is there a way we could reduce these hazardous behaviors? We think, with community support, there may be.

Certain characteristics are common to young people who apparently avoid adolescent problems such as smoking, alcohol or other drug abuse.

These positive characteristics that seem to reduce young people's risk of developing problem behaviors during adolescence are:

- high self-esteem
- good self-responsibility and assumption of leadership roles
- ability to make decisions
- assertiveness skills (ability to say "no" under peer pressure)
- availability of good role models
- ability to make and keep friends
- peer support systems

The "Dare to be You" Risk Reduction Program is designed to encourage development of these characteristics in 8-12 year olds before they enter the adolescent years.

The majority of problem behaviors start in the early teens; so prevention training needs to be introduced before the child reaches 13 years of age.

HOW?

In the community:

Existing organizations are collaborating to provide community support as well as expertise in developing program materials and training the adults, teens, and 8-12 year old youth.

In the current developmental program the actively participating agencies are:

Weld County Health Department, Pat Campbell, Health Educator
Weld County Extension Service, Marion Krueger, Extension Agent, Youth
Colorado State Cooperative Extension Service, Jan Miller, Extension Specialist, Health, Program Coordinator;
Raleigh Brooks, Program Leader, 4-H/Youth:
Joyce Jordeth, Extension Specialist, 4-H
Colorado State University, Institute of Rural Environmental Health,
Margo Rosenkranz, Health Educator
Community agencies that have provided materials and assistance include the American Lung Association; University of Northern Colorado; Colorado State University, Departments of Education and Psychology; Colorado State Department of Health; Larimer County Health Department; and Poudre R-1 School District.

In the school:

Schools, many of which already offer a health education component to support the alcohol and smoking reduction effort, also support the program by improving the school environment.

In this model project, School District 6 in Greeley, through the Health Coordinator, Jean Mallet, will offer lifestyle awareness programs to promote positive school environments.

Other Weld County school districts who have also provided assistance are Gilchrist RE-1, Johnstown, and Windsor.

In the home and 4-H club:

Parents and 4-H leaders volunteer time and energy to participate in training workshops and make the programs available to their organizations.

The "Dare to be You" program is funded through a Risk Reduction grant from the Centers for Disease Control, Atlanta, Georgia. This money is provided to community programs designed for reduction of smoking and alcohol abuse.

For more information call the Risk Reduction Program Coordinator at 491-6692.

WHAT?

"Dare to be You" will provide special training and materials through a community network to parents, teachers, adult organizational leaders and teenage leaders. These materials, to be focused on 8-12 year olds, will provide activities on self-esteem, self-responsibility, decision-making and assertiveness; all designed to augment normal club functions.

The 8-12 year olds will also participate in workshops that give special training in decision-making, assertiveness (the ability to say "no"), self-esteem, and responsibility.

WHO?

The "Dare to be You" program is designed so that, once developed, it can be implemented in any community where there are youth organizations and community support. Currently, 12 Weld County 4-H clubs have been selected as a model for the development and evaluation of the program's effectiveness.
"How about a horse race?" "Fine but who's going to do the work and where are you going to find the front money?" These are just a few of the questions brought up in Rifle when someone proposed more utilization of the Garfield County fairgrounds race track.

The Chamber of Commerce was confronted with the idea and opposed it, stating that it would never work in Rifle. The County Fairboard discussed it and felt it would work and therefore asked the County Commissioners for support. They felt it was too large a gamble and couldn't legally put up the money. At this time, the Fairboard was getting discouraged with the negativism, and a portion of the board decided to invite area horse people and selected leaders of the community to discuss the idea. They agreed to the idea and set up a private non-profit corporation charging $25.00 membership fees. The State approved them in 1977 for two weekends of horse racing.

Now after six years, using sixty volunteers per day and with an active volunteer board, the Western Slope Racing Association has put a lot of financial support into the County and community. Today, Rotary, pre-school parents groups, ambulance service, sheriff's posse, a school class, a sorority and the Fairboard are all winners in the six day event over a three week-end period. Each horse is estimated to bring into the economy approximately $33.00 per day for gas, feed, food, lodging, tack, clothes, services, etc. With one hundred sixty horses for twenty-five days in 1982 this was a substantial dollar brought into the community. This is supported by businesses, friends, donors and a lot of community work with profits ear-marked for Fairgrounds improvements. Plus it has pulled together volunteers in the area to work together and play together for a mutual benefit-The Community and Fairgrounds. $16,000 has been spent on the fairgrounds in 1982 for a new Exhibit building that wouldn't have been possible without such efforts.
It now draws people from Grand Junction, Craig, Vail and Aspen for enjoyment and community togetherness where people are enjoying horse racing more all the time.

With an abundance of horses in the area, a special horse clinic was held this spring. Finances are hard to justify for a special program for a specialty group so all horse show organizations, 4-Hers, hobbyists, producers and other interested people were urged to attend the event which covered nutrition, training, showing and management for all breeds. Seven hundred brochures were mailed on an area wide basis, and approximately one hundred people attended. That's Community Development in Garfield County that is leading to broader entities.
INTEGRATION: HOME ECONOMICS AND COMMUNITY RESOURCE DEVELOPMENT
Laurel Kubin

In developing a case for integrating the professional fields of Home Economics and Community Resource Development, at least in Cooperative Extension work, let me first describe a few similarities between the two. The clientele, the methods used, and especially the purpose of program, are very much the same.

Needless to say, all communities are composed of individuals and families. It is the well being of and quality of life for those individuals and families which provide the focus for the profession of home economics.

Home economists are the primary professionals speaking for the health, safety, growth and development of those individuals and families as whole persons or whole units. Home economists work with and for people in developing their coping, management and technical skills throughout their life span. Developing and maintaining a quality of life built upon values, standards and goals is the focus of development through Home Economics programs.

I believe that Community Resource Development's purpose is the same as this, but on a broader scale. The community and its resources are the focus for Community Resource Development work.

It is crucial that we identify what the resources are that we have to develop, whether from an individual, family or community standpoint. Typically, we think of money, time and energy as resources. Individuals have these. Families have these. And so do communities.

There are other resources which we can list, also common to all three sectors: (and all that occupies it)

knowledge
other people
goods
services
leadership potential
The common thread running among these resources is the possibility of developing them into something of quality for the good of the individual and/or the whole. The "whole" of course, is comprised of individuals and/or families in either a community setting or, is at least, a grouping of individuals with a common sense of "community".

Other similarities of work in these two professions, Home Economics and Community Resource Development, are that efforts are focused toward meeting needs, first of all. Secondly, education is a vital function of both professions. And thirdly, in both areas, one desired outcome is development of leadership potential.

To give you an idea of how I personally have been involved in both Home Economics and Community Resource Development work simultaneously, let me site an example.

Several years ago, the Eastern Impact Advisory Committee in Rio Blanco County identified the potential need for child care facilities and/or arrangements in Meeker. Being involved with children and families through Home Economics programming, I was asked to chair a committee to investigate this need. The committee, composed of agency personnel, day care mothers and child care consumers, documented the situation by collecting statistics from energy companies, schools, and various other places. Plus, they enlisted the volunteer help from the Extension Homemakers who conducted a survey by telephone to document the extent and type of need for child care services. Fortunately, the opening of a child care facility by a private party came about following this documentation phase and no further action was necessary at that time. Yet, I feel that this is a good example of an individual/family concern which is also a community concern. The actions taken were from an individual family standpoint as well as community standpoint. Many individuals were educated in the process, leadership was developed in a few, and we were working to develop common resources. In a situation such as this, is it not difficult to define the fine line between Home Economics and Community Resource Development programming?
Other examples of integrated Home Economic/Community Resource Development programming in which I've been involved include the development of a mental health service, public health office, Human Resource Council and a health care systems design. Another good example is the Family Community Leadership project currently underway in several western states. I would be happy to further discuss any of these projects with interested individuals later on.

To conclude, I adhere to the philosophy that most, if not all Extension work, can appropriately be called Community Resource Development work. There are many home economists working to develop community resources, yet their focus is on Home Economics, not Community Resource Development. Yet, the desired outcome is the same.
A. Purposes:
1. To use faculty and student expertise for community problems.
2. To provide real world experiences for students.
3. To provide realistic teaching opportunities for faculty.

B. Differences between student projects--internships:
1. Internships--purpose
   a. Overall educational experience with agency/organization to give overview of operations.
   b. Not just job experience or labor.
   c. Agency/organization must meet experience/supervision requirements.

2. Student projects:
   a. Class assignment or volunteer.
   b. Must be completed during semester class.
   c. May be team or individual.

   Many of our projects have been in design by LA students. They are not required to do internships.

3. Graduate student projects:
   a. Grad students not required to do internships.
   b. Any project must meet thesis or professional paper requirements.

C. Class project types:
1. Park and open space system planning:
   a. Team project.
   b. Develop plan.
   c. Product - report.

2. Design projects:
   a. Class, team or individual.
   b. Senior projects - year for thesis project.
   c. Develop designs - parks, waterfronts, downtown renovation, malls, trails, historic preservation, etc.
   d. Products - designs, slide presentations, sometimes reports.
D. Operation:

1. Direct with town:
   a. Request - from town or Extension or whoever.
   b. Preliminary meeting with town official to determine scope of project.
   c. Meet with faculty and students to determine if possible as class, team or individual project.
   d. If find faculty, student(s), arrange meeting with them and local officials, etc.
   e. Develop Memo of Agreement between Department and town - scope of work, budget, etc. Have signed.
   f. Proceed with project. Full steps later.

2. If WCRCP - Dept. Local Affairs project:
   a. Letters of request from towns outlining project.
   b. Meet with CCDD staff for project selection.
   c. Meet with faculty-students to determine if project possible.
   d. If yes, develop scope of work, budget, etc.
   e. Submit to CCDD as subcontract to their overall contract with Dept. Local Affairs.

E. Project Operation:

1. Preliminary meeting with local officials to determine scope of work.
2. Students do fieldwork - site analysis, etc.
3. At CSU - students develop project goals, objectives, preliminary designs.
4. Preliminary design presentation to local officials, interested persons, etc., for feedback.
5. Students develop final designs, slide presentations, etc.
6. Presentation of final designs or plans at public meeting.
7. Development of report - 5 copies to CCDD; 20 copies to town; 20 to Schler; 10 in Department.

F. Project Management:

1. Financial control:
   a. Budget preparation - no salaries, only expenses.
b. Separate account for each project.

c. Control - Request form signed by faculty - IMO or RP
   signed by me - copies returned - Constant knowledge of
   expenses.

d. All records submitted at end of project for billing.

2. Student management:

   a. Faculty member accompanies student on all trips using
      University vehicles. Permits coverage by University
      insurance.

   b. If student wishes to drive personal car, will pay gasoline,
      but must use own insurance. (To ski, etc.)

   c. Have meeting with students to establish procedural-behavioral
      rules.

G. Project Manager:

1. In charge of communications.

2. Financial control and responsibility.

3. Handle scheduling details - vehicles, lodging, meetings.

4. Keep records, files, etc.

5. Establish and monitor deadlines for work completion and
   presentations.

6. Accompany on some presentations--faculty member accompanies on some.

7. Faculty member grades students on quality of work. I grade
   students on efficiency, project accomplishment, presentations,
   etc. We combine the two for final student grades.

8. Have established project room which I maintain and oversee.
   Drawing tables, light table, etc.

H. Problems:

1. Time frames:

   a. Semester schedule - no summer work.

   b. May not always fit community time frame.

   c. Project must fit what is being taught that semester.

2. Faculty time - travel time, schedules, no extra money or release
   time.

3. Faculty teaching desires vs. community needs and expectations.
   These must mesh or be compatible.
4. Distance - travel and communications

5. Towns not always prepared. Items they must supply:
   a. Maps - building-street locations, utilities. If specific site design, contour maps - 2' contours.
   b. Aerial photos - known scale.
   c. Property boundaries must be marked on ground.


7. No direct line authority with faculty. They can turn down projects or say "No more."

I. Observations

1. Lots of fun - students are fun to work with. Fun to work with community people and other professionals.

2. Have feeling of accomplishment when project is finished - service to community - good experience for students - immediate reward.

3. Community people willing to work with students. They learn from each other.

4. Must impress they are "student projects" - not professional consulting. Will not accept projects for faculty to do.
Some major concerns in doing a needs assessment were reviewed and participants gave examples of their experiences of being involved in need assessment efforts.

Major concerns:

1. Who is the needs assessment being done for:
   1.1. "In-house" - for our own use in setting priorities and program planning.
   1.2. Assisting other groups & organizations in conducting needs assessment studies.

2. Who is going to be the target of the information obtained?
   Stress was given to involving the relevant parties in the study process who will eventually use and be affected by the study results...program recipients, policy makers, resource allocators, providers of service, etc.

3. How will the study results be used?
   Is this part of a routine of program planning, or is a new process being introduced into a system unprepared for reordering priorities and reallocating resources? Has the timing for the study been considered - is it being done after resources have been allocated, creating difficulties in changing priorities and allocation of resources, or is it preceeding a time schedule of annual budget decision making or program planning, etc.

4. From whom will the information be obtained for the study?
   4.1 Secondary data sources; census, agency records, etc.
   4.2 The providers of services.
   4.3 The recipients of services.
   4.4 "Knowledgable" people, familiar with the people, programs and resources or Possibly all of the above.

5. What research methods and techniques are best to use? It all depends on the answers to the above questions, the "know how" and resources available. Some possible options discussed were; secondary data, participant observation, ethnomethodology, nominal group process, questionnaire surveys and interview surveys.

6. How can there best be a follow through from the study to decision-making?
   -Build a system of study that is tied to decision-making systems.
   -Assume that the study system develops "valid knowledge" from the perspective of the users.
   -Do the study in an orderly, timely manner & document the results in a readable, understandable manner.
TECHNIQUE 1
THE ATTITUDE-SURVEY APPROACH: WHAT DOES IT INVOLVE?

Purpose: To elicit information from a wide range of community residents concerning issues pertaining to their well-being via their responses to specific questions included in an interview schedule or questionnaire.

Approach: Information (data) is gathered through the means of a carefully developed instrument administered to individuals identified via a sampling procedure.

Basic Requirements: At least some training or experience in the construction of survey instruments is recommended (e.g., writing clear and precise questions).
At least some training or experience in sampling techniques is recommended (e.g., some consideration should be given to selecting the most appropriate sampling design given the nature of the study).

Some Types of Surveys: Personal (face-to-face) interviews (e.g., the decennial census interviews)
Telephone interviews (e.g., used by many opinion pollsters)
Mailed questionnaires (e.g., often used in university research)
The three types of surveys can often be compared in terms of: 1) cost of implementation; 2) time needed for completion; 3) rate of refusal and; 4) the extent and type of training needed by supporting staff

ADVANTAGES AND DISADVANTAGES OF THE ATTITUDE-SURVEY APPROACH

ADVANTAGES
1) Perhaps the best approach for eliciting the attitudes of a broad range of individuals
2) The data obtained is usually valid and reliable.
3) Elicits information from individuals who may be the recipients of services initiated as a result of the findings. It therefore elicits information from individuals who are usually in a good position to critique present services.
TECHNIQUE 1

ADVANTAGES
4) Responding to survey questions often gives individuals a feeling they have a voice in the planning process.
5) An excellent technique to use in conjunction with other systematic needs-assessment techniques

DISADVANTAGES
1) This approach is often the most costly of all approaches.
2) Individuals are often hesitant to answer questions. Individuals who so answer questions often answer them in the most desirable way. (i.e., perhaps their answers represent what they think the authors of the survey want to hear, not necessarily how the respondents really feel. This is a particular problem with interviews.)
3) Surveys are often "one shot" affairs. For example, persons responding to a health needs survey in 1975 may not be resurveyed in 1976, 1977, etc.
4) Individuals' attitudes can change rapidly. Attitudes can change due to a variety of "intervening factors" (e.g., popularity of President Nixon in November, 1972 and popularity in the spring of 1973).
TECHNIQUE 2

THE KEY-INFORMANT APPROACH: WHAT DOES IT INVOLVE?

Purpose: To elicit information from those community residents who, because of their professional training and/or affiliation with particular organizations, agencies, or associations, are in a prime position to know what the needs facing the community are likely to be.

Approach: A brief interview schedule or questionnaire is developed by one or more sponsoring organizations, agencies, or associations, and administered to community residents identified as "key informants." The data derived from these schedules can be used by the sponsoring group to obtain a more comprehensive viewpoint of what the needs facing the public are. After the data from the questionnaires or interviews are collected and organized, the sponsoring group may want to "feed back" the findings of the survey to the key informants who participated. In this way, the sponsoring group may obtain additional insights into public needs.

Types of key informants:
- Elected officials (e.g., mayors, councilpersons, etc.)
- Key persons in institutional areas of the community (religious leaders, bankers, public safety officials, school administrators, hospital administrators, etc.)
- Agency administrators (e.g., social service department)
- Leaders of public service organizations (e.g., Chamber of Commerce, American Cancer Society, etc.)
- Professionals in specific service areas (e.g., physicians, lawyers, school faculty, etc.)

How to implement the Key-Informant Approach:

(a synopsis)

1. Compile a list of "key informants" by name.
2. Decide how you want to elicit information from these key informants--via questionnaires or interviews (perhaps both)
3. Construct a brief questionnaire and/or interview schedule which can be used to obtain the information you need.
4. Gather data. (Discussed below)
5. Organize data.
6. Interpret data.
7. Schedule a meeting with your key informants.
7. Present the findings of your study to them.
   Compare your interpretations of the data to
   their interpretations of the data.

   How to develop the
data collection instrument:
   (A synopsis)

   The instrument should consist of at least
   4 types of questions:
   1. Background information on the respondent.
   2. Perceptions (attitudes) concerning the
      well-being of the public pertaining to
      the specific issue(s) at hand (e.g.,
      mental health).
   3. Perceptions (attitudes) concerning what
      is currently being done about meeting
      these needs.
   4. Ideas as to what should be done about
      meeting needs that are not currently
      being met.

   How to interpret
   the data
   (A synopsis)

   1. Since the data were obtained for specific reasons,
      the data should be organized for analysis in the
      same manner. That is, the responses of the key
      informants should be organized in terms of what
      they think the important needs are, what is currently
      being done (if anything) to meet these needs,
      and what (if anything) should be done to meet
      needs not currently being met.

   2. Analyze the data from a "vested interest" perspective.
      In other words, ask yourself:
      --Are the needs identified by the key informants
         the same as what my organization, agency or
         association considered as needs?
      --What is my organization, agency or association
         doing to meet these needs?
      --What can my organization, agency or association
         do that we are not presently doing to help
         meet identified needs?

   3. Schedule a group meeting with all the key informants
      and "feed back" the findings as organized in
#1 above. Compare their interpretations with ones you've arrived at by going through the process outlined in #2 above.

ADVANTAGES AND DISADVANTAGES OF THE KEY-INFORMATION APPROACH

ADVANTAGES

1) Offers one of the easiest and least expensive ways to systematically assess needs.

2) May help initiate (or strengthen) the lines of communication among service organizations, agencies, and associations.

3) Discussion of the findings with the key informants promotes insights for all concerned.

4) The data collection instruments are usually easier to construct than those associated with the Attitude Survey Approach.

DISADVANTAGES

1) The information derived from this technique may represent a "biased perspective": information is typically elicited from "providers of services" (as opposed to the "consumers" of services).

2. The information derived from key informants often represents the perspectives (and biases) of the organization, agencies, and associations with which these informants are associated.

3) A group meeting held to "feed back" the findings of the study to the key informants may only work to rigidify a "provider" bias in terms of clarifying what the real needs are.

4) Some of the weaknesses associated with the Attitude Survey also apply to the Key Informant Approach where persons are also asked to complete questionnaires or respond to interviews.
TECHNIQUE 3
THE PUBLIC-FORUM APPROACH: WHAT DOES IT INVOLVE?

Purpose: To elicit information from a wide range of community residents concerning issues pertaining to their well-being and perceived needs via group discussions taking place at a series of public meetings.

Approach: One or more organizations, agencies, or associations sponsor a series of public meetings (forums) during which time the participants discuss what some of the needs facing the community are, what some of the priority needs are, and what can be done about these priority needs.

Who should attend forums? Open invitation (encourage all members of the community to attend)
Special invitation to "key informants," such as those types previously considered under the Key Informant Approach

How to implement the Public Forum Approach:
1) Develop a list of discussion questions that will serve as the basis for group discussion. Start the process of preparing the discussion questions by thinking very broadly. Such questions as:
   What are the most important needs facing our community?
   Why are these important needs?
   What have we done to help meet these needs in the past?
   Where have we failed in the past in our attempt to meet these needs?
are broad enough, yet pertinent, so that most community residents (and those participating at the forum) should feel free to address the issues without too much difficulty.
2) Select a strategically located place for the initial meeting. Try to select a meeting place that you feel will be conductive to the open interchange of ideas. Large assembly halls, for example, are not usually the most appropriate settings for open discussion. Also, select a site that is geographically and socially acceptable to all segments of the population.

3) Publicize the purpose, date, and place at which the forum will be held. Use the media as much as possible.

4) The group sponsoring the initial forum should take the initiative in conducting the first meeting. A person representing the group should be responsible for communicating the purpose of the forum to those present and what the meeting hopes to accomplish. Another person representing the sponsoring group should be responsible for recording the ideas and suggestions of those present at the meeting.

5) After stating the purpose, objective, and "group rules" for the initial forum, the discussion leader should pose the questions prepared in advance to the audience. Encourage the open discussion and interchange of ideas.

6) If the participants are on the right track, you'll find that recommendations for topics to consider and/or directions to consider for the next meeting will "come from the floor." Whether or not this occurs, the convener should make sure an "ad hoc" committee of participants is organized to plan for the next meeting.

7) Make sure the recorder gets the names of all the participants so they may be personally contacted prior to the next forum.
8. Recognize that unlike the other needs-assessment approaches discussed thus far, you'll probably need to "play it by ear" more with the Public-Forum approach. Be well prepared for the initial meeting. Then let the participants join with you in planning for future meetings. Your goal is to learn from them by permitting them to get involved in the needs-assessment process. And the Public Forum approach really is a process, not a "one shot" affair.

ADVANTAGES AND DISADVANTAGES OF THE PUBLIC-FORUM APPROACH

ADVANTAGES
1) Offers a good way to elicit opinions from a wide range of the citizenry (like the Attitude-Survey Approach).
2) Provides an opportunity for citizens to actively participate in the needs-assessment process (usually to a greater degree than via the Attitude Survey Approach).
3) Participants in the forums may offer able assistance to decision makers after the needs-assessment process is completed.
4) Often contributes to enhancing the lines of communication between the "providers" and "consumers" of services.
5) Perhaps the least expensive of all the systematic needs-assessment approaches. It is also one of the easiest to implement.

DISADVANTAGES
1) The burden will be squarely on the sponsoring organizations, agencies, or associations as to encourage participation.
2) Participants in the forums may actually represent a variety of "vested interest" groups.
3) Participants in forums may use the sessions as a vehicle to publicize their grievances ("gripes") about the sponsoring group.
4) The forums may bring about unrealistic expectations in the minds of the participants in terms of what "providers" can do to help meet needs.
TECHNIQUE 4

THE SOCIAL INDICATOR APPROACH: WHAT DOES IT INVOLVE?

Purpose: To obtain insights about the well-being of people through the analysis of non-attitudinal statistical data.

Approach: The organization(s), agency(ies), or association(s) engaged in the needs-assessment process, look(s) to available statistical data as the source of information. These data may come from such sources as the U.S. Census or reports of state agencies. An attempt is usually made to identify key variables (e.g., mean (average) family income) that have information value from a needs-assessment perspective (i.e., data pertaining to these variables can tell you something about the well-being of people). It is desirable that the data for these variables represent more than one point in time (e.g., mean family income in 1960 and 1970) so that some evaluation can be made about the changing nature of well-being.

How to implement the Social Indicator Approach: It is often a very difficult and time-consuming process to collect the types of non-attitudinal statistical data which are useful for needs-assessment.
Introduction:

Indeed, it should be noted at the outset that there are many approaches to service-learning, and to a whole family of experiential approaches to education and training. The array of topics within these is also quite broad, having been expressed in whole volumes and at many professional association meetings. If I skew my remarks in a certain way, it is because I have not attempted to learn about or reflect upon this field in a comprehensive fashion, but have ironically applied the basic concepts of experiential and service-learning in my own case.

The issues I wish to present are therefore ones that have emerged in my own experience as both student and teacher. They are presented as unanswered questions, as matters which await improvements, and certainly I look forward to joining with each of you in a on-going search for advancements in the field.

Foundation:

The claim has been made that there are three great or principal approaches to knowledge -- its discovery, its dissemination, and its application. For some educators, the daily work is caught up primarily in just one of these, for some perhaps two. For the service-learning practitioner, these involvements with knowledge cannot be separated, but in fact remain interdependent and co-existent. For knowledge can be discovered, shared, and used in most every service-learning situation. For me, the first important perspective is the necessity of developing educational structures and processes which allow and encourage the interaction of these three great activities. Without this we can easily get caught up in the primacy of teaching, or research, and typically service is last, if there at all.

Since I assume that we share much in common, I will not spend time on the issue of the fundamental merits of field learning as an acceptable pedagogy. It suffices to say as a starting point that college and communities need each other, that there is a reciprocal relationship between these two social institutions and that it can become explicitly manifest in the process of service-learning. This is a cooperative enterprise, not a one-way function -- with merely the student gaining by "using" the community, or communities simply employing students as cheap labor. Increasingly, in every discipline it has become acceptable
even natural, to establish experiential and field-based learning programs and opportunities.

To the Issues:

1. A fundamental mistake is for the student or anyone else to think of the field experience as just "work." It is work and learning. (Creative enjoyable work is often described in terms of personal growth & development.)

2. Learning must be conscious or reflective not happenstance. Contracts or goals are helpful in establishing an interdependent relationship between experience & learning. The most formidable barrier is to establish procedures for meshing the two continuously.

3. When we think of "service" learning, we are typically involved in some manner, however tenuously, with a community, public agency, or government representative, with a local need or policy-related issue. This raises the question of auspices -- either there is a:
   a) specific client relationship;
   b) or a significant social issue not sponsored explicitly by a local community (examples)

4. Besides the immediate agency or client, or social issue there is the important concern with community context, socio-cultural milieu, social setting and economic background, etc. Much is lost by the student if we narrowly establish the placement as a school, a town hall, a mental health center or any other work place devoid of its situated environment.

5. Who guides (or directs) the service-learning experience? A basic question about its structure and openness arises in considering the nature, goal, and parameters of the service-learning experience. Negotiations should occur to achieve appropriate goals and performance objectives, participated in by community, faculty and students. Each has a proper role. It is my belief that students learn more if they are part of designing the service-learning project. They must share in setting learning
goals, otherwise the central purpose is lost.

6. Many people, community representatives, and professionals alike, while they may understand the basics of personnel supervision, tend to choke up when faced with a student. Somehow, there is a feeling that the ground rules are different in a major sense. Confusion arises as to the "staff" role of the student. Are they volunteers? Do they get a coffee cup with their name on it? Supervisor orientation is crucial.

7. Multiple frameworks are useful in forming and guiding a service-learning experience.
   --Classes of 15 or so weeks duration--one format begins with several weeks of conceptual formation, followed by an 8-10 week field project--also a class can be designed as an extended practicum with the early weeks given over entirely to project development.
   --Short-term internships often in conjunction with a cooperative education program enable a more intensive, full-time community placement.
   --Long-term internships, as exemplified by the University Year for ACTION, promote a greater involvement with community settings.
   --Community development projects, where the orientation is to building a local capacity to improve a social situation, are also meaningful alternatives for many students. This approach requires somewhat greater student preparation and deeper involvement by the faculty member. Questions can be raised concerning the support system needed by both student and faculty in CD/service-learning, especially to insure continuity through the academic calendar.

8. Many questions revolve around curriculum linkages and support. It is my belief that a strong anchor in an academic component is essential. Sometimes this is not the case, and the result is that little measurable influence is made upon the institution as a whole, and service-learning remains ad hoc or marginal to the college
or university.
Another question pertains to the use of existing courses. If these can be adapted then a redirection of these resources may be more practical. Also it might be necessary to develop new curricula to supplement a current program. My experience has been that some form of linkage to an existing program is preferable to starting a whole new effort given limitations in resources.

9. A service-learning curriculum model has been developed using five existing and two new courses at Ft. Lewis College. I want to emphasize here the themes which we have attempted to establish within the overall curriculum.

--The core structure represents a linkage between human service, community development, and sociological reflection. Obviously, service-learning can proceed from many perspectives but should be based in some major discipline or have a clear interdisciplinary context.

--The seven courses represent distinct skill and knowledge areas to support various types of service-learning experiences and are view in a holistic manner.

Soc 110 - Social Action & Human Services
--introduction to social involvement & the helping process;

Soc 220 - Field Techniques
--methods of studying social & community settings and the actions taking place there;

Soc 317 - Social Change & Human Service
--an indepth examination of the helping process in organization & community frameworks;

Soc 320 - Social Science Practicum
--a guided group service-learning experience, including project design & critique;

Soc 420 - Sociological Analysis of the Southwest
--a focus on the more general issues of the Southwest U.S., with an emphasis on social policy formation;
Soc 390-A - Community Development & Design (new)
-an introduction to social, physical & economic characteristics of community, & the basic processes and issues of planning & design;
Soc 390-B - Communities of the Southwest (new)

10. From this curriculum, but certainly from a variety of service-learning approaches, students can have experiences which focus upon: social issues clarification, direct service or helping, applied research, program or resource development, community development (many ways), research, planning, design, communications & others.

11. Some means of evaluation must occur. I find the following to be helpful:
--a field notebook or narrative
--a final project report which refers or ties back to the learning goals or contract
--a portfolio, or scrapbook of collected documents, pictures, etc.
--a final oral report to the whole group or class
--a descriptive evaluation by the supervisor, oral and written

SUMMARY:

Service-learning is based upon the principle that education can come from a direct experience with helping, that in fact some forms of learning can best be maximized in a community setting.

It has been my experience that service-learning enlivens the classroom and is a strong social change stimulus to academic programs. Also, it is a means for student-teacher co-learning and creativity. It is not merely a means for colleges to meet their public service responsibilities, but concomitantly becomes a process of institutional innovation.

Sam Burns, Office of Community Services & Department of Sociology and Human Services, Ft. Lewis College
DEALING WITH DIFFERING VALUES AND INTERESTS IN COMMUNITY SETTINGS
Michael Preston

SOME PRINCIPLES:

1. Value & interest groups are naturally protective of their uniqueness and autonomy.

2. A primary community development goal is to build bridges between these groups which allow for the flow of communication and collaboration without threatening any group's integrity.

3. If these bridges are carefully built groups can safely participate in the larger values and interests of the community while maintaining natural group ties. The goal in a healthy community is unity in diversity.

SOME ILLUSTRATIONS:

On the next page is a physical map of the Dolores River Project in Southwestern Colorado. Superimposed on the physical features of the project are four distinct value/interest groups:

--dry land farmers
--ranchers and hay growers
--townspeople
--and, the Ute Mountain Indian Tribe.

SOME QUESTIONS:

How do the values and interests of these groups vary, and what do these groups have in common?
A CASE STUDY

All of the four groups are affected by the Dolores Project, but the interests of each group vary. Interests include not only what each group hopes to gain by the project but what they hope to avoid. To maximize project benefits bridges need to be built between all of these groups so that they can support each other in achieving each group's goals and avoiding each group's pitfalls. For purposes of this discussion, I would like to focus on a bridge currently being built between the townspeople of Cortez and the Ute Mountain Ute Tribe. I will present a series of basic steps in the bridge building process. Where necessary, I will illustrate steps with case study material.

1. Begin by establishing rapport and trust among both groups by making yourself useful and getting to know group members. **Illustration:** I had worked with Cortez area officials and townspeople in preparing an impact assessment study which was used to negotiate impact resources from an energy company developing a project in the area. I had coordinated a management training program for Tribal people. In both cases the attitude towards the product was positive. More importantly, I had established conversational relations with members of both groups.

2. Explore the attitudes of the groups towards each other. **Illustration:** In casual conversation I brought up one group to the other and listened for the particular history of group relations paying attention to the rationale for any mistrust or stereotyping.

3. While maintaining a neutral stance, begin to question negative attitudes of each group with positive illustrations from your own experience. Begin to point out how some misunderstandings are based on the uniqueness and integrity of each group.

4. Listen for individuals that do have credibility within the other group. **Illustration:** Now, Harry, he's not like those other people, he's...Affirm the fact that, yes, Harry's a good guy, and there's a lot more like him in that group. Suggest some by name.
5. Look for an opportunity to collaborate by forging common interests.

Illustration: An engineer who had done a water study for the Tribe and was also working for the City pointed out that if the M & I pipeline were designed right, the City could treat the Tribe's water and route the pipeline so as to save the City from having to replace some worn out mains. I confirmed this with the City Manager.

6. Identify within each group, legitimate representatives to collaborate.

Illustration: The Tribal Council had appointed a Water Task Force to which I had provided development and training support. The Task Force reviewed the opportunity for collaboration, presented it to the Tribal Council who, by resolution, authorized the Task Force to begin negotiating with the City. The City Manager then asked for City Council volunteers to collaborate with the Tribe.

7. Stage the first interaction of the group representatives so that both groups will be comfortable.

Illustration: In this case, a lunch, which fortunately involved "high credibility" individuals from both groups.

8. Work with both groups before the encounter to set the stage for a productive meeting.

Illustration: Outcomes were projected that were satisfactory to both groups, and the City Manager and I agreed on how the meeting would be conducted.

9. Arrive at a clear-cut plan of action and work with both groups to insure follow-up.

10. Look for opportunities to publicly confirm the new alliance.

Illustration: Both groups were concerned about escalating repayment costs. The Colorado Rural Council held a meeting to air local concerns at which representatives of both the Tribe and the City Council jointly presented their repayment problems. Joint testimony was reported in the newspapers and a series of positive responses
from the Water Conservancy District and the Bureau of Reclamation followed. The City and the Tribe are now serving with Conservancy District members and representatives from other towns on a committee to solve pipeline repayment problems.

CONCLUSION:

As a community developer you are looking for and trying to facilitate encounters between value/interest groups in which cooperation brings success by benefiting both groups.

There is an interplay between the personal and formal aspects of this process which can be summarized as follows:

1. You must be personally acquainted with the people and values of both groups.
2. You must understand the interests of both groups and look for points of collaboration.
3. You must help manage the interpersonal aspects of the initial collaboration effort so there is enough comfort and trust to effectively approach the formal negotiation of interests.
4. You must make sure that the formal process is focused and organized so that collaboration brings benefit to both groups.
5. Success breeds close social relations and interpersonal comfort so that future interest issues can be approached more easily and without the necessity of your involvement.
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* Area Code for Colorado (303)