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ABSTRACT

The way in which student services can meet the needs of a small segment of the student body who need extensive and intensive developmental work is considered as part of the American Council on Education's Higher Education/Comprehensive Employment and Training ACT (CETA) Project, which was supported by the Fund for the Improvement of Postsecondary Education. It is suggested that student services must continue to expand its role in working with nontraditional students, and that CETA funding and CETA-eligible students have challenged higher education's adaptability in programming and service delivery. One area of adaptation is instruction: student development courses are being integrated into the curriculum. Three major clusters of courses can be identified: courses in human development, life planning, and personal understanding; courses emphasizing independent study and experential learning; and remedial, affective, and behavioral education courses. Colleges and universities have been able to bring their experience with curriculum development, career counseling, and support services to the disadvantaged student. On the other hand, CETA has provided a previously untapped source of students and additional revenue. The partnership has also created benefits for the non-CETA student, especially various nontraditional students who have benefited from new formats, curricula, and extended services. Many students have profited from materials and equipment provided by CETA funding, and faculty have benefited from the opportunity to work with nontraditional students. The relationship between student services and CETA programs is discussed, and seven case studies are presented. (SW)

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July 1982

Joel D. Lapin, Director, Higher Education/CETA Project

STUDENT SERVICES FOR CETA PARTICIPANTS

By Pennie Cohen and Don W. Nance

INTRODUCTION

Whether by original mission or by the struggle for survival, higher education is increasingly receptive to the education and training needs of non-traditional students. The range in age, ability, motivation, and financial circumstances of students continues to grow, as do the length, breadth, depth, and types of curriculum. The challenges and rewards of the present and future await the institutions and individuals responsive to these changes.

Just as the source of federal Comprehensive Employment and Training Act (CETA) funds and the population of 18- to 24-year-olds have decreased, several other populations have increased. Students are returning to higher education after some time away from formal schooling. These students frequently are more goal directed, mature, and motivated, and they expect more adult-to-adult interaction. Women of all ages are pursuing education and training in an ever widening number of areas. Overt barriers have been lowered, and minorities look to colleges as a path to expanded opportunities and as a source of remediation. Technological changes, economic changes, and social and geographical mobility cause more people to look to colleges for preparation for meaningful work. Business and industry have need for a trained, competent, educated workforce. The current and future working relationships among the student, the college or university, and the private sector are ripe for creative cooperative programming. In these relationships student services exert a critical influence, affecting the recruitment, enrollment, development, retention, and placement of these students.

THE TRADITIONAL ROLE OF STUDENT SERVICES: A BRIEF LOOK BACK

Student services developed, in a sense, from the recognition that students had lives and needs outside of the classroom. This recognition was particularly keen when the bulk of the students were away from their parents. From the Dean of Men appointed at Harvard in 1890 (a Dean of Women began work in 1898) through the 1940's, the field of college student personnel grew in number and in scope.¹ The dominant philosophy in the field was the famous *in loco parentis*. Student services was designed to house, feed, discipline, counsel and advise the maturing adolescent and to encourage performance of which a parent would be duly proud.

Allied with the "guidance movement" in secondary education, student personnel training programs were customarily housed in the College of Education and included some generic counseling and program development components.² The alliance with "guidance" also resulted in staff being trained in learning theory, testing, and other aspects of educational psychology.

World War II impacted upon innumerable aspects of American life, including student services. *In loco parentis* became meaningless for mature, married veterans. The expectations of returning veterans for quality psychological, financial, and health services impacted upon the kinds of services seen as a legitimate function of student affairs personnel. Learning theory and testing skills were increasingly called into play in assisting students in assessing themselves, developing their interests and skills, and supporting their occupational aspirations.

In the 1950's student services became more specialized with the development of distinct functional units in large institutions; or, at the very least, distinct functions in smaller institutions. Counseling centers, health centers, financial aid, housing, and placement offices became specialized units within student services.

Robert D. Brown identifies the mid-sixties as the time that last rites were administered to *in loco Parentis* and student services sought to be more closely allied with the academic functions and more tied to the overall development of the student academically, vocationally, socially, and personally.³ Counseling centers became student development centers. The areas of study skills, career decisions, and academic planning received increasing attention. The political radicalism of the sixties also caused some student personnel systems to take on arbitrator, negotiator, and advocate roles as institutions struggled with the programmatic impact of rapid social changes.

PRESENT AND FUTURE ROLES

The social changes of the sixties had significant impact upon student services in the seventies and early eighties. Increased numbers of re-entry women, minorities, and adult learners enrolled in colleges and universities. Student services has, can, and should assume a major role in facilitating their adjustment to college. These students have diverse circumstances and needs which have prompted changes in colleges and universities in general, and student services in particular. Day care for children, programs to remediate academic deficiencies, job development, and evening hours are just a few of the services being provided by colleges and universities.

Practices once assumed to be standard are now being re-examined in light of the increased diversity, needs and expectations of students. Frederick R. Brodzinski cites practices inappropriate for the adult learner, such as:

- 1. Institutional correspondence addressed to "Dear Parent";
- 2. Admissions applications that require letters from high school teachers;
- Cafeteria menus that feature high-calorie "adolescent junk food";
- 4. Use of student athletic fees primarily for contact, youth-oriented, intercollegiate team sports;
- 5. Orientation programs that focus on "now that you're on your own for the first time."4

Many of the current issues and concepts in student services are addressed in *New Approaches to College Student Development*, by Arthur Tollefson. While critical of the superficial measures taken to recruit and retain minority and other non-traditional students, he does identify the following four major areas of development which appropriately address the needs of both traditional and non-traditional students.

- Modified admissions policies and procedures to reduce the hurdles and barriers to admission. Examples include registration by mail, special student categories, and special procedures for continuing education offerings.
- 2. Special efforts being made to recruit the non-traditional student, such as college days at major employment sites and shopping centers in addition to high schools, and advertisement of opportunities for financial assistance for part-time students.
- 3. Compensatory education programs such as precollege preparatory courses, flexible time to complete a curricular program, and provisions to alleviate the impact of those college regulations which have a negative educational impact. Examples are: programs such as "transition semester," where the student can elect to have the first semester not count, and can use it instead as a preparation time and a transition into credit academic work; math and writing tutorial labs; and reading and study skills.
- 4. The growing recognition of the importance of attitudes, values, and self-concepts in the educational process has generated a number of efforts to facilitate appropriate changes in these attitudes.⁵ Several of the case illustrations which follow in the next section illustrate such efforts.

Currently on many campuses, there is increasing emphasis on attracting non-traditional students. This development gives student services an important opportunity to facilitate the growth of all students, particularly CETA students. One area of adaptation is instruction. Student development courses are being integrated into the curriculum, and with that integration comes inclusion, funding, and continuity. Three major clusters of courses can be identified:

- 1. Courses in human development, life planning and personal understanding.
- Courses emphasizing independent study and experiential learning.
- 3. Remedial, affective and behavioral education courses.*

While issues of academic legitimacy are raised in some segments of the higher education community, the trend toward student development courses is clear and growing, particularly at community colleges. The emerging model for student development in community college settings has student development "specialists intervening to encourage the development of the necessary behavioral skills,"7 skills which would assist the student in the academic and occupational arenas. The implications of this trend for student services are enormous. The field continues its movement toward facilitating cognitive, social, behavioral, and affective growth, taking students where they are currently and offering experiences and knowledge which enable them to move in posidive, productive directions educationally, occupationally and personally.

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Many issues in the path of this movement remain to be resolved both philosophically and practically....Taking students where they are in their current development may mean extensive and intensive developmental work for substantial numbers of students. These students need a new form of in loco parentis student services. Information, attention, concern, and correction in a multitude of areas, much akin to parenting, seem essential to address the comprehensive, extensive needs of some students. Education and training are needed in living skills, coping behaviors, personal and interpersonal competence, selfesteem, and confidence building. Some of these needs can and are being met through programs integrated into the course curriculum, but many needs are not addressed, and perhaps should not be, as part of academic credit courses. Services must be developed to meet these multiple needs if the academic and vocational elements of the student's life are to have a chance to develop successfully.

How the field of student services will organize to meet these labor intensive needs of a relatively small segment of the total student body presents an emerging challenge. Historical precedents do exist within student affairs for heavy investment in a relatively few students, but not at the remedial end of the continuum. Fraternities, sororities, student government associations, honor organizations, and international student groups are among those that have frequently enjoyed intensive student affairs attention. If student services are to be an effective force with CETA students, these traditional priorities must be examined and altered.

A second set of issues which must be addressed relates to questions of access and standards. What are the limits an institution of higher learning should place on admission? Does greater access through open enrollment do a disservice to those unable to meet institutional standards? Has the "open door" become a "revolving door?" By what standards are students evaluated, retained, and dismissed? What are the parameters of acceptable academic content? This set of issues is under debate on most campuses, in the media and in many legislatures. A range of stances and actions seem possible. Student service staffs can be passive and wait to be told who and how to serve, or they can effect stances and decisions by developing working programs which deliver needed services while respecting the importance of academic standards and credibility. Many of the institutions described in the following sections are working models for active student service approaches.

INTERFACE OF STUDENT SERVICES AND CETA

The relationship between student services and CETA can be a mutually beneficial one. Colleges and universities have been able to offer education and training to CETA students, bringing their experience with curriculum development, career counseling, and support services to the disadvantaged student. In return, CETA has provided a previously untapped source of students and additional revenue.

The partnership has also created benefits for the non-CETA student, especially various non-traditional students who have benefitted from new formats, curricula and extended services. Many students have profited from materials and equipment provided by CETA funding. Faculty benefits have, derived from the opportunity to work with non-traditional students. New types of students require innovative programming and curricula, which in turn provide growth and development for faculty.

CETA and higher education have been attracted to one another because both recognized the mutual benefit of the relationship. Many successful linkages have resulted when higher education has accurately assessed what it could exchange with CETA prime sponsors, that most effectively and consistently corresponded with its mission. Least successful linkages are often the result of colleges and universities "biting off more than they could chew," or of not fully understanding the organizational structures, operations, and styles of CETA.^e When educational institutions have worked cooperatively with CETA in an atmosphere of trust, have planned adequately, and have involved dedicated staff delivering quality instruction and services, the outcome has been advantageous to all concerned.

The relationship between student services and CETA programs is extensive. Usually the linkage has been housed within either the student services division or the instructional services division of the institution. In either case, the full range of student services has been needed for the successful implementation of such a linkage. As noted earlier, colleges and universities have responded to changing demographics and to changing governmental priorities. This shift in the perception and implementation of the mission of higher education to include outreach has, of course, had impact upon the community, including preparation in and involvement with work. Today colleges and universities not only meet traditional student needs by offering career education and training, but also are more focused on meeting the occupational training needs of business and industry within their community. Programming resulting from the relationship between higher education and CETA clearly addresses both aspects of occupational training. Urban universities and other four-year institutions have developed an array of programs and services funded by CETA which provide valuable education and training for students, enhance the educational institution, offer services for the community, and strengthen the community's economic base.

The following case studies were chosen to: 1) Demonstrate the numerous ways in which student services and CETA have interfaced, 2) Provide the reader with documentation for the many student services available to the CETA participant in higher education institutions, and 3) Suggest future programming possibilities for the nontraditional student. The first case study is an example of the role that counseling centers can play in providing services to the CETA student.



Wichita State University Counseling Center - Box 91 Wichita, Kansas 67208

Wichita State University (WSU), Wichita, Kansas, is one of five state universities in Kansas and the only state university located in the largest metropolitan area in Kansas. The university has an urban mission, and has a considerable non-traditional student population. There are 77,000 students and the average student is 27 years old and employed.

Cooperation with CETA was a natural outgrowth of the university's community role. Although the university developed several different programs with CETA funding, a unique linkage was formed through prime sponsors' contracting directly with the university for services to full-time CETA employees working in the community. These contracts with university student services were aimed at meeting specific student and employer needs and remedying student deficiencies such as lack of information about job searches, poor interpersonal skills, and lack of information about employer expectations. The WSU Counseling Center, a department within the Division of Student Services, contracted over a three-year period with two prime sponsors for several specific training programs for CETA participants: Career Identification and Life Skills, for City of Wichita CETA, and Survival Skills in six counties for CETA Balance of State, Kansas. Career Identification and Survival Skills training was designed to assist individuals in how to secure and keep unsubsidized employment. In addition to preparing the student for unsubsidized employment, training was aimed at enhancing current job performance. Life skills focused on basic skills for managing in today's world, including budgeting, health and nutrition, time management, communication skills, and parenting skills. Each of the training programs required three hours a week over an eight to twelve week period for the CETA participant. Employers contributed paid release time for the training.

Logistical feasibility sometimes dictated that the location of training be on-site; but, whenever possible, every attempt was made to bring the CETA participant onto the campus. Arrangements were detailed, to promote a positive experience. For example, visitor parking stickers were issued to those who planned to drive, while bus schedules and maps were sent to those using public transportation. These arrangements were carefully made because of the wish of the university to desensitize CETA employees about the campus and to improve the image of CETA students that some members of the campus community held.

The programs were designed to facilitate success and positive reinforcement for participants. All training involved at least two leaders with no more than 20 students. Insuring individual attention, structuring success experiences, and utilizing positive reinforcement were critical elements which made the training a workshop in selfesteem enhancement, as well as in skill development. Most of these students were able to articulate the importance of feeling that "others care" for the first time in their lives. The role of student services was to provide career and personal counseling, to facilitate the student's entry to the university if desired, and to assist each CETA student to feel important, and to feel the potential for success. Students interested in higher education were encouraged to begin course work while involved in CETA training because of funding benefits for them. The program was considered highly successful by the university, the students, the prime sponsor and the employers. The only reason these programs ceased was that CETA funding was reduced drastically.

The following three cases illustrate programs in fouryear state institutions that utilize both instructional services and student services for the enhancement of the CETA student: Georgia State University, Troy State University and Grambling State University. Each case is representative of several unique programming features.

> Georgia State University College of Public and Urban Affairs (formerly College of Urban Life) University Plaza Atlanta, Georgia 30303

A CETA program at Georgia State University (GSU) is noteworthy for two reasons. First, the liaison with CETA yielded a program of considerable magnitude, involving the selection of 93 disadvantaged youth who received a university education plus work experience. Second, the project had a mixed evaluation and can be a good learning model for student service personnel as they plan for non-traditional programming.

Georgia State University serves the large metropolitan area of Atlanta. A self-study report of GSU published in 1977 states that in addition to educating its 20,000 students, GSU is assuming and should continue to assume a leadership role in developing innovative programs focusing on problems of the urban community.⁹ Project EXCEL (Exemplary Collegiate Experiential Learning) met the criteria of GSU's mission. The project was housed in the College of Urban Life, the university's primary vehicle for addressing urban problems.

Funding from CETA was obtained to combine job experience with academic credit for low-income, CETAeligible, 16 to 21 year old Atlanta residents. The project had several special recruitment target groups such as offenders, teenage parents, and handicapped people. Tuition and supervised work experience were provided for this mostly black and female population, as were a variety of student services, including individual counseling, tutoring, and career assessment.

Evaluation of the GSU program reflects both the assets and the liabilities of such projects. For example, job-site experience and the experimental curriculum were successful, while poor performance was noted in the traditional academic coursework. The report suggests that there was: 1) A lack of adequate planning time considering the innovative, experimental nature of the project; and 2) Difficulty in developing appropriate communication between the project and the larger institution.



Without proper planning for the non-traditional student, it is possible to end up with both poor academic training and poor occupational training. The primary goal of student services for this type of programming focuses on providing good quality integration of academics and occupational training. If quality integration is not possible, the goal might be providing only one or the other.

> Troy State University in Montgomery Whitely Hall P.O. Drawer 4419 Montgomery, Alabama 36101

Troy State University in Montgomery, Alabama, housed a small scale CETA funded program to encourage individuals 17 to 35 years old to obtain postsecondary academic training. The distinctive feature of this program was that instead of using traditional student services personnel, it trained six economically disadvantaged people to be counselors. These newly trained counselors were sent to low income communities to introduce potential students to procedures for financing their education. Troy State deemed the program a success because people who might otherwise never have been trained became educational counselors. This outcome may have been equally as significant as meeting the designated objective of reaching young adults and helping them to continue their education.

> Grambling State University Project Upward Bound P.O. Box Drawer 8 Grambling, Louisiana 71245

A final example of CETA programming within the fouryear institution is the large and broadly based programming at Grambling State University in Louisiana. Project Upward Bound was substantially endorsed by CETA, and the successful liaison between the university and the funding source deserves high praise. The impact of CETA on Grambling's Summer Residential Program, while still officially unmeasured, has been impressive through observation.

Grambling State is a fully accredited rural university serving 4,000 students. The Upward Bound program combined basic skill instruction with educational and vocational counseling and enrichment programs. The CETA Summer Youth Employment Program was developed to offer job experience and financial resources to Upward Bound students. The students were housed on the campus for six weeks during the summer and given jobs on and around campus. The students met federal poverty guidelines and came from rural areas which offered no employment opportunities.

Student services at Grambling State met a variety of student needs and gave the support that is necessary if education is to work for the disadvantaged student. Academic instruction, career orientation, trips to businesses and industries in the community, tutoring, selfawareness, and programming were all aimed at selfesteem enhancement. Without this broad base of support, it is unlikely that higher education would have worked for the rural disadvantaged CETA student at Grambling State.

STUDENT SERVICES IN TWO-YEAR INSTITUTIONS

The change in the mission of community colleges is clear from the change in their traditional title. The linguistic change from junior college to community college is symbolic of conceptual and operational changes. No longer does the two-year college simply prepare a student to go on to a four-year traditional program. In addition, it now has a directive to meet certain community and personal needs and offers a range of services. Consequently, non-traditional education has become a significant focus for community colleges, and the invelvement with CETA was natural.

In some areas, such as Western Kansas, the community college has been the only physically available institution for offering services to the CETA student. The nature and resources of the community college enable it to respond to the occupational as well as educational training needs of the student.

Three case illustrations of community college CETA programs and services follow. The first, Rancho Santiago Community College District, employs a Language and Assessment Center as a pre-vocational counseling and assessment resource for all freshmen and is an excellent example of how CETA programs have benefited entire student populations. Foothill-DeAnza Community College District is a two-year institution that utilizes both instructional services and student services in its CETA funded Occupational Training Institute. Finally, Spoon River College houses a CETA service within the Instructional Services Department which is linked closely to the college for maximum involvement of CETA students in the broad range of adult educational experiences.

Rancho Santiago Community College District Language Assessment Center 17th Street and Bristol Santa Ana, California 92706

Several California community colleges demonstrate the innovative possibilities that CETA funding made possible for the non-traditional student. Rancho Santiago Community College District in Santa Ana developed a Language and Assessment Center which provides recruitment, intake, and eligibility determination for the City of Santa Ana. An in-depth assessment and counseling system is used to develop an employability development plan. Job development, placement, and follow-up are provided. The college district provides occupational training in skill areas such as machine shop, welding, clerical skills, word processing, auto repair, and electronics.

This program was an important testimony to the value of the linkage between CETA and higher education. The CETA Language and Assessment Center developed into the District Language and Assessment Center. Currently



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all new freshmen go through the Center the hope that pre-vocational counseling and aptitude assessment will decrease the dropout rate of traditional students. Because of the large population of minority and disadvantaged students in the Santa Ana area, the regular college budget would have been insufficient to cover this range of student services for non-traditional students.

Foothill-DeAnza Community College District Occupational Training Institute 12345 El Monte Road Los Altos, California 94022

The CETA funded Occupational Training Institute (OTI) of Foothill-DeAnza Community College has provided vocational training, job development, placement, and follow-up for over 2,500 unemployed persons in the community since its funding in 1975. Classroom training to prepare the student for employment in fields such as office occupations, drafting, and electronics has been offered. Support services for students have ranged from basic skill tutoring and counseling to providing reasonably priced child care services. The non-traditional student has been guided through a process starting as an unemployed individual and ending with job placement. In addition to delivering a positive educational experience, OTI has achieved a yearly overall placement rate of 85 percent.

> Spoon River College Rural Route One Canton, Illinois 61520

Serving a very different disadvantaged population than the California schools, Spoon River College in West Central Illinois is representative of the midwestern community college which delivers services to the economically disadvantaged. At Spoon River, a Comprehensive Assessment for Relevant Employment and Educational Renewal (CAREER) Center was established under Instructional Services. Its purpose was to assess the vocational aptitudes and interests of CETA participants and to increase the potential of correct placement in occupational training programs. Linking the college with CETA programming was in keeping with the college's mission "to provide quality postsecondary occupation, transfer, adult, and developmental educational experiences for the citizens of the Spoon River District."10 The mission is rooted in a belief that educational opportunity leading to the possibility of individual excellence belongs to all learners. Clearly, a variety of student services are part and parcel of project CAREER, and contribute to the success of the college's mission.

SUMMARY

Student services must continue its expanding role in working with non-traditional students. CETA funding and CETA-eligible students have challenged higher education's adaptability in programming and service delivery, not only for this type of student, but for non-traditional students in general.

The political climate has changed, and federal funds are not likely to be the mainstay for either colleges and universities or disadvantaged students in the near future. However, the expanding community outreach mission of colleges and universities has begun to develop the kind of support at the local level and state levels that holds promise for continuing comprehensive education and training for those in the workforce who need it. For example Barton County Community College in Great Bend, Kansas, has developed a tuition reimbursement plan for disadvantaged students through its endowment fund. The college has also created an important working relationship with local business and industry, whereby special credit courses have been developed to meet the needs of business and industry. The credit hours this provides for the college are important for its continued funding base. Since academic standards need to be the same for non-traditional and traditional students, student services are, and will continue to be, of extreme importance in shoring up deficits and providing support services to disadvantaged populations.

The history of higher education suggests that successful institutions do not go out of existence; when the needs change, such institutions redefine themselves in relevant ways. In order to attract and better serve the non-traditional student, student services now has the benefit of knowledge gathered in the process of serving CETA students. This experience suggests that:

- The world of work does not operate on a semester, trimester, or quarter system. Academic programming and student services directed at the world of work need to be adjusted to meet a different calendar.
- The student services impact upon curricula development will need increasingly to reflect the requirements of the private sector. This will involve development of academic credit and non-credit programs and services for business and industry.
- Full satellite sites including available student services. need to be developed. Classrooms need to be where students are, including at business, industrial, and military sites. In addition, non-traditional class hours and days need to be established for the working student. At many institutions, courses are now offered one evening a week for three hours rather than the older more traditional format of offering a course for one hour on two or three evenings a week. This has facilitated attendance for those requiring child care and for those busy working people who may only have one evening a week to schedule classes. Colleges may also need to develop "swing shift" formats that repeat the same course during different hours of the dayperhaps on and off campus-to permit people such as military workers who are assigned rotating shifts to attend class whenever it is convenient. Another example is Triton College's "midnight college," which offers classes from midnight through the early morning hours. These hours have been found to be convenient for many students to prepare them for shifts they are likely to be working.
- 4. Student services need to provide positive on-campus experiences for non-traditional students in order to de-



sensitize them and therefore assist them in what may be the first step toward higher education. These services could include a variety of programs ranging from free concerts and speakers with strong community appeal to a widely advertised career planning course which would specifically address the needs of special target populations such as foreign students or unemployed adults.

5. Cities, regions or states may need to consider the concept of educational brokering. This would be a leap from competition to cooperation in student recruitment. A student assessment process would help the students find the best program for themselves, while allowing colleges and universities the resources for the development of quality specializations. For example, the Center for Women at Indiana University-Purdue University at Indianapolis, is providing educational brokering for incoming non-traditionally-aged students.

As the connections between CETA funding and educational institutions change, higher education institutions, and particularly student services, are being called upon to creatively meet the challenge of continuing to provide programming and support services for the non-traditional student. Knowledge and experience accumulated during the years of CETA-funded programs and services will be invaluable for use by colleges and universities as they move into an era of new challenges.

Footnotes

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Pennle Cohen

Pennie Cohen holds an M.A. in Psychology from Wichita State University and will complete her Doctorate in Counseling at International Graduate School, St. Louis, in the Fall of 1982. She is Coordinator of Consultation at the Wichita State University Counseling Center, where she has been actively involved in the development of a variety of training programs. As project director for several CETA training programs for the City of Wichita and State of Kansas she has been engaged in the provision of student services for the CETA student. Her work with the non-traditional student includes the development of a counseling program for reentry women.

Don W. Nance

Don W. Nance holds a Ph.D. from the University of Iowa. He is the Director of the Wichita State University Counseling Cenier and has been actively involved in student services since 1968. In addition to training and counseling CETA students, he has been engaged in orientation for incoming university students and has coordinated faculty development. In those capacities, he has assisted non-traditional students in their adjustment to college life and has enabled other faculty members in providing assistance to the nontraditional student.

The views expressed in this monograph are those of the authors, not necessarily those of the American Council on Education.



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