EFFECTIVENESS OF PARAPROFESSIONALS IN EDUCATIONAL HOUSING PROGRAMS: A PROPOSAL FOR THE ARKANSAS COOPERATIVE EXTENSION SERVICE

Ву

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CHAPTER I

INTRODUCTION

Never before has mankind been faced with such extents of human demand and need to test the capacity to survive. Many of the problems relative to resource shortages that society has been reluctant to accept, even after repeated warnings by scientists and economists, have begun to materialize and have set off a chain of efforts for recognizing and solving them. As Pirages (1974, p. 43) stated:

The process of adjusting to environmental and economic realities will require specific long-term goals, an accurate understanding of the social environment, and a managerial strategy for moving towards a preferred future.

The urgency of basic shelter problems has challenged many individuals and organizations which have a genuine desire to improve the living conditions for as many people as possible. However, problems emerge in program concepts when planners and organizers base program goals on middle-class values and knowledge. To understand the problems connected with less-than-standard housing conditions and to assist low-income families in finding solutions to housing problems, planners should first analyze the alternative meanings attached to the word "house."

Traditional survey techniques, such as those incorporated in the national housing census, evaluate housing on the qualities of the physical structure (size of unit, structural condition, plumbing facilities, heating and cooling equipment, and the number of persons per dwelling). As suggested by Clare Cooper (1974) and John Turner (1972), some components of "house" and/or "housing" are clearly measurable, but a number of independent variables cannot be defined from a materialistic point of view or judged according to the material quality of the house. (1972, p. 152) writes, "there is a wide margin of independent variability between material products and human feelings and behavior." He suggests that social and economical factors, cultural and human values, and emotional development and adjustment are activities which not only create a process of changing needs, but may be equally significant to the house. Cooper (1974, p. 143) suggests that "modern man apparently sees his dwelling as symbolic of self." She emphasizes the house-psyche concept as an important factor in understanding housing values and concludes that the concept be examined further:

. . . be open to the consideration of relationships other than those that can be proved or disproved by scientific method, for it may well be in these that a deeper truth lies (Cooper, 1974, p.143).

Present programs and policies designed to help lowincome families improve the quality of their homes need to be evaluated within a framework which allows for more meaningful action. Housing requirements and standards incorporated in many assistance programs have contributed to the erection of barriers which have increased the frustrations of people. Turner (1972, p. 151) questions, "Why are problems defined in terms of what people ought to have instead of what people could have?" An intelligent focus on educational efforts must not overlook needs which occur in circumstances of poverty. By making housing standards—thus housing costs—unnecessarily high, low—income families are forced to exercise limited flex—ibility of resource utilization.

Poorer families, in many cases, have not been given the opportunity to identify with their housing. Limited in the kinds of housing they have been able to secure, they have become more dependent than ever on decisions made and actions taken by others. As Mangin (1968, p. 428) stated, "In the United States there seems relatively little opportunity for poor people outside the traditional channels." Unless concern is shown by decisionmakers, poor families cannot correct conditions which would be more conducive to healthy and satisfying living and provide for a wholesome self-concept. Increased flexibility must be included in the design of programs expected to cope with changing needs and the physical settings that accommodate for change.

No single program is going to create the ultimate solution which will dispel disillusion and despair. Word (1968, p. 5) concurs by stating:

Neither the disadvantaged individual nor society alone can be held responsible for the conditions of the disadvantaged. Both parties must assume major responsibilities for bringing about conditions for change, which will ultimately bring a more satisfying life for the disadvantaged . . . and a more favorable environment for . . . the larger society.

Statement of the Problem

Providing housing assistance by utilizing paraprofessionals, indigenous persons hired to assist disadvantaged people on an individual basis, has appeal.

However, there have been conflicting points of view concerning some of the variables affecting program outcome. If the potential of the paraprofessional approach is to be realized fully, then emphasis should be placed on continued program evaluation and the development of products to support and improve effectiveness. According to Kenneth Bates, Director of the Arkansas Extension Service (Word, 1968, p. 3):

Effective Extension programming . . . should be based on continuous evaluation of the various audience needs as well as the method and techniques used in providing the teaching and learning environment.

A simple purpose of program evaluation is to find out whether or not a program is achieving its objectives. The positive and negative impacts can serve as a basic

framework for continuing, modifying, reducing, expanding, or discontinuing a program. One of the major goals of research in Extension was stated in the Evaluation (USDA, 1969, p. 29):

The primary objective of research is to provide knowledge. Evaluation supports program decision making. . . . Applied research and program evaluation can contribute to the establishment of developmental objectives and to the effective design of materials, techniques, and procedures.

The author's association with the Arkansas Cooperative Extension Service and experience with the Expanded Food and Nutrition Program in her designated county prompted the investigation of educational housing programs utilizing paraprofessionals. The concern to provide more adequate and effective educational services for low-income families led to the design of this study.

Purposes of the Study

The purposes of this study were: (1) to identify the components of housing paraprofessional pilot projects related to success in meeting the needs of participating families; and (2) to develop a proposal for an educational housing program utilizing paraprofessionals.

Objectives of the Study

This research was concerned with the relationship of certain factors in educational housing programs with the help and benefits received by participating families.

The objectives were:

- (1) To identify unique characteristics, operations, and achievements of programs which remain responsive to participants' needs, continued growth, and forward vision.
- (2) To identify effective methods of recruiting, employing, training, and evaluating paraprofessionals with various social, educational, and economic backgrounds and implementing the use of paraprofessionals in program operation.
- (3) To identify and define specific obstacles which prevent low-income families from improving the quality and adequacy of their housing.
- (4) To identify the more suitable types of projects that would assist disadvantaged families in overcoming barriers and developing a broader range of housing or home related skills.
- (5) To develop a proposal for a housing educational paraprofessional program to be administered by the Cooperative Extension Service in Arkansas.

Definition of Terms

In order to identify with an ongoing nationwide Extension program employing paraprofessionals, definitions included in the Expanded Food and Nutrition Education Program of the Cooperative Extension Service, U.S. Department of Agriculture served as a model to clarify terms used in this study. The following terms were used

interchangeably to describe persons from the indigenous population who work in some capacity with human service programs:

Program Assistants or Aides—An individual who is an employee of a human service agency, receives direction from professionals, and is employed to assist and/or extend the efforts of program professionals. Personal interaction, primarily that of a "one-to-one approach" is the contact method used for providing information and assistance to individuals or groups.

Other terms used were:

Professionals, Agents, or Supervisors—An individual who is employed by a human service agency and has certain primary responsibilities for the conduct of various programs. Generally considered to be a college graduate or equivalent.

Low-income Families, Hard-to-Reach Families, Program Clientele, or Participants--Families with very limited incomes. Low-income level may vary according to the number of members in a family and the geographic location. They may lack formal education, income, aspiration, motivation, and management skills. Generally, these families are geographically or socially isolated. They may be unaware of many of the outside resources available to them.

Self-help Housing Project--An organized operation in which a group of workers are taught certain building skills while building or rehabilitating homes.

Procedures

Other states have initiated various paraprofessional mechanisms to provide educational and maintenance assistance for housing. It was felt that insight into the background and results of housing paraprofessional programs could be gained from administrative personnel currently employed by the Cooperative Extension Service.

The cooperation of Housing Specialists (different states used different titles for this position) and State Leaders was utilized in collecting information relative to this research project. Their knowledge of planning, implementation, and evaluation and the degree to which they maintain contact with other non-Extension agencies and housing efforts was considered reliable and valuable.

Letters (see Appendix) explaining the research study were mailed to the Housing Specialists and State Leaders in each of the fifty states, Guam, Puerto Rico, and the Virgin Islands. The following requests were made with respect to housing paraprofessional programs: (1) names and addresses of persons or agencies giving leadership to programs; (2) proposals that had been developed for programs; and (3) annual reports which had been made concerning the progress of the programs.

Thirty-seven states responded to the letter of inquiry with 19 indicating that a housing paraprofessional program had been or was now in operation in their state sponsored either by the Extension Service or other agencies. The respondents were most cooperative in supplying additional names and addresses of persons involved with housing programs. Follow-up letters were mailed to those agencies other than the Extension Service giving leadership to such programs.

Several of the states responded to the request for written materials regarding the operation and evaluation of housing paraprofessional programs. The materials included: (1) proposals for housing paraprofessional programs, (2) annual and/or progress reports related to program operation, (3) follow-up studies of housing paraprofessional programs, and (4) copies of illustrated publications designed to supplement teaching efforts.

The materials were analyzed in three stages: (1) an in-depth descriptive analysis was conducted for eight programs to identify program components; (2) the effective components of all programs were then grouped according to the objectives of this study; and (3) based on these findings, recommendations were made for developing a paraprofessional housing program for the Arkansas Extension Service.

The findings of the investigation are summarized in Chapter IV.

Limitations

Two limitations of this study are acknowledged:

- (1) This study was a survey type of research. More ideas than facts were available for the comparative study of relationships among variables.
- (2) This study was of a broad nature. The analysis dealt with descriptive studies for several housing paraprofessional programs and, consequently, contributed to the development rather than the testing of theories related to utilization of paraprofessionals.

Organization of the Study

Background information related to the history of paraprofessionals, the current situational characteristics of Arkansas, and the philosophy of Extension programming are discussed in Chapter II. Descriptions of the eight programs are presented in Chapter III. The analysis of effective components of all programs is reported in Chapter IV. Chapter V contains the proposal for a housing paraprofessional program for Arkansas.

CHAPTER II

BACKGROUND FOR THE STUDY

History of Paraprofessionals

For purposes of this study, literature relative to the activities of paraprofessionals since the 1930's has been reviewed. Social legislation which was enacted during this period of time stimulated a national concern for serving the total community. The number of agencies providing health, education, and welfare services is reflective of the efforts which are still being made. The developing welfare state philosophy has not only created a sensitivity to ethnic minorities, unemployed, and undereducated, but it has generated an exploration of ways to solve new, old, and different problems through diversified approaches in knowledge, understanding, and skills.

The use of nonprofessionals as auxiliary personnel assisting professionals is not new. "Nonprofessionals," "paraprofessionals," or "aides" have been employed in numerous programs in areas of business, industry, and human services as a result of the 1960 antipoverty legislation, widely referred to as "new careers" (Grosser, Henry, and Kelly, 1971, p. 119). This amendment, defined

as:

A movement to recognize and establish new qualifications for careers in human services so that economically and educationally disadvantaged persons might have the opportunity of upward mobility . . .

has been expanded far beyond the initial provision (Mallory, 1971, p. 326). Paraprofessionals have been included in a variety of approaches aimed at meeting more adequately the needs of the public, and the results have been encouraging.

A number of reasons have been cited for using paraprofessionals as a source of manpower to reach disadvantaged families (Word, 1968, p. 23). They include: (1) shortage of personnel; (2) performance tasks offer no challenge to the professional worker; (3) shortage of patience by professionals; (4) expense of employing sufficient numbers of professionals to provide face-to-face relationships necessary to involve clientele; and (5) availability of local people who are highly motivated and trainable to do the job of improving the delivery and quality of services. The "bridge" or link of interclass communication and mediation skills acquired by a paraprofessional has often been emphasized as a major advantage to an agency (Grosser, Henry, and Kelly, 1971, p. 50). Yet, William Richan (Kaslow, 1972, p. 59) has written that "a handful of indigenous workers does not create a bridge . . . unless there is a basis for it. . . " Silberman (1967, p. 198) has indicated that agencies should concentrate on causes rather than on symptoms in planning effective programs.

Within the 1959 Housing Act, the second objective for a national housing goal was aimed at improving the shelter and environmental conditions of the poor. Arthur Solomon (1974, p. 4) has stated, however, that:

Despite this nation's remarkable housing production record, the relatively high living standards, and overall prosperity . . . the fact remains that approximately one in every eight American households cannot afford housing that meets minimum health and safety standards.

In a time when improving the housing welfare of families is evident and when competition for program funding is keen, it becomes increasingly important to analyze components of housing related programs. Although documentation of paraprofessional intervention in housing programs is limited, several studies have reported the successfulness of paraprofessionals in educating and assisting low-income families with housing problems. Many home economists know the value of using paraprofessionals in various programs and have acknowledged the fact that auxiliary workers increase the scope of the activities and services of professionals in home economics programs (Mallory, 1971, p. 326).

Present Situation in Arkansas

Several significant changes have occurred in the state of Arkansas which have the potential for creating housing problems. Not only has the population increased, but the number of households (the housing consumers)—including single-person families—increased by 32.9 percent between 1960 and 1974 (Brannan, 1977, p. 4). The following background information is included in this study to give understanding of the environment in which housing problems exist and to recognize some of the current situations and projected trends that could affect the ways in which solutions are to be found.

Access to adequate housing in a suitable living environment is a major problem facing many families and individuals (Montgomery, 1975). Families in poverty often find only deteriorating housing available to them, and much of the housing in Arkansas is inadequate and poorly insulated (Seversen, 1977, p. 1). Of all occupied units, 32.7 percent were built in 1939 or earlier, which indicates that the demand for new housing will be increasing in the next few years. Approximately 18 percent or 11,000 of the owner-occupied units in the state are valued at \$5,000 or less, another fact which indicates either an increased demand for new housing or the extensive rehabilitation of existing houses in the near future. The census further revealed that housing units in the state are more numerous

in urban areas than in rural areas. Of the total number of urban housing units, 91.4 percent have all the necessary plumbing facilities (one of the indicators of "standard" housing). Only 71.7 percent of all rural housing units were reported having the necessary plumbing facilities (U.S. Census of Housing-Arkansas, 1970).

During periods of rising interest rates, the scarcity of mortgage money, and the cost of land and construction, the vast majority of homes are out of the reach of the low-and-moderate-income families. Even though the median income in Arkansas (\$9,230) was less than that reported for the United States and the Southern Region (\$12,836 for the U.S. and \$11,230 for the Southern Region), the rate of increase reported in 1974 was significant. Based on a 15-year comparison, the average earnings per week of all workers in the state increased approximately \$75.00, and yet, 26 percent of all the families reported incomes of under \$5,000 (Brannan, 1977, p. 3). The census indicated that a greater number of rural families in the state (24,082) received incomes of less than \$5,000 (U.S. Census of Housing-Arkansas, 1970). These income levels indicate that there is a demand for housing in the \$10,000 to \$12,000 price range, yet, the average cost of a new house on today's market is in excess of \$40,000.

The cost-of-living has continued to rise with the greatest increases indicated in food, housing, health care, and energy related commodities (Seversen, 1977).

Almost every household is dependent on the input of energy, and the greatest consumption of energy in the home (60 percent) is used for space heating. In Arkansas, 21.5 percent of energy consumption is distributed for residential use as compared to 19.5 percent at the national level. Almost one-fourth of the family budget goes for housing, furnishings, and household equipment (Ellis, 1977, p. 1).

An inflation rate of 5 or 6 percent is accepted as normal, but consumer prices fluctuate in response to general economic trends. In Arkansas, consumer prices esculated 34.5 percent between 1969 and 1974. The gain in real purchasing power for families over the same period, however, amounted to only 9.4 percent (Brannan, 1977, p. 3).

At the Groves Conference on Marriage and the Family,
Lee Burchinal and Hilda Siff (1964, p. 405) made the
following comments relative to poverty:

. . . Simply having steady employment of the family head with an income to meet minimum subsistence or comfort needs will not, by itself, resolve all family and personal problems of the poor. . . Families need assistance in budgeting; in developing consumption patterns; in refurnishing their homes. . . Attainment of these goals can come through personal interaction between persons who need help and . . Extension specialists . . . and lay persons who are equipped and motivated to assist poor families.

For the first time in this century (April, 1970 to July, 1973), non-metro areas grew at a faster rate than metro areas in the Southern Region (Bird, 1975, p. 16).

"The vast rural-to-urban migration of people that was the common pattern of U.S. population movement in the decades after World War II has been halted and, on balance, even reversed" (Beale, 1975, p. 15). Researchers suggest two factors related to this reversed trend. First, the fact that major urban areas have diminished in appeal and rural and small communities have become increasingly attractive for many Americans is characteristic of almost every part of the United States. Families are seeking room for privacy, self-fulfillment, and a place where they can identify with themselves. The number of families in small Arkansas towns (populations of between 1,000 and 2,000) increased noticeably.

A second and increasingly important factor in nonmetro development has been the growth of areas planned
for recreational activities. Although it is not easy to
access recreational employment, it is possible to identify
areas receiving significant numbers of retired people by
means of net migration estimates by age. The number of
persons 65 and over increased in the state (Brannan, 1977,
p. 2), and clusters of non-metro retirement areas have
been identified in the Ozark and Ouachita mountain regions
where reservoir-centered recreation has been extensively
developed (Beale, 1975, p. 16). Elderly and retired persons, often making adjustments to limited incomes, changing physical stamina, reduced social contacts, new living

patterns, and/or new locations require housing arrangements which will contribute to their physical and psychological well-being.

Another challenge to educational efforts is the young single person. The 1970 census information for the state of Arkansas indicates that persons in their twenties were among the in-migrants which increased significantly. Because the majority of these young people lack both capital and permanency of employment, they usually accept housing that is available regardless of its adequacy. Bird (1975, p. 14) reports that by 1970, single person households in the Southern region occupied about 30 percent of the substandard housing. The problem for adequate housing is even more critical in rural areas because there are few rental units, and the majority of single persons cannot afford the purchase of a home. Both young singles and young families seek individual identity in the ways they furnish their living space, but many lack experience in making decisions as to the most effective use of their resources in creating a desirable living environment.

Statistical information indicates that families headed by women have increased by 73 percent since 1960, and that female-headed families now comprise 13 percent of all families in the United States (Jones, 1977, p. 1). Approximately one-third of these families are below the poverty line (Jones, 1977, p. 1). Personal, social, and economic frustrations are of a major concern.

The educational level of Arkansas' population has shown a significant gain in the last decade. In 1970 the median school years completed was 11.1 for whites and 8.0 for non-whites (Brannan, 1977, p. 4). As David Hamilton (1968, p. 72) expressed, "education and skill go together." Meyers (1970, p. 383) extended this statement by writing, "although delivery costs of education are high . . . once the concepts are incorporated by the learner, he has them at his disposal from that time on."

Philosophy of Cooperative Extension Service

As a direct helping service, Cooperative Extension's function with the public is to offer education to improve the quality of living. The Smith-Lever Act authorized Cooperative Extension education through land grant colleges and the United States Department of Agriculture. The purpose of the educational efforts have been to enhance the quality of living for families by diffusing among the people of the United States useful and practical information . . . and to encourage application of the same (EFNEP, 1974, p. 1).

The home economics program within the Cooperative Extension Service recognizes six broad areas of national concern—human nutrition, consumer concerns, children and families, housing, health, and community development (Home Economics Subcommittee of Extension Committee on Organization and Policy, 1974, p. 2). The Extension

Service is continually challenged to remain relevant to consumers by facing the real needs of people. Housing is a basic need of every family, and as Robert Sheeham (1976, p. 16) has written, "housing families . . . will continue to be a function of the general economy, but . . . many problems must be solved to provide stability and growth on a continuing basis."

CHAPTER III

DESCRIPTION OF HOUSING PARAPROFESSIONAL PROGRAMS

Significant recognition of the potential of nonprofessional employment has been acknowledged in a
variety of reports, messages, and statements by various
national commissions, major public officials, researchers,
and educators. Identifying nonprofessionals or paraprofessionals as a "major new element of national manpower policy and of the antipoverty legislation," Russell
Nixon (1972, p. 205) continued by saying:

Major legislation has been enacted which either specifically provides for nonprofessional programs or clearly opens the door to execute implementation of such provisions.

There have been few in-depth studies relative to the implementation and results of educational housing programs employing paraprofessionals. However, if work on solving problems is expanded, and future programs are to be realized, "obtaining background information as it relates to facts, problems, successes, or failures, is essential in the planning stages" (Word, 1968, p. 19). The following educational housing projects were examined in order to assess the effectiveness of paraprofessional

interaction and identify the most beneficial program components.

Texas Project

The Extension Service in Smith County, Texas conducted a pilot project using program assistants (Texas, The purpose of the project was the development and evaluation of teaching materials, methods, and procedures for reaching families who borrowed housing funds from Farmers Home Administration and Department of Housing and Urban Development, as well as other limited-tomoderate-income owners of single family homes. The project was funded with Special Needs Funds for one year by Extension Service, United States Department of Agriculture, at a budget of \$43,325. Mass media methods were combined with special interest meetings, including a discussion-demonstration-follow-up technique to teach home care and maintenance. The Extension specialists, assisted by the Agricultural communication staff, developed thirteen, 30-minute programs entitled, "You Can Do It", which were viewed as a series from two commercial television stations by the target audience.

After studying data from the 1970 Census, Smith County, which includes the Standard Metropolitan Statistical Area of Tyler, was selected as the target area. Compared to state averages, the county had a high percentage of minority groups living in housing units built

prior to 1950 and valued at less than \$10,000. Over 300 Farmers Home Administration 502 (single family ownership) and 504 (repair) loans were made between 1970 and 1972. The median income was approximately \$300 lower than the state median income. Based on these statistics, the local program committee designated "housing" as the subject area for an in-depth educational program.

Four program assistants were oriented to the general scope of the Texas Extension Service, the Smith County Extension program, and to the special program on home care and maintenance. In addition, the program assistants attended a two-day workshop conducted for the county Extension agents by a team of specialists. They received intensive training in: (1) subject-matter content and teaching methods such as workshops and method demonstrations, (2) ways to make contacts, to recruit, to organize groups, and (3) ways to conduct meetings. A professional home economist served as supervisor of the paraprofessionals and was responsible for individual conferences with them relative to organization of various demonstrations and problems with subject matter when needed.

The paraprofessionals recruited and organized clients, referrals from the two agencies involved in the program, into groups for special interest meetings which had been planned to coordinate with the weekly television series. After making some 211 home visits, 25 different

groups were organized throughout the county for the meetings. The program assistants spent numerous hours in teaching preparation, traveling to, and conducting the 2-hour lesson and workshop sessions following each of the twelve televised programs.

An interview schedule for the television series viewers and a pre-and-post test for the special interest meeting participants were used to determine the extent in which the objectives had been accomplished. Six weeks after the last meeting, a questionnaire was mailed to the clients to measure changes in selected home care and maintenance practices. The paraprofessionals assisted the specialists with evaluating the methods utilized to meet the program objectives. Comments recorded on the interview instruments during home visits or noted by the program assistants during personal conversations were valuable feedback in determining the impact of such a pilot project.

Findings from the evaluation indicated that a combination of coordinated teaching methods (television, special interest meetings, individualized instruction, a letter series, and supporting publications) was effective in reaching a larger segment of the population, thus enabling more low-and-moderate-income families to obtain information. Dollar savings reported in the data led to the observation that clients saved on the costs of home care and maintenance by successfully applying the

knowledge gained, but it was noted that "dollars saved" is not an adequate measure of the benefits of the program. Other benefits cited were pride, safety, esthetic value, and convenience, as well as increased or maintained value of the house.

As a result of the pre-testing, the use of slide sets was eliminated during the special interest meetings when demonstrations could be conducted. This audience preference supported the assumption that paraprofessionals could make application of the "one-to-one approach"-- thus, administer more individualized attention--through demonstration techniques. A comparison of task performance from each of the methods tested revealed that a higher percentage of clients made application of information they had obtained from observing a demonstration and/or being a participant in the demonstration.

South Carolina Project

Three paraprofessionals were included in the planning and execution of a pilot project in housing education conducted by Clemson University (South Carolina, 1974). The program, directed to both housing consumers and the housing industry, was designed to determine which types of educational programs conducted by the Cooperative Extension Service of a state university would have a favorable effect on the quantity and quality of housing in an area. Financed by a special grant from the Federal Extension

Service of the USDA, the project operated from July, 1969 to June, 1973. It involved several departments, resource people, and procedures not previously used in Cooperative Extension Service Programs. The results and reactions obtained during the project were regarded as indicators for program development.

Three counties, representative of rural, semi-rural-urban, and urban areas in South Carolina, were selected as the target areas. These counties contained a variety of economic, technological, and educational resources available to help solve housing problems. Housing needs were determined based on information obtained from 1960 and 1970 census data, municipal building permit records, new connections made by power suppliers, and data from lending agencies. Only those needs which might respond favorably to educational and action programs were addressed during this project—thus eliminating such items as interest rates, cost of labor, materials, and land.

Identified as "program aids", a former home economist, a former assistant home economist, and a recently retired non-commissioned officer of the Army were employed for the three pilot counties. Their responsibilities were supervised and coordinated by the County Extension Leader and the District Agent. Everyone associated with the project received intensive training in both basic and specialized housing matter and Extension program

procedures. Additional training was provided in one-day monthly staff conferences.

Working with the personnel of the County Extension offices in the target areas, the paraprofessionals assisted in coordinating arrangements and publicity for organized meetings. They personally contacted home builders and lending institutions to establish liaison that would permit Extension to develop suitable educational programs for audiences associated with the construction and financing of housing. The paraprofessionals also assisted the total staff effort in counseling with low-income families relative to qualifications for housing assistance under existing programs, buying and remodeling, and in recruiting and organizing local resource people to serve in an advisory capacity.

Even though the investigators reported the overall achievement as moderate, descriptive information indicated that several trends were observed. The program offered a variety of learning activities for staff and resource persons within the four-year period:

. . . special program personnel such as aides make a significant contribution to the program development delivery system. Aides make it possible to develop a new intensive program without serious disruption of ongoing county programs. With their assistance, the program can be developed to an acceptable level of accomplishment in a shorter period of time (South Carolina, 1974, p. 40).

The researchers acknowledged the fact that much is yet to be learned regarding the role, the academic

background, and the levels of capability and achievement of paraprofessionals. Even though the women home economists paraprofessionals proved "tremendously effective in planning and executing consumer programs" (South Carolina, 1974, p. 28), it was noted that there was some resistance on the part of home builders to accept female assistants as competent sources of useful housing information. wide range of project activities, limited program presentations, and lack of time were the reasons cited for no statistical evaluation beyond descriptive findings. findings mentioned included: (1) most program aide personnel need two years of job experience for personal development and a desired level of capability; (2) programs of this type need both men and women working as a team; and (3) the effectiveness of either male or female staff will largely depend upon personality traits and professional competence in housing subject matters.

Alaska Project

For a new program, suitable instruments for measuring the effectiveness of paraprofessional assistance upon program outcome may not be available. Such was the situation with the Weatherization Program in Alaska. This program, underway since 1975, is an ongoing effort to provide service and relief to low-income families in rural Alaska. The program, funded by the Community Service Administration, is administered through the Rural

Alaska Community Action Program (RuRAL CAP) and is designed to employ paraprofessionals for the purpose of assisting families in installing materials to reduce heat loss and conserve fuel--thus improving their homes.

After the second year, the success of the program was reported in two ways. First, monthly averages of fuel consumption and costs were reported by individuals who received assistance. The reports were made before and after the weatherization program was implemented. Second, a program evaluation of a descriptive manner was compiled by an advisory board serving within each of the communities participating in the program. Acting as a "sounding board" for approving, disapproving, and assigning priority to work that was done in their respective areas, the committee contributed valuable recommendations based partially on homeowners' comments reported in forms relative to work completion.

Conclusions were as follows: (1) a self-help concept involving paraprofessionals takes longer than a year or two to become established in order to provide measurable effects; (2) the effectiveness of paraprofessionals in influencing the basic conservation skills and knowledge of what it takes to maintain any energy efficient home may only be realized months or years after the termination of the program; (3) the housing education-action program has potential benefits besides reducing heat loss

and conserving fuel for low-income families; and (4) in terms of the number of people reached, the program has been successful. The experience gained through the program, however, may be of even more value as changes continue to occur within the agency.

After reviewing evaluation data collected from the program, the RuRAL CAP Board submitted a narrative report and proposal (pending acceptance - 1/3/77). The following recommendations for program change reflect strategies to be used in administering the self-help paraprofessional program for the following year:

. . . While we know that weatherization results in rural Alaska have had a phenomenal impact on low-income people in terms of conservation of fuel and health problems, staff recommends that related concerns be addressed by conducting comprehensive orientation and skill development training sessions in each village selected for weatherization. . . . Programmatic experience has taught us that a self-help project cannot work effectively without adequate preparation of the people involved (Alaska, 1977).

Georgia Project

The Genesis Housing and Community Development Corporation, a private, non-profit organization created for the purpose of providing housing opportunities for low-and-moderate-income families and assisting in overall community development, serves eight counties in Georgia. In 1974, the corporation was designated as a worksite for four Public Service Employment Training Program (PSE)

positions. The funding of these paraprofessional positions was provided by a Comprehensive Employment and Training Act (CETA) grant.

The positions offered valuable training and work experience for unemployed persons. Having received training in counseling, packaging, and research, the paraprofessionals assisted families in becoming responsible homeowners. Of the fourteen persons employed in the position, nine left the agency because they had either obtained employment in unsubsidized positions, or with government agencies or returned to school to upgrade their educational qualifications.

In addition to utilizing trained manpower, the grant provided a measurable economic impact to the area. Loans closed by the PSE employee paraprofessionals had accounted for approximately \$200,000 of housing funds for low-income citizens—an economic impact in excess of \$500,000.

No in-depth study was attempted to determine specific relationships between paraprofessional characteristics and clientele "success" in reaching the objectives of the program. Only indirect means of assessing the team approach indicate that the paraprofessionals provided valuable services when responsible assignments were delegated to them. In an address to the Second Annual National Housing Conference and Educational Exposition (1976), the Executive Director for the Genesis' housing

program (Claxton, Georgia) discussed the utilization of Public Service Employees in housing programs and housing-related social programs:

Housing organizations should seriously consider the utilization of Comprehensive Employment and Training Act (CETA) positions to provide additional staff. The use of these positions enables more program funds to be used for direct services to the poor, rather than for administration. Counseling is the most important aspect of any housing program for the poor. Initial counseling contacts should be made on an individual basis and should include extensive explanations of family budgets, insurance requirements, home maintenance, energy conservation, tax and mortgage responsibilities. Home economists should be extensively utilized for group counseling activities directed towards home maintenance and operation. Persons who have received assistance from the program should be utilized as resource persons whenever possible in group counseling sessions (Georgia, 1975).

Massachusetts Project

A Massachusetts program was designed to answer the question, "can merely providing shelter foster improved economic and social growth for individuals and families?" The Cooperative Extension Service of Massachusetts, in cooperation with the University of Massachusetts, established a consumer education center within an economically integrated housing community. The purpose of the project was to analyze the ability of new resident families in functioning effectively in their total environment.

Experience has demonstrated that moving the unsophisticated, inexperienced family with a minimum of economic and human resources

into a new housing unit and then leaving them to work out a multitude of problems alone will not succeed. . . . The result of little or no attention to total needs of families placed in low-rent housing is reflected in part in poor personal upkeep of the housing units. . . . Over a period of time, the new low-cost units become poor forms of shelter for families. . . . (Massachusetts, 1974, p. 9).

The Consumer Education Center, a two-bedroom garden type apartment in a housing community in Holyoke, Massachusetts, was made available to the Cooperative Extension Service at no cost for one year. Operation of the center was established and directed by two objectives. The first was to demonstrate an attractive, functional living environment for families moving into the mixed income housing community. The second objective was to create a learning environment for projected program activities involving both adults and children.

The project, funded with a Special Project Grant by the Federal Extension Service, USDA, was designed to train and utilize paraprofessionals in the area of consumer education. Following closely the process used to recruit aides for the Expanded Food and Nutrition Education Program in Massachusetts, candidates were selected from personal interviews through local economic and social agencies in the target area. After three weeks (approximately 120 hours) of intensive training in four areas most critical for the initial operation of the center, (working with people; maintenance and safety; home

furnishings; and money management-credit), three of the five paraprofessional candidates were selected to be Program Assistants for the center. The Assistants received additional in-service training scheduled on a regular basis throughout the program.

The center's informal, three-part programming concept was planned for the total family and their decisionmaking process as it related to consumer education. introduction phase was oriented to helping the families feel comfortable with their new environment by relating care and use information concerning household appliances and carpeting, buying home furnishings, and safety in the housing unit. Using the calendar and market trends as reference, the second phase focused on timely educational information related to seasonal market opportunities. After the center had been operating actively for three months, the third phase implemented an Advisory Council composed of residents from the housing community who were most familiar with the center's operation. Council served as a "sounding board" for defining the needs of the housing unit families and planning programs to meet these needs.

The primary teaching method used throughout the center's operation was the small, informal workshop-seminar approach. This approach not only provided educational experiences for the housing residents, but it was

a means of interaction from which the residents developed a feeling of community in a new environment.

Home visits, the second major educational technique used in the program, served a dual function. First, it was an opportunity for the paraprofessionals to work with individual families in subject matter areas which addressed their needs. Second, it provided an opportunity to inform resident families of the center's programs and to determine needs which were not included in the program plans.

In assessing the value of the center method of programming as an alternative choice for educational agencies, the researchers (Merchant, Well, and Meeks, 1975, p. 25) considered two significant relationships in the interpretation of the evaluative data:

First, educational processes or experiences cannot be viewed as the isolated variable in helping families function effectively in consumer markets and adjust to a new living environment. Second, the design of the center program encompassed both short-and-long-goals.

Survey data were collected from families in the Consumer Education Center community and families in a housing community serving as a control. (Survey data for those families who participated in two or more center programs were analyzed for comparison between the experimental and control samples.) The same survey tool, a detailed questionnaire designed to provide information relative to family consumer patterns, consumer

knowledge, and housing attitudes, was administered during two interviews with the families--once, within two months of the move into the community and then ten months later at the completion of the center's program.

The portion of the questionnaire designed to measure the families' knowledge of specific consumer information consisted of fifteen statements directly related to center programming. A comparison of the mean scores from the initial and final test surveys indicated that the level of consumer knowledge increased for both samples. ognizing that other variables such as mass media and personal interaction could not be controlled in the study, the researchers assumed that the center programs had an influence on all families living in the housing community--either through center newsletters and/or interaction between program and non-program families. there was a gain in accuracy of answers on the consumer test, from the initial to the final phase of the program, it was concluded that the center could raise the level of consumer knowledge through its program activities.

A scale of twelve items concerned with environment, management, cost, and the apartment was included in the questionnaire to test for changes in housing satisfaction. Statistical analysis, including T-tests and multiple regression, revealed a significant change in satisfaction between the original interview and the reinterview for six of the twelve items due to participation in the

Consumer Education Program. It was concluded that participation in the center activities may have increased the program families' awareness of their surroundings and improved their abilities to express housing needs.

Merchant, Well, and Meeks cautioned that the availability of academic support is a significant factor to consider when evaluating the potential for such centers in housing communities. Even though the study showed that a Consumer Education Program is an effective approach for reaching and helping families, the investigators concluded:

. . . were this particular project not an Extension Service program . . . the initial training of the paraprofessionals would need to be strengthened and intensified (Massachusetts, 1975, p. 24).

Florida Project

In an effort to coordinate research and education for the University of Florida Institute of Food and Agriculture Sciences, the Center of Rural Development financed an Extension educational program for families needing individual assistance. The three-year project was initiated in February, 1975, in three North Florida counties. The goal of the program was to assist low-income families in improving the quality of their housing through an individualized educational program conducted by paraprofessionals.

In recent years the resources of the Cooperative Extension Service have not kept pace with expanding audiences and their educational needs.
... Working with groups of people and utilizing mass media is practical for average citizens. It is entirely unsatisfactory, however, for certain classes of people whose problems are different from those of the general public.

The three indigenous aides recruited from each of the counties had expertise in different areas of housing. One aide was skilled in the use and repair of furnishings and equipment; one in home building; and one in financing. This knowledge and experience, supplemented by additional training and weekly scheduled conferences with the supervising agent, proved valuable in conducting effective educational learning experiences with the families. The duties of the aides included counseling, recruiting, record keeping, and scheduling "working visits" in the homes.

The client families in the program were a diverse group. The majority of the families were between the ages of 31 and 60. Over one-half owned their homes and the remainder rented. Although the annual family incomes ranged from less than \$3000 to more than \$30,000, one-fourth of the households had annual family incomes between \$3,000 and \$7,000.

Grabel (1976), in an evaluation of the program after one year of operation, looked at characteristics of client families; the kinds of assistance rendered by the paraprofessionals; and the benefits the clients received as

a result of being involved in an Extension program using paraprofessionals to teach housing. All of the families served by the nonprofessionals in the three counties received questionnaires by mail or during a personal interview with the aide. The checklist format allowed maximum freedom of response for clients' perception of the program. Only fifty-one percent of the survey instruments were returned for analysis. No control group was reported. Data collected from the families included demographic factors and the types of service they received.

Survey responses indicated that home visits had been made on a longitudinal basis, with the aides contacting each client several times; that the largest proportion of the families lived in housing which was less than a year old; and that the majority of the households had a male as the head of the household.

From a set of open-end questions the investigator concluded that clients' attitudes were positive towards the paraprofessionals and the assistance that had been rendered. Half of the respondents indicated that they could not have accomplished the same thing without the help of the aide. A majority reported that they had improved their skills and had accomplished many tasks with less expense.

It was observed that the level of education correlated with the assistance received in making house plans and financing a home. All of the respondents receiving help

in these two areas indicated on the survey that they had a high school education or more. It was assumed that families who have less than a high school education were unaware of options available to them, and families who had at least a high school education and more felt capable of obtaining services without the assistance of an aide.

Two significant findings were also noted in the relationship between annual family income and the head of the household obtaining assistance in repairs. First, all of the respondents who obtained assistance in making household repairs were in the two lowest income groups (below \$5,000 per year). Second, females serving as heads of households had received a high percentage of maintenance assistance.

The analysis suggested that the paraprofessionals' expertise was directly related to type of assistance provided in each county. A significant number of clients indicated that they had received assistance in the use of household equipment, refinishing furniture, and repairing household equipment and furniture in the county served by the aide experienced in these skills. Shopping for materials and installing electric wiring were the two significant services rendered to clients in the county served by the aide versed in house construction. All of the clients who received assistance reported living in homes eleven years old or older.

Although the program appeared flexible in providing a variety of services, the investigator concluded that the "one-to-one approach" prevented families from experiencing a "community spirit of working together and sharing labor, tools, etc., to achieve better housing" (Grabel, 1976, p. 82). Grabel suggested that group meetings would be more effective in generating interaction among families.

Virginia Project

The Virginia study by Peery (1976) focused on a pilot project directed primarily to families living in substandard and rapidly deteriorating houses in six designated areas in Pittsylvania County. The educational housing program, initiated in 1973, was funded through "1890 Funds" and was a cooperative effort of the Virginia Cooperative Extension Service, Virginia State College, and Virginia Polytechnic Institute and State University.

Stated purposes of the project were to assist lowincome families in learning how to utilize their resources
to upgrade and maintain their housing standards and to
assist families in their transition from dilapidated
houses into new ones. Six housing technicians at the
paraprofessional level were employed to recruit families
and to work with them either on a one-to-one basis or
in organized groups. The technicians provided educational information relative to (1) care of new homes and

surroundings; (2) repairing, remodeling, and renovating present homes; and (3) housing and community resources available to families. Participating families were recruited from referrals by the Social Services Agency, Community Action Agency, Farmers Home Administration, door-to-door convassing, and later, referrals from enrolled families.

The paraprofessionals received intensive training in various aspects of housing (home repair, remodeling, renovation, consumer education information, storage, house cleaning methods, landscaping, etc.). Training in interviewing, communications, and teaching methods gave support to their knowledge and skills. The training, presented by local Extension staff and specialists, was continued on a one-day-a-week basis and as special needs arose.

Based on her evaluation, Peery concluded that the educational housing program administered by the Extension Service had succeeded in reaching low-income families and in helping them to maintain and upgrade their housing standards. At the time of her study, more than 1,000 families had been enrolled in the program. Many had been organized into small groups; other participants were acting as leaders teaching others what they themselves had learned.

Success of the program was reported on the basis of data collected from 200 randomly selected families who

had been enrolled in the program for not less than a year. Much credit was given to the paraprofessionals and their knowledge of teaching-learning principles in assisting low-income families improve their housing. The degree of success of each family was evaluated by comparing the desired housing improvements at the beginning of family participation and those desires for housing improvement which still remained after participation in the program. Categories of improvement, (1) exterior of the house; (2) yard; (3) kitchen; (4) bedrooms; (5) living room; and (6) bathroom, were included in a checklist designed by Peery. The checklist was completed from information present in the records of the paraprofessionals.

The greatest amount of progress, or the areas in which more improvements were made, was in the kitchens and the living rooms. Even though progress was not as significant, improvements to the exterior of the house-specifically landscaping--were frequently mentioned. The least amount of improvements were made in the bathrooms.

Socio-demographic data were collected via interview survey by the paraprofessionals. The interviews were conducted in the homes of sample families. Five variables—the number in the home, number of rooms, level of income, level of education, and home ownership—had a positive effect on home improvement. The factors of age, occupation of head of household, and race had no

significant relationship to the success that the individual families obtained.

The investigator discovered that variables such as the number of rooms, number living in the household, and level of income were clearly associated with the number of improvements made by the program families. She cautioned that these variables might be considered on a limited basis, as obstacles to a family's success in an educational housing program. A composite description of successful and unsuccessful families showed that unsuccessful families were older, had a lower level of education, had more children, had resided longer in their present location, had fewer rooms, and had a lower level of income.

A finding, not directly concerned with the research questions, was also noted as important. Just as income and education were considered power to some families, so were the paraprofessionals' teaching and assistance, and these power sources were utilized by the more successful families.

Arkansas Project

Although no paraprofessional housing programs have been conducted by Arkansas Extension, the use of paraprofessionals is not a new approach in programs sponsored by this service. Two program areas have successfully utilized this source of manpower to reach the disadvantaged.

Nutrition aides with the Expanded Food and Nutrition Educational Program have continued to assist families in "acquiring the skills and the changed behavior necessary to achieve adequate diets in normal nutrition" (Guide for Expanded Food and Nutrition Education, 1974, p. 2). These paraprofessionals have not only been valuable in extending the knowledge of nutritional importance for health and well-being, food selection, care, and preparation, but they have encouraged families to participate in other educational program areas of family living.

The mission of the 4-H Youth Program of the Cooperative Extension Service is "to develop responsible youth citizenship through educational experiences that complement and supplement the school system" (Guide for Expanded Food and Nutrition Program, 1974, p. 1). In 1968, a special youth project was initiated to meet the needs, interest, and concerns of disadvantaged youth. The four year extensive study dealt with the identification and definition of specific obstacles which prevented disadvantaged youth from participating in informal education programs such as 4-H.

Different categories of paraprofessionals were used to give leadership to the program. They included (1) Extension Program Assistants; (2) Extension Program Aides; (3) Volunteer Program Aides; and (4) Volunteer Program Helpers. All of the paraprofessionals received supervision and training from the Extension staff--state level to

county level. They all assisted in extending the Extension program and the detailed program supervision necessary for working with the disadvantaged.

During the project, teaching materials were developed and evaluated according to the age of the youth, intellectual maturity, level of education, intensity of needs, and interest of subject matter. A special grant from the National 4-H Service Committee made it possible to study the effectiveness of selected awards and incentives for this clientele of youth. Various forms of awards and incentives, which included special exhibit programs, certificates, medals, personal items, and educational trips were used to reinforce the youth's abilities and accomplishments.

The paraprofessionals spent numerous hours recruiting youth for the program, organizing them into groups, and involving them in learning experiences. Several approaches were used to involve the youth in educational opportunities.

Career workshops were sponsored for school dropouts. These organized meetings and follow-up home visits were directed to helping youth understand the value of training and to acquaint them with employment opportunities.

The mobile unit, "a traveling donation of tools and opportunities," was used on a scheduled basis throughout the more sparsely populated areas in the state. Youth in these areas not only had access to tools and equipment, but the mobile unit provided them with transportation, a meeting place, and available work space.

Special home management projects were designed to expose young people to more formal opportunities to learn skills. From the experience the participants gained, many qualified as housekeeping aides and performed basic housekeeping work in their areas.

Evaluation for the program was approached in two ways. To determine the effectiveness of the project, eleven randomly selected paraprofessionals were asked to rank each child with whom they had worked by the progress he or she had made. The children were ranked according to a series of questions measuring the degree of change in attitudes and values. The aides were then asked a series of questions concerning the impact of the program during a personal interview. Their answers were recorded on tape and later transcribed to be used in the analysis of data.

Analysis of the evaluation data provided evidence that the project had been successful in reaching and involving disadvantaged youth in activities which could be beneficial to them. Because of their association with program operations, the paraprofessionals not only recognized ways in which youth had benefited by education, but the majority of the paraprofessionals indicated that they wanted to continue working with youth, on their own, if the project were terminated.

In summarizing the program efforts, Word (1968) concluded that paraprofessionals who show empathy in working with disadvantaged youth and their families are valuable to educational program success. He also noted that professionals who recognize and understand problems and needs of the disadvantaged can provide more effective programming leadership and encourage more support for programs directed to solving educational and societal problems.

Summary

Although the review of literature for this study concentrated on a limited number of in-depth studies made of educational housing programs, the findings support the fact that indigenous paraprofessionals can be employed to work with and to teach low-income families. Information relative to housing programs utilizing paraprofessionals was received from other states but not included in this study. It would have been of interest to examine the program design and operation of these projects; however, the data were not detailed enough to carry out such an analysis.

The author has assumed that Extension Services in many states are concerned with expanding housing program efforts to include a segment of the population previously unreached through the usual Extension programs and service delivery methods. This assumption was based on three factors: (1) of the 53 personal letters mailed at the beginning of this thesis research project, 37 replies were received from State Extension Leaders and/or

Specialists; (2) several of the letters from State Extension Leaders and/or Specialists included statements regarding interest in the development of a similar proposal; and (3) seven letters from State Extension Leaders and/or Specialists requested copies of this study upon its completion for use in their own program endeavors.

According to an evaluation statement included in the Arkansas Cooperative Extension Service Home Economics Guide (1977), it is felt that:

Home economists are concerned with evaluating the impact of their programs on clientele and on society in general. Programs which have an economic impact are relatively easier to evaluate, while programs which are intended to improve the quality of life are more difficult to evaluate . . . but they are identifiable.

This study provides findings which can be used by other Extension Services, organizations, and agencies in making judgments concerning the effectiveness of paraprofessionals in housing educational programs.

CHAPTER IV

PRESENTATION OF FINDINGS AND ANALYSIS OF PROGRAMS

This study was concerned with the evaluation of components of educational housing programs and the help and benefits received by participating families. In this chapter, findings derived from the evaluation of the eight educational housing programs are presented. The effective components of all programs have been grouped according to the objectives of this study. The first objective was:

To identify unique characteristics, operations, and achievements which could expand or modify a program so that it remains responsive to participants' needs, continued growth, and forward vision.

The South Carolina project was unique in itself.

Program efforts were directed to the housing industry
as well as housing consumers. The planning committees
selected industry people (builders-developers, lending
agencies, regulatory offices, material and service suppliers, and political subdivisions) as a target audience

because of their influence in generating or regulating housing. Although industry people were described as "difficult to reach" (Hedden, 1974), the level of influence attained with the housing industry was satisfactory. By establishing communication with industry people and including them in the program planning processes, they not only became more aware of the local housing and community development needs, but had a greater understanding of Extension program objectives. They were also more willing to support the educational programming. The success of the joint efforts by Extension and building industry sponsors was evidenced by an increase of housing consumer participation at shortcourses and workshops.

In addition to reaching a massive audience (an estimated 158,973), the Texas project revealed that a combination of coordinated teaching methods (television, special interest meetings, individualized instruction, letter series, and supporting publications), allows more low-and-moderate-income families to acquire information.

"Evaluation is primarily concerned with knowledge for action" (Brannan, 1977). The comparison and evaluation of various coordinated teaching methods within one pilot project (Texas) provided a broad, yet definite basis for program planning, policy making, program improvement, and program justification. Evaluation of publicity and staff development was valuable in documenting the impact of the program.

Fourteen economically and educationally disadvantaged persons have been trained in four positions available through the Genesis Development Corporation program.

These paraprofessionals have not only used the knowledge and skills they gained by obtaining meaningful employment outside their training environment, but they successfully counseled with families relative to housing problems and securing financial assistance. This achievement supports the factthat non-professional, indigenous persons can be successfully trained for assisting families and for career opportunities with upward mobility.

In addition to being unique, the Arkansas mobile unit proved valuable in several ways. Designed originally for disadvantaged youth activities, the work center was also used as a meeting place for 4-H aides' training sessions and for career tours in the community. According to the number of youth (414) reached during two summer programs, the mobile unit was an effective operational technique for teaching and involving families.

The second objective was:

To identify effective methods of recruiting, employing, training, and evaluating paraprofessionals with various social, educational, and economic backgrounds and implementing the use of paraprofessionals in program operations.

In all of the programs, the paraprofessionals were demographically similar to the families with whom they worked. In evaluating specific paraprofessional characteristics (Datagraphics, 1969), researchers found that factors such as similar socio-economic backgrounds, physical locations, family and child-raising experiences, and educational attainments are beneficial in establishing a favorable rapport between families and paraprofessionals.

Many of the participating families (Texas, Florida, Massachusetts, and Virginia) indicated positive changes (favorable attitudes and specific behavior) had been made in their lives, and that these changes had been inspired by their relationship with the paraprofessional. Not only was knowledge of subject matter and teaching methods important to the success of the paraprofessional, but being able to put this knowledge into practice during contact with the families was even more important. Favorable rapport prompted the families to use the recommendations from the paraprofessionals and to seek additional assistance from the educational resources offered through the program.

Two significant findings concerning the selection of paraprofessionals were revealed in the South Carolina project. First, it was noted that there was some resistance on the part of home builders to accept female assistants as competent sources of housing information.

Second, a staff recruited to serve only the technical needs of housing consumers appeared to be inadequate to serve the needs of industry audiences. "Extension must have specialists of equal or acceptable stature and professional competence who have something to contribute to industry needs" (South Carolina, 1974).

The third objective was:

To identify and define specific obstacles which prevent low-income families from improving the quality and adequacy of their housing.

The Genesis housing program in Georgia recognized two obstacles confronting low-income families in need of housing assistance. First, "many families do not benefit from programs designed especially for them simply because they are not aware that such programs exist" (Christmas, 1976). Second,

As adequate housing for the poor becomes increasingly difficult to provide, utilization of defaulted properties in the inventory of the Department of Housing and Urban Development can provide a viable alternative to costly construction programs. Most brokers have not actively pursued the sale of defaulted properties due to the fact the poor families must receive intensive counseling for which most brokers are poorly qualified (Christmas, 1976).

It was noted in the investigation of the Virginia project (Peery, 1976) that the number of rooms, number living in the household, and the level of income were

clearly associated with family success. Unsuccessful family characteristics included: (1) being older; (2) having a lower level of education; (3) having more children; (4) having resided longer in their present home; (5) having fewer rooms; and (6) having a lower level of income. Low income and low level of education were also characteristic of less successful family participation in the Florida project.

In Alaska, adverse weather conditions and transportation schedules have a significant impact on the accomplishments which are made in weatherization programs.

Delays in program operation create obstacles for families with housing problems if housing program personnel do not make efficient use of time and plan well-organized procedures.

Extension agents involved in the youth project in Arkansas recognized four key obstacles which hindered low-income families and youth from participating in educational opportunities. These were: gaining rapport with youth and their parents, meeting places, resources with which to work, and transportation.

The fourth objective was:

To determine the more suitable types of projects that would assist disadvantaged families in overcoming barriers and developing a broader range of house-related skills.

According to the dollar amount (\$200,000) of loans closed by paraprofessionals employed by the Genesis housing program (Christmas, 1976), counseling with low-income families was most effective. The paraprofessionals made monthly contacts with the families on an individual basis and explained, extensively, such problem subjects as family budgets, tax and mortgage responsibilities, insurance requirements, home maintenance, and energy conservation.

Several successful and unsuccessful program techniques were recognized through experimentation and by recommendations made by participating families. A greater male audience was reached by programs on television, while few men participated in special interest meetings. A higher percentage of clients made application of information received when the information was presented during a personal demonstration. As a result of pretesting (Texas), the use of slide sets were eliminated during special interest meetings in favor of demonstrations and audience participation. Providing child care services for homemakers while an educational meeting was in progress increased the attendance for the meeting (Massachusetts). Experience with available "phone-in" assistance to families and with distribution of "flyers" for publicizing meetings confirmed that these two techniques were less effective in increasing audience participation.

Home management projects (Arkansas) provided many girls with the opportunity and the training to learn general housecleaning skills and the use and care of appliances. Of the approximately 87 girls who participated, "over half of them received employment after school or on weekends", performing basic housekeeping work (Word, 1968, p. 43).

The one-to-one approach proved effective in reaching families with individual needs and/or who were hindered from gaining knowledge by participation in group meetings. It was found, however, that group approaches such as small, informal workshop-seminars were more effective in expanding community spirit.

Among the more significant changes reported were improvements made in living rooms and kitchens (Virginia); in simple repairs (electrical and leaky faucets), care of appliances, and general household cleaning (Texas); in consumption and cost of heating fuel for the home (Alaska); and in consumer education, financing, landscaping, and knowledge related to house plans and ownerbuilt housing processes.

Summary

Further and more specific evaluation of educational housing programs designed to assist low-income families is greatly needed. There are some housing programs which

use paraprofessionals to educate and assist low-income families with housing problems. Only a few of these programs have been carefully evaluated. It is a desire of this author that this study provide suggestions for planning, implementing, and evaluating housing paraprofessional programs.

This study indicated that the planned operation time of the program, sufficient financial support, effective program operation, and continuous evaluation are keys to recognizing the full potential of an educational housing program utilizing paraprofessionals.

This research project supports the fact that there have been limited numbers of studies designed to examine housing paraprofessional programs. The majority of the findings derived from this study were based on descriptive evaluations which suggest that both program operation and evaluation need further development and examination.

This study indicates that mature paraprofessionals of both sexes have acquired the characteristics which not only make them effective in bringing change in the lives of clientele but can establish rapport with a variety of resource persons.

Paraprofessionals are employed to assist families
living in a variety of environments. They also perform
a variety of functions. In order for paraprofessionals
to effectively help families obtain knowledge and skills,

these indigenous, non-professional persons might be trained according to the following procedure:

- . defining the skill and ability to be learned,
- specifying the method or methods for teaching and learning the skill in the most effective way,
- giving examples of the skills,
- specifying the level of achievement necessary for the paraprofessional and instructor,
- . practicing the skill, and
- . giving alternatives for making use of the skill; learning to improvise.

Evaluation is an important dimension of the program development process. Evaluation instruments could assist the paraprofessionals in identifying:

- . the most pressing needs of the clientele,
- . problem areas which need subtle educational reenforcement.
- . progress of the families,
- . graduated program phases,
- . points of diminishing return, and
- . efficient utilization of time and resources.

Educational experiences cannot be accepted as the isolated variable in assisting families to improve their housing. The availability of resources with which to work are critical for low-income clientele. There is

a need to evaluate the potential for work centers and/or the access to equipment such as various types of hand and power tools.

Conducting a pilot project prior to investing in a larger endeavor can provide useful guidance. During the pilot phase, the concept can be investigated, analyzed, and planned. Planning might include:

- providing and coordinating technical assistance and consultation,
- preparing and publishing educational materials dealing with housing matters,
- . coordinating effective use of existing and new resources and services for housing, and
- . designing program monitors and evaluation instruments.

CHAPTER V

CONCLUSIONS

This study has provided evidence that it is possible to select, train, and place paraprofessionals into communities to work with families. A variety of educational approaches have proven effective as tools for paraprofessionals to use in relating knowledge and skills for improving housing and living conditions. The feasibility of planning, implementing, and evaluating an educational housing program utilizing paraprofessionals within the total framework of the Cooperative Extension Service in Arkansas is supported by the findings of this study; therefore, the following proposal is presented.

It is felt that findings and conclusions drawn from the analysis of data collected in this study could be applicable to programming in other agencies employing paraprofessionals. In addition to recommendations for further research, recommendations for educational housing program operations are included in this proposal.

Proposal for Educational Housing Program
Utilizing Paraprofessionals

for

Arkansas Cooperative Extension Service
May, 1977

Situational Statement

A high percentage of the complex problems facing Arkansas families stem from their limited incomes. The latest statistics show the median income for Arkansas as \$9,230.00 in comparison to the national median income of \$12,836.00. Approximately 26 percent of the families in the state have incomes of less than \$5,000.00.

The population in Arkansas is almost evenly divided between rural and urban areas. Only 71.7 percent of the rural dwelling units have the necessary plumbing facilities. Approximately 11,000 of the owner occupied homes in the state are valued at \$5,000.00 or less.

All families in Arkansas confront problems relative to housing which require management, economic, and/or consumer decisions. Economically disadvantaged families, however, are more severely effected by housing problems because, in most cases, they lack knowledge, skills, proper attitudes, and finances which would enable them to maintain their homes in a satisfactory manner. Many

families are unaware that resources are available which would enable them to have better homes.

It has been recognized that many families in the state who live in substandard housing conditions are not being reached, helped, or involved by conventional methods such as Extension Homemakers' meetings, special interest meetings, and workshops. There is a need to reach these families, to determine their interest in improving their homes, and to provide them with more effective help in solving their housing problems.

The development of an educational housing program using both traditional Extension approaches and innovative procedures and techniques is proposed. Such a program would give direction for solving some of the problems encountered by families needing assistance and would facilitate their ability to accomplish the improvements. In order to reach more families with more information, housing technicians at the paraprofessional level will be employed. It is felt that paraprofessionals who show concern for social responsibility and who offer encouragement to families dealing with housing problems can be effective in bringing about housing improvements and changes in behavior. The results of these improvements and behavioral changes could have lasting effects.

Objectives

- (1) To assist individuals and families in becoming more knowledgeable of information on housing, public and private services, and community resources available to them;
- (2) To provide technological, economic, and aesthetic subject matter on repairing, remodeling, and renovating homes--particularly to those families not being reached by present programs;
- (3) To provide counseling and subject matter programs for families which will improve their skills in utilizing space, in designing, planning, constructing and/or remodeling homes to make them more desirable for family living;
- (4) To provide programs designed for learning efficient methods for using income and resources to raise family standards of living; and
- (5) To train 4-H youth in making repairs and improvements and involve them in demonstration approaches of reaching and teaching others.

Procedures

The use of advisory committees for program support and guidance is a standard Cooperative Extension Service approach. It is recommended that a statewide housing committee including a representative from the governor's

office be utilized to formulate a plan of action. Included in the plan of action should be (1) a description of the housing situation within the state; (2) a procedure for identifying housing goals; (3) a procedure for involving the families in the program beyond the initial enrollment phase; and (4) a plan for evaluation.

Information and teaching materials can be effective tools for meeting families' needs, if the materials are useable and easily understood. These materials can also provide a base from which paraprofessionals can work. It is essential that basic support program materials be developed and tested before an intensive educational effort is launched. Program materials which supplement paraprofessionals' knowledge can enhance families' ability to accomplish housing improvements. In order to maintain a program which is responsive to families and their housing needs, it is recommended that program materials be continually evaluated.

Paraprofessionals can expand the total program effort. By recognizing the educational level of the family and expanding their interest by working with what the family has, paraprofessionals can serve as a source of direction for making improvements. They can give moral support to families who desire to make changes in situations which are a constraint to improved housing conditions. By working with and showing compassion for families who have expressed a need for housing assistance and by using

educational influences to motivate families, the paraprofessionals can help initiate processes for changed behavior.

Certain areas of knowledge and previous experience appear to be more commonly associated with either men or women (i.e., men and carpentry; women and home furnishings ideas). In order to utilize potential skills of all family members, it is recommended that both men and women be employed for paraprofessional positions.

Paraprofessionals will be trained in subject matter which would contribute to the practical solution of problems encountered by families. The County Extension staff will be responsible for the intensive skill development training with extensive support being provided by the District and State Extension staff and appropriate resource personnel from the University of Arkansas. It is recommended that paraprofessionals receive comprehensive orientation relative to the program. They should understand completely the purpose of the project and their responsibilities to the families with whom they work. be continually stressed that individual motivation in families is needed to bring about change and improvements. In recognizing that the focus of the program is educational and not just a source of "give aways," paraprofessionals should work with families instead of doing the work for them. They should point out ways that families

can manage better with what they have and recognize and accept minor accomplishments as evidence of progress. It is felt that situations should be considered realistically and that conscious efforts should be made by everyone involved in the project not to impose middle class values. As paraprofessionals become more knowledgeable of family housing needs, it is recommended that supplemental training on a weekly basis be directed to meet these needs.

Direction for the program and overall effectiveness of project activities depend extensively on the support, involvement, and efforts of the staff selected to plan, implement, and evaluate the various phases. It is recommended that the personnel of the project be selected not only on the basis of their knowledge of subject matter and competence in performing roles, but because of their concern for individuals and families with housing problems.

Subjects to be Taught

Prior to the initial paraprofessional training session, an inventory of home improvements should be compiled by the staff responsible for training. The following topics are offered only as suggestions:

Maintaining the home--repairing, remodeling, and renovating; winterization; painting; kitchen planning; storage; mobile homes; landscaping; tools.

Making simple repairs--electricity; plumbing; other repairs.

Consumer information necessary to make decisions--selection of wall coverings, floor coverings, insulation, and paint.

Furniture renovation and upholstery.

Care and maintenance of applicances.

Cleaning procedures and safety.

Better use of income and resources; importance of financial records and information.

Consumer information necessary to make decisions—housing alternatives and comparative costs; cost effectiveness of maintenance and repair; sources of financing; home ownership.

Revision to the list of subject matter will be based on needs and interests expressed by families with whom paraprofessionals have come in contact during the week. These revisions will not only keep the staff aware of the variety of housing problems, but they will serve as an outline for training presented during the next week. This procedure will allow staff members more time in preparation for training sessions and will give them the opportunity to request, in advance, assistance from other housing resource persons.

Audience

The target audience will be (1) families living in counties designated as having a greater percentage of substandard housing, (2) families, not involved in existing Extension programs, who have expressed an interest in improving their homes and need assistance in general upkeep, major and minor repairs and/or remodeling, and (3)

families who have relocated in the counties and need assistance in adjusting to external factors that affect home environment and management.

Teaching Methods

It is recommended that paraprofessionals use the "one-to-one approach" as their initial contact method. Personal interaction can (1) help the paraprofessional establish a working relationship with families more quickly, (2) increase the paraprofessional's awareness of subject areas in which families are interested, (3) assist the paraprofessional in understanding--by first-hand observation -- the factors relating and contributing to housing problems, and (4) increase the paraprofessional's effectiveness in helping families cope with housing or house related problems and/or make desired changes and improvements. After rapport has been firmly established between the paraprofessional and family members, small group sessions, community activities, and involvement in on-going Extension programs will be encouraged. Demonstrations and workshops will be the primary teaching methods in group sessions. is recommended that follow-up contacts be made to families participating in group acivities to encourage and reenforce practical application of the information presented at the meeting(s).

Mass media in the form of newsletters, newspapers, radio, local television and Extension '77, Extension's 30-minute show televised on the Arkansas Educational Television Network will be used when appropriate. Contact methods will be evaluated after the first month of program operation, and adjustments will be continually made to improve future communications. It is felt that paraprofessionals can be valuable in encouraging families to use the supportive mass media sources of education.

Evaluation

Changes within the families will be assessed through specially designed questionnaires and reports from paraprofessionals. It is suggested that the questionnaires be completed during a home visit after an improvement has been made. These should be summarized in a monthly report. Changes in attitudes, knowledge, and skills should also be measured. It is recommended that committees composed of participating families receiving assistance from paraprofessionals act as a "sounding board" for both program planning and evaluation. Home economists will be asked to evaluate program effectiveness by comparative progress of program families.

Recommendations

It is recommended that an educational housing program utilizing paraprofessionals be implemented by

Cooperative Extension Service in Arkansas. Based on the relatively high percentage of older and substandard dwelling units in the state, the low per-capita income for many families, and the population increases—especially in the 20 year old and 65 year old age groups, it is felt that the need for better housing is evident. Also, the conclusions from this study support the fact that a project aimed at improving housing can have visible and lasting effects.

This research project supports the fact that a limited number of in-depth studies have been made on housing programs using paraprofessionals. There are areas that need further development and/or examination. It is recommended that extensive, rather than "one shot" projects which are underfunded, be supported in order to identify effective portions of program plans, implementation, and evaluation.

Many unsolved problems related to educational housing programs and the paraprofessionals' ability to make educational efforts more effective warrant further investigation. It is, therefore, recommended that evaluation instruments be developed to assist paraprofessionals and their supervisors in carefully evaluating program effectiveness as related to program goals.

The success of paraprofessionals as an effective means for expanding a housing program and exposing more

hard-to-reach families to educational opportunities depends, to a great extent, on the supervision and training they receive. In some cases, paraprofessionals are delegated with as much responsibility as the professionals from whom they receive direction. However, paraprofessionals do not have the professional's background in education and experience. It is, therefore, recommended that areas such as methods of outreach, subject matter training, and supplemental program materials and literature be investigated to assure that paraprofessionals are adequately prepared to assist families in solving housing problems.

Difficulties often arise in the measurement of changes in knowledge, attitude, and skill when educationally disadvantaged persons do not fully understand more formal evaluation methods. It is recommended that taped interviews be investigated further as reliable sources in evaluation efforts.

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APPENDIX



Oklahoma State University

Department of Housing, Design and Consumer Resources

STILLWATER, OKLAHOMA, 74074 HOME ECONOMICS WEST BUILDING (405) 372-6211, Ext. 342, 343

3806 North Monroe Stillwater, Oklahoma October 10, 1976

I am a graduate student in Housing and am currently working on the development of my thesis research project. Prior to entering this graduate program, I served as a home economist in Arkansas and am familiar with Extension Service building its achievements on the principle that people can be helped to help themselves. For my thesis research, I would like to develop a housing paraprofessional program that could be proposed to the Cooperative Extension Service in Arkansas. In order to develop this proposal, I need information about housing paraprofessional programs that are in operation.

Do you have any housing paraprofessional programs in your state? If so, please send the following:

- a. Names and addresses of persons or agencies giving leadership to programs
- Proposals that have been developed for programs
- c. Annual reports which have been made concerning the progress of the programs

This information would be most beneficial to me as background material for my research. I would gladly pay for the cost of duplicating the materials.

Thank you for your consideration of this request. I look forward to hearing from you at your earliest convenience.

Sincerely,

Barbara L. Barr

$\mathsf{VITA}^{\, \mathcal{N}}$

Barbara Loy Barr

Candidate for the Degree of

Master of Science

Thesis: EFFECTIVENESS OF PARAPROFESSIONALS IN EDUCATIONAL HOUSING PROGRAMS: A PROPOSAL FOR THE ARKANSAS COOPERATIVE EXTENSION SERVICE

Major Field: Housing, Design and Consumer Resources

Biographical:

Personal Data: Born in Magnolia, Arkansas, January 24, 1948, the daughter of Harold and Dorothy Barr.

Education: Graduated from Waldo High School, Waldo, Arkansas, in 1966; received the Bachelor of Science in Home Economics degree from Ouachita Baptist University, with a major in General Home Economics, in May, 1970; attended the Cooperative Extension School at University of Arizona in January and February, 1975; completed requirements for the Master of Science degree in May, 1977.

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