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ABSTRACT

The term "internship" is applied to a plethora of divergent programs. All of them involve non-classroom, off-campus situations in which students are expected to perform tasks of some utility to the host organization. Whether distinctively educational benefits flow to the intern himself and to the university depends upon how the internship situation is structured. A productive internship should be conceived neither as a participant-research situation nor simply as a routine work situation. Rather, internships should be conceived and structured to provide a locus for experiential learning related to the intern's academic background. In addition, the internship should augment the host organization's capacity to achieve its goals. Recommendations for specific internship programs for the Indiana University Center for Urban Affairs are predicated on the organizational constraints and opportunities presently facing the Center. (Author)



*Internship Concepts and Applications*  
*A Report to the Center*  
*for Urban Affairs*  
*Indiana University*

By  
CHARLES KUHLMAN

NOVEMBER, 1971

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INTERNSHIP CONCEPTS AND APPLICATIONS;  
A REPORT TO THE CENTER FOR URBAN AFFAIRS, INDIANA UNIVERSITY

CHARLES KUHLMAN

NOVEMBER, 1971

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# RESOURCE DEVELOPMENT INTERNSHIP PROJECT

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*Under auspices of the  
Midwestern Advisory Committee on Higher Education  
The Council of State Governments*

## FOREWORD

This report is the work of a college student serving as a Resource Development Intern with a host organization in one of the midwestern states. With the guidance and assistance of agency officials, experienced specialists in his field, university faculty members, and local citizens, the intern has carried out a professional project chosen by the host organization. Equally important, the intern has gained practical experience and professional maturity by honing technical skills learned in college against the hard problems of reality. He has had an opportunity to apply part of what he learned in the classroom to the practical needs — human, social, and economic — of the region in which he served.

To become a Resource Development Intern, a student must have completed at least two years of college work in which he has demonstrated basic technical skill, academic achievement, writing ability, personal maturity, and the capacity and motivation for independent work. Interns must be citizens of the U. S. and must devote full time to their project during the internship. Nominations come from educational institutions, individual faculty members, and from prospective interns themselves. Final selection is made by the host organization, subject to approval and official designation by the Resource Development Internship Project.

Each intern is guided by a project advisory committee, usually consisting of representatives of the host organization, a faculty advisor, and a technical advisor with related experience. This committee helps define project objectives and suggests methods of approach at the start of the project; but the intern plans and carries out the project with a minimum of supervision and direction.

The final step in each project is preparation of a report organizing the findings of the project. The report is written for use by the host organization and must meet normal standards of acceptable professional quality.

The mission of the Resource Development Internship Project is to organize and encourage professional internships in the development of human, social, and economic resources in order to provide practical training and experience to the interns and useful public service to the areas and organizations in which they serve. Funds for the on-going administration of the program are provided by the Office of Economic Research, Economic Development Administration, U. S. Department of Commerce. The program is carried out under the auspices of the Midwestern Advisory Committee on Higher Education, The Council of State Governments. Part of the cost of each project is paid by the host organization.

Further information about the program is available from the project staff at the location given above.

D. Jeanne Patterson, D.B.A.  
Project Director

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## ABSTRACT

The term "internship" is applied to a plethora of divergent programs. All of them involve non-classroom, off-campus situations in which students are expected to perform tasks of some utility to the host organization. Whether distinctively educational benefits flow to the intern himself and to the university depends upon how the internship situation is structured. A productive internship should be conceived neither as a participant-research situation nor simply as a routine work situation. Rather, internships should be conceived and structured to provide a locus for experiential learning related to the intern's academic background. In addition, the internship should augment the host organization's capacity to achieve its goals.

Recommendations for specific internship programs for the Indiana University Center for Urban Affairs are predicated on the organizational constraints and opportunities presently facing the Center.

## ACKNOWLEDGEMENTS

This project in educational and organizational exploration was undertaken at the suggestion of Dr. Elinor Ostrom. I am grateful for Dr. Ostrom's enthusiastic interest.

Beside financial support, Dr. Jeanne Patterson and Mr. Robert Shriner of the Midwest Resource Development Internship Program provided a very helpful blend of advice, information and friendship. Dr. J. Michael Armer, Mr. Dennis Smith and Ms. Elizabeth Kuhlberg Kuhlman helped prod my thoughts and words toward coherence. Finally, Ms. Judy Gildersleeve and Ms. Evelyn Keene are to be thanked for their skilled job in converting manuscript to typescript.

#### A. OVERVIEW OF TYPES OF EXISTING INTERNSHIP PROGRAMS

The term "internship" is an unusually muddled one outside the field of medical education. At a point near the termination of formal classroom education, physicians are regularly required to apply scientific knowledge to the complex circumstances of real disease under the close supervision of experienced clinicians. Internship and the more advanced form of apprenticeship known as residency are apparently regarded as essential elements in the creation of medical professionals. For medicine, "internship" is defined by (a) a clearly delineated professional group, and it has the threefold character of (b) an extension of academic training, (c) an apprenticeship and (d) an exercise in applied theory. Finally it has (e) a standardized duration, (f) sponsorship and (g) financing.

The application of "internship" to the functional areas related to the social and behavioral sciences is considerably less clear. Bernard Hennessy suggests that "internship" was appropriated by the rising class of professional public administrators in the 1930's as a way of acquiring instant social status for an activity which otherwise might be called "learning-on-the-job-in-the-bureaucracy".\* Whatever the origin of the term, in its present incarnation it has acquired a multiplicity of meanings along a variety of dimensions as outlined below. Each of the distinctions within each dimension is based upon at least one empirical example. After giving a fuller description of the distinctions, I will suggest a core of common

\* Bernard Hennessy. Political Internships: Theory, Practice, Evaluation. Pennsylvania State Studies #28 (1970), p. 6.



meaning which can be related to the mission of the university as a scholarly, teaching and service institution.

- I. Sponsorship of an Intern Program
  - A. Host organization - employer
  - B. Educational institution
    1. University department
    2. University or college
    3. Multiple university consortium
  - C. Professional organization, e.g., APSA, ASPA
  - D. Business sponsorship
  - E. Program-oriented organization, e.g., RDIP, Urban Corps
- II. Internship Locus - Internship Hosts
  - A. Administrative organization
  - B. Service organization, e.g., schools, police, hospitals
  - C. Independent professional situation, e.g., doctors, lawyers
  - D. Political organization
    1. Party
    2. Campaign
    3. Office of elected official
    4. Lobbies
  - E. Community organizations
  - F. Ad hoc groups and inchoate situations
- III. Funding
  - A. Host budget
  - B. Sponsor budget
  - C. Grants
  - D. Work-study

IV. Function of Intern

- A. Observation/research
- B. Apprenticeship
- C. Routine agency work
- D. Innovation, special projects.

V. Supervisory Environment for Intern

- A. Orientation program
- B. Parallel support program
- C. Task supervision
- D. Progress review/evaluation
- E. Academic adviser
- F. Adviser from sponsoring organization
- G. Technical adviser
- H. Supervisor in host authority structure

VI. Goal Setting for Intern

- A. By sponsor
- B. By host
- C. By intern

VII. Relation to Intern's Career Phasing

- A. Duration
  - 1. Part-time
  - 2. 10-12 weeks
  - 3. Semester/term
  - 4. Year
  - 5. Coordinated multi-year program

- B. During regular education period
- C. Vacation time
- D. Undergraduate
- E. Post-graduate
- F. Graduate
- G. Integral/not integral to a career track

VIII. Pay

- A. None
- B. Subsistence
- C. Adequate, below market rate
- D. Market rate

IX. Academic Credit

- A. Mandatory
  - 1. For degree
  - 2. For participation in program
- B. Optional
- C. Not available

X. Relation to Intern's Academic Discipline

- A. Primary
- B. Secondary
- C. Irrelevant

It should be noted that the options, as stated, are not necessarily mutually exclusive and that almost any one of the options under each dimension could conceivably be combined with any set of options from the other categories. As a result, hundreds of different internship possibilities emerge, not all of which are relevant to

the development of programs under the direct control of the Center for Urban Affairs. However, they may represent types of situation for which the Center may choose to act as a placement and referral service. Indeed, as I shall discuss later, the first major decision the Center needs to make is whether or not, on the basis of its known and expected resources, it ought to launch an internship program of its own.

#### I. Sponsorship of an Intern Program

Internship programs are operated under a variety of auspices. One important distinction which has program implications for the intern is between sponsors which are also hosts and sponsors which are not. By "host" I mean the organization which actually provides the work setting for the person holding the internship.

An example of a sponsor which also provides the work setting is the Department of Health, Education and Welfare and its Urban Internship Program. In this, as in other cases of sponsor-host overlap, the organization itself designs the program, selects the interns, finances their pay, and provides the jobs, supervision and evaluation. The pool of eligible students is drawn from the entire country. Host-sponsored programs are geared to the needs of the agency rather than to strictly educational or service goals. In the case of the HEW program, the purposes are twofold: first, to provide a recruitment channel to meet its needs for educated managerial, technical, and program development personnel and, second, to provide for new employees job orientation or socialization to agency perspectives.

Service and educational goals are more prominent in those programs sponsored by colleges or universities. Internships are sought in settings outside the university to serve the purposes of the university. Design of the program, selection of participants and at least a portion of the supervision and evaluation are kept in the hands of the educational institution. The host organization then acts as a willing ally of the educators but not as the prime mover.

Departmentally sponsored programs have remained a prominent source of internships since 1944 when the first (or one of the first) political internship programs in the United States was started by the Wellesley College Political Science Department. Two recent local programs fall in this category of university internships. The "Summer in the City" internship program was organized by the Center for Urban Affairs in the summer of 1969. Interns in the program served in the Indianapolis Community Action Against Poverty agency, the Indianapolis Metropolitan Planning Department, the Mayor's Office, and the Model Cities program. Second, the Department of Political Science sponsored an internship program in the Indiana State Legislature for a number of years although no operational trace remains today. In this same category, one should also place the conceptually identical practice-teaching programs which have long been an integral part of the curriculum in schools of education.

One ambitious urban internship program is sponsored by a consortium of small Midwestern colleges known as The Great Lakes Colleges Association. The Urban Semester in Philadelphia is

permanently staffed by the twelve member colleges. One-half of each student's time is spent in an internship situation relevant to his college major, one-quarter to writing a research paper based on his experiences, and one-quarter to a plenary "Seminar on the City" which explores the city through the lenses of sociological, economic, educational, political and psychological theory.

Professional organizations such as the American Political Science Association (APSA) and the American Society for Public Administration (ASPA) have sponsored internship programs such as the Congressional Internships and the Cleveland Metropolitan Internships. The sponsors are brokers between student applicants and the various host agencies. The programs organized under these auspices generally supplement the curricular offerings of educational institutions while providing important side benefits to the individual interns and to the host agencies.

In a precedent surely worth encouraging, the Chase Manhattan Bank and the First National City Bank of New York have developed "Summer Interns in the City". The banks select and pay 120 students who are placed in public service agencies. The banks apparently extract no quid pro quo from the interns.\*

A final form of sponsorship is the organization established entirely for the purpose of developing and managing an internship program in support of the policy goals of its creators. Two strong examples are the Resource Development Internship Program and the

\* New York Times, July 18, 1971, Section F. p. 3.

Urban Corps. The RDIP was established by the Commerce Department via the Council of State Governments and regional higher education advisory boards. The goals were to provide a conduit for personnel to find careers in the department - sponsored sub-state level regional economic development districts. The internships are expected not only to provide supplementary training for participants but also to open up the personal option of pursuing a career in a local development program. The several Urban Corps have a similar general orientation. Although the name is the same from city to city, each Urban Corps is in fact a separate entity, established by the city administration for the purpose of feeding college-educated talent into projects and programs relevant to the persistent crises of the cities.

## II. Internship Locus - Internship Hosts

Internships of one kind or another have been located in a rich variety of organizations and non-organizations. The administrative organization, private or public, has perhaps the highest capacity for absorption of interns. As America has shifted from primary production to a service-based economy and as the scale of social, economic and political interdependencies has increased, so too has the scope of administration. Interns in administrative organizations are relatively easy to place because of the routinized nature of bureaucracies. Supervision is in most cases already available and internal funds can often be reallocated to internships.

A second site for internships is in organizations providing

direct services to individual citizens. Police organizations, hospitals, schools, jails, probation departments, child-care centers, geriatric care institutions, social welfare agencies and drug-rehabilitation centers are all instances of organizations whose output is in the form of operations performed on, for, or with the "consumers". Intern placements frequently extend the reach of the agencies or permit special analyses to be conducted which personnel shortages otherwise would preclude.

Doctors, of course, have long had internships as part of their training. The notion is spreading to legal education as well. An example close at hand is Monroe County Prosecutor Tom Berry's utilization of legal interns in his office with the aid of Criminal Justice Planning Agency funds. Urban internship programs might find it profitable to explore the possibility of team internships linking law school, medical school and arts and science interns on coordinated community development projects.

For a discussion of the relative merits of internships in party, campaign, official's offices and lobbies, the reader is advised to consult Hennessy, cited above.

Community organizations have proliferated in the wake of the War on Poverty, and they offer a valuable source of urban internships. A group of Indiana University students are presently pursuing self-designed internships with the Southside Community Center in Indianapolis. Since the concept of community interest is so elastic, these students have evolved significant projects ranging from the social design of a proposed shopping center to the publication of a community newsletter. Internships in community



action programs put the intern at the point in the social structure where large-scale efforts at social reform become operational in the lives of individuals. There may be some special value in viewing social change from the standpoint of those individuals who are expected to undergo the changes, the victims, as it were, of bureaucratically directed reform.

Occasionally interns relate not to organizations per se but rather to issues or situations. An example of this is provided by a number of Urban Corps interns in Minneapolis who have addressed themselves to the overconsumption of energy by Americans. Since there is no anti-energy agency or lobby, they constituted their own and have laid the foundations for a multi-faceted legal and propaganda campaign aimed at reducing energy waste.

### III. Funding

Funding for the salaries (if any) of interns and the internship administrative staff (if any) may come from the budgets of host or sponsor, from federal, state or private grants, or from work-study funds. It is common for multiple sources to be utilized. An important policy question surrounds the issue of whether the services of interns ought to be offered free of money cost to the host agency. The reasoning expressed by Mr. Donald Eberly of the National Service Secretariat runs as follows: since the intern represents an incremental addition to the productive capacity at the command of the agency, it should be willing to pay for at least a fraction of the market value of that capacity. To this the Midwest

R.D.I.P. staff adds that agencies are more likely to devote serious attention to the quality of the internship experience if they know the intern is not costless. There does not seem to be an empirical evidence bearing on this point.

#### IV. Function of Intern

Whatever the locus of the internship, the intern's role may vary from the extreme of pure observation and reflection to the extreme of total commitment to action. One of the most important tasks facing sponsors is that of maintaining an equilibrium between observation, apprenticeship, routine and innovation, each of which offers considerable educational payoffs.

#### V. Supervisory Environment for Intern

The intern's functions are largely set by the nature of the supervisory environment. This environment may be set by up to four people (or, perhaps better, four roles)--the academic adviser, the adviser from the sponsoring organization, the technical adviser, and the intern's most immediate supervisor.

The academic adviser is most usually a faculty member from the intern's home university. The compelling immediacy of the intern's work experience can be tempered by the theoretical perspective of the academic. Conferring regularly with the intern, the academic adviser may be able to help the intern perceive his experience under the general rubrics of, say, the sociological literature on bureaucratic behavior.

In cases where the sponsor is different from the host, an adviser from the sponsoring organization can provide two important inputs. First, assuming substantial experience on the part of the sponsor, this adviser can help structure role relationships centering on the intern. He can troubleshoot inter-personal and organizational problems which may arise particularly in new internship positions. Second, the sponsor's adviser can maintain adherence to the program goals of sponsor. Thus, for instance, the sponsor of a hypothetical natural resource internship program can prevent the intern from being diverted into an unrelated activity such as childcare development.

A technical adviser may be advantageous when the intern's undertaking requires expertise unavailable in the host organization. In many cases there may be a need for regular consultation with, e.g., a statistician, a housing expert, a transportation analyst, a lawyer, a chemist or a civil engineer. The technical adviser can provide the practical analytic and operational counsel which may be available neither from the intern's academic links nor from his host organization.

Finally, most interns will have a job supervisor who will have the most intense day to day advisory responsibility. To forestall the possibility that the intern will get shunted into a merely routine role, it is well for both the supervisor and the intern to get briefed by the sponsor and to establish a working understanding of what is expected of the intern.

Few internships have a full complement of all four advising

roles. Yet, it is these advisers who provide for the intern an initial orientation as well as a continuing opportunity for reflection, comparison and analysis of his task.

#### VI. Goal Setting for Intern

Lest it appear that a unilateral imposition of goals by advisers is being suggested, let it be noted that in an ideal internship there is a mutuality in goal setting. The sponsor has programmatic goals, the host productivity goals and the intern personal and intellectual goals--these three perspectives need to be meshed, preferably through explicit, operational specification of performance criteria at the outset of the internship.

#### VII. Relation to Intern's Career Phasing

Internships may be of any duration, but there appears to be some consensus among internship sponsors and hosts that full-time is preferable to part-time and that ten weeks is the minimum useful period of time for an internship.

#### VIII. Pay

Internship pay ranges from zero to princely sums (from a student's perspective, \$400 a month looks regal). A prime consideration in determining levels of compensation should be the discriminatory effect of no or low pay; only students with independent means of supporting their college expenses will be able to afford to participate.

IX. Academic Credit

The question of academic credit and the question of the relation of the internship to the intern's academic discipline are linked. Where there is a straightforward connection between the internship and the discipline, the case for credit is the strongest. An example of such a direct connection is the internships in the State Employment Office which are served by some students in the Department of Social Work under Miss Theodora Allen.. Where there is less affinity between job and discipline the question must be asked whether credit should be granted for any learning or only those varieties of learning conventionally recognized by the University. That debate is beyond the scope of the present report.

An additional perspective is gained by looking at credit as a payoff not only to the student but also to host agency. Endowing the internship with credit is a signal to the employer that the position has merit beyond that accruing to an ordinary job and facilitates defining the internship activity as a learning experience and not just as job experience.

B. POSSIBILITIES FOR INTERNSHIPS WITH THE CENTER FOR URBAN AFFAIRS

Given the multiplicity of possibilities for internships adduced above, I would like to suggest a few whose feasibility for the Center for Urban Affairs seems to me to be high. Since the nature and status of the Center itself is problematic, moderately realistic proposals have to take into account the Center itself as a variable. Three different possible organizational conditions will be considered:

I) The Center may continue at its present level of resources and commitment from the University; II) The Center may maintain its present organizational position but attain a higher level of resources in terms of funds and personnel; or III) The Center may acquire a new organizational flexibility and greater resources.

I. Present Level of Resources and Commitment from the University

Assuming the status quo is maintained for the Center, there is minimal capacity to manage significantly large or new programs. As a corollary, there is also minimal ability to underwrite the costs of such programs.

However, there are still a number of internship options which could be developed at low cost. These all involve the placement of Center students in existing internship programs. At the discretion of the Center staff, the student's department and the student himself, academic credit and academic supervision could be provided on an ad hoc, ad hominem basis through the devices of reading, directed research and independent study credits.

The several Urban Corps in major cities, have highly diversified programs which place interns in virtually every type of site related to public service. A typical instance is the Twin City Urban Corps which in 1971 had such internship positions as:

1. Working in the Minneapolis' Planning and Development Department, providing recommendations for the development of one community on the basis of field investigations of housing conditions.

2. Planning and programming the dissemination of information about city services at the neighborhood level.
3. Assist the Chief Health Education Planner in the analysis of current community health education programs.
4. Do analysis of job conditions for the Indian Crime Control Project of the Indian Affairs Commission.
5. Systems analyze the delinquent taxpayer retribution process of the Department of Taxation.
6. Assist families faced with relocation as the result of urban renewal programs.
7. Act as assistant case workers in the prisons.
8. Update a legal manual for highway patrolmen in light of recent Supreme Court rulings.

There are approximately 100 separately defined job descriptions which are filled by approximately 300 interns. The Director of The Twin City Urban Corps has assured the Center that twenty Indiana University interns could be readily accommodated. Most, but not all, of the positions are financed through work-study funds. Others, particularly those involving criminal justice require no work-study input from Indiana University. Other Urban Corps are likely to take a similarly cooperative attitude toward accepting Center interns. The Center would act, in effect, as an agent of each cooperating Urban Corps in screening applicants. An additional element could be introduced if a sufficiently large number of Center interns

were posted, as it were, to the same city. Assuming there was a high degree of commonality in disciplinary backgrounds, thematic interests or theoretical focus, it would be possible to send with the interns an advanced graduate student (perhaps post-prelim state) who would be responsible for supervising the interns on behalf of the Center and for developing and implementing an auxiliary program of seminars, readings, and papers which might serve as the basis for formal grading. The supervision could be remunerated on the same basis as the other interns, most probably through the use of work-study funds.

A second available source of internships is directly and indirectly through The Midwest Resource Development Internship Program. The limited financial resources at R.D.I.P. preclude the direct financing of large numbers of internships. However, R.D.I.P. is likely to consider favorably cost-sharing arrangements with host agencies and possibly with work-study. R.D.I.P.'s primary program interests lie in the area of resource development defined quite broadly enough to encompass the interests of many economics, business administration, political science and sociology students. A further possibility for placing interns stems from R.D.I.P.'s informational resources concerning internship programs in other portions of the Midwest and the nation which might be willing to accept one or more Indiana interns. One specific opportunity of this kind was opened by Mr. Bruce Jackson, assistant to the Governor of Ohio for economic development programs.

The Consortium for Urban Education comprises all of the



institutions of higher learning in Indianapolis plus such city agencies as the Planning Department, Model Cities and the Office of the Mayor. As a coordinating group for those institutions concerned with education in urban affairs, it does not itself operate an internship program, but any entry of the Bloomington Center for Urban Affairs into large-scale internships in Indianapolis would probably have to be accompanied by explicit cooperative agreements with C.U.E.

The I.U.-P.U.I. Department of Metropolitan Studies, headed by Dr. John Liell, has instituted what amounts to an internship program under the rubric "urban practicum". The practicum is a required course for metropolitan studies majors and involves part-time placements in city and federal offices. Dr. Liell has indicated his willingness to consider the participation of Bloomington campus students in the practicum. As an initial step in establishing working relationships between the two urban programs, such a transfer of students should be sought.

Still another set of opportunities whose potential for the Center for Urban Affairs has not been utilized are the urban programs under the direction of the Urban Education Department (Bloomington) faculty. To cite two examples, Dr. Martha Dawson's program in multi-cultural education and Dr. William Pilder's seminar in urban educational innovation may have relevance to Center students in other disciplines. Indeed both of these programs attempt a broad multi-disciplinary approach to the human problems of urbanism which transcend the bounds of education for classroom teaching.

## II. Present Organization with Increased Resources

With an augmented budget and increased administrative staff, the Center for Urban Affairs could readily develop an internship program of its own without altering its present organizational relationship to the University. There are four areas of internships which could be developed in less than one academic year.

Indianapolis, as Indiana's largest metropolitan center and the large city closest to the Bloomington campus offers the most immediate opportunities for internship development. Preliminary contacts developed principally with the assistance of Miss Jane Kilpatrick (I.U.-P.U.I. Metropolitan Studies) indicate an immediate potential for twenty to thirty internships in community organizations and service organizations. To these must be added governmental positions in city, county and state administrations. In an interview, Mr. Lee Crean, assistant to the Governor, indicated that ten interns could be placed next summer in agencies under his purview such as the Indiana Civil Rights Commission. The "Summer in the City" program operated by the Center in 1969 could serve as an appropriate model for a revived Indianapolis program. A full-time coordinator supplemented the efforts of Mr. Brower in supervising the interns and providing an ongoing seminar devoted to the dimensions of the urban phenomenon.

A second, and conceptually more innovative, program (though not necessarily with greater educational payoffs) might focus upon middle size cities in Indiana such as New Albany, Bloomington, Richmond and Lafayette. Though they cannot be characterized as major urban centers, nonetheless they are confronted with many of

challenges posed by the urbanizing process; e.g., inadequate extension of city services in the face of rapid spatial expansion, the underdevelopment of transportation facilities, the problem of insufficient municipal revenue, control over land use and zoning, housing codes, industrial and municipal pollution problems and so on. The peculiarity of these towns is that while they face complex politico-administrative problems, their size does not permit the support of municipal staff positions to make technical evaluations and formulate policy alternatives. Most especially, elected city and county councilmen lack staff support to provide firm factual foundations for decision-making. Interns assigned either to councils as wholes or to individual councilmen could provide part of the needed support at low money cost. From the standpoint of the intern, a position in a relatively small political unit would afford a more synoptic view of the cross-pressures and conflicts of urban decision structures than he might obtain in more certifiably "urban" centers. The Center would have the opportunity to relate the skills and interests of students from a variety of disciplinary backgrounds to specific problems. For instance, students from the natural sciences could bring to bear their analytical skills on the problem of pollution in its real context of perplexing cost-benefit and value-based disputes; geographers could develop for small, growing towns models of suburbanization which might provide guidance to town councils in the development of zoning policies. These programs should be developed with the assistance of the Indiana Association of Counties and the Indiana Municipal League.

A third innovative possibility might involve considerable lead-time and conceptual development. This program was suggested by Mr. Alfred Eggers, Jr., Assistant Director of Research Applications for the National Science Foundation. To quote Mr. Eggers,

The National Science Foundation is particularly concerned about exploring and developing ways of heightening the scientific and technological capabilities of state and local governments, and has established the Office of Intergovernmental Science Programs under Dr. M. Frank Hersman as a means of bringing resources to bear on this important subject. While the Intergovernmental Science Programs do not, as a general rule, involve the support of internship programs, it is possible that a small-scale, innovative pilot program that would be designed to explore the potentials of such an intern approach to increasing local government capacity in science and technology might be considered for short-term support.

From the standpoint of the Center's organizational development, the writing of a proposal to N.S.F. would lead to an expanded base of departmental support within the University. Cooperation in a program of this sort might lead to highly fruitful interaction between the "hard" scientists and the "soft" scientists usually associated with urban affairs programs. (See Appendix I.)

A fourth suggestion once again would involve considerable lead-time and staff effort on the part of the Center. Title I of the Higher Education Act of 1965 provides, among other things, funds for university based community service programs. The Department of Health, Education and Welfare as well as the Title I director for the State of Indiana (who is administratively located in the Indiana Office of Community Affairs) suggested that an urban internship program fell within the terms of the Act. Indeed, a program resembling urban internship was funded by the state agency in 1969

under the name Student Volunteer Corps. The Corps has apparently atrophied for reasons not intrinsic to the concept. It is apparent from a review of proposals accepted by the Title I agency that multi-institutional applications which have at least regional scope are favored. Thus, it may be well for the Center to consider a joint proposal with the Consortium for Urban Education in Indianapolis or perhaps with one or more of the regional campuses of Indiana University.

### III. Increased Flexibility and Resources

A final category of proposals would involve important changes in the organizational role of the Center. Some form of association with the new embryonic School for Public and Environmental Affairs might provide the catalytic elements of support and flexibility.

At present, graduate students have no formal place in the Center's programs. This proposal, predicated as it is upon the involvement of advanced graduate students, is dependent upon altered terms of reference for the Center. In brief, the suggestion is a small internship-seminar program for both advanced students and key urban decision-makers. Approximately seven to ten graduate students would be placed in the offices of top-level staff administrators to conduct a non-routine, special projects. Both the intern and his supervisor would participate in an interdisciplinary, credit-bearing seminar led by two or more members of the graduate faculty. The seminar would attempt to integrate actual decision situations with scholarly data and theory. The three-sided mutual critique could be extraordinarily fruitful as

a bridge between academic analysis of urban problems and the perspective of men responsible for practical policy outputs.

A final proposal involves transforming the Center, at least in part, into a general facilitator for non-classroom, off-campus, service-oriented education about and in urban areas. Modeled after the University of Minnesota's Living-Learning Center, the Center could perform the following functions:

a) Act as a referral service for all students interested in the urban phenomena, directing them as warranted to such existing programs as the Volunteer Students Bureau, the Urban Semester of the Urban Education Department or the Metropolitan Studies Department of I.U.-P.U.I.

b) Provide the institutional backup for student-initiated group study and action projects with urban foci by arranging for the granting of credit and the evaluation of student performance.

c) Provide counselling and academic credit for individually-conceived urban service/learning projects which fall into existing program or department.

Part of the significance of this proposal lies in its centralizing of informational resources without any centralization of control. It is now difficult in the extreme for an Indiana University student to be informed about available options related to urban studies. A second significant feature is the Center's capacity to academically support imaginative and innovative programs which happen not to fall into a standard department pocket. The J-series independent study option would be an important tool in opening these possibilities to students.

## APPENDIX I

National Science Foundation: Guidelines for submitting proposals under intergovernmental science programs.

The National Science Foundation awards grants to enable state and local levels of government to develop improved programs and institutions for applying science and technology to governmental problems, and for implementing recommendations or utilizing information resulting from NSF programs.

Objectives of Intergovernmental Science Programs are:

(1) To advance the understanding of public issues and problems having scientific and technological content at the state and local levels of government, and to assess needs and opportunities for more effective application of science and technology;

(2) To demonstrate innovative science and technology planning and decision-making processes related to state, local and regional problems;

(3) To stimulate selected state and local governments' experimentation, on a pilot basis, with science and technology systems in the context of their own needs and resources;

(4) To encourage adoption of new systems which show promise for enhancing state and local ability to incorporate science and technology into public programs;

(5) To improve communication between persons and groups concerned with science and technology at the federal, state and local levels of government.

The proposal activity must involve a problem of general interest to state and local governments. Preference will be given to innovative approaches looking toward the development of models for governmental use of science and technology. Activities supported may include research projects, manpower and education (involving state and local government officials), technology assessment and forecasting studies, and planning studies to help develop innovative policies and programs for state and local governments. Institutional support will be provided to assist in establishment of centers for governmental science policy planning. Conferences and seminar projects at the state, regional and national levels, and projects to collect and analyze data on state and local scientific and technical resources will also be supported.

### Eligibility

Proposals may be submitted by units of state and local governments and their regional organizations, legislatures, law schools, state academies of science, colleges and universities that grant at least a baccalaureate-level degree in science, and non-profit institutions. Joint proposals from academic institutions in association with a unit of government will be given preference; however, awards will be made under other organizational arrangements. There is no requirement for matching funds, but normally applicants are required to share in the cost of any proposed activity. This may be accomplished by a contribution to any cost element in the project, direct or indirect.

Proposals may be submitted to other federal agencies for partial support and to NSF for those activities that fall outside the program scope of other federal agencies. Activities completely within the programs of other federal agencies will not be funded by NSF. Proposals from academic institutions that are not submitted in association with a unit of government should ordinarily be submitted under other NSF programs (e.g., see particularly the following programs described in the NSF Guide to Programs: Interdisciplinary Research Relevant to the Problems of Our Society; University Science Planning and Policy Program; Science Development Program.)

### Deadlines

Proposals may be submitted at any time; processing of a proposal requires approximately six months. Informal inquiry to the Foundation may be made to determine whether or not a potential project would qualify for support under NSF Intergovernmental Science Programs.

### Additional Information

Supplementary guidelines for preparation of proposals are available in the NSF pamphlet Grants for Scientific Research.

Communications may be addressed to: Dr. M. Frank Hersman, Head, Office of Intergovernmental Science Programs, National Science Foundation, Washington, D. C. 20550.



## APPENDIX II

Summer in the City: (Excerpted from the Center for Urban Affairs Annual Report, 1969.)

There were two basic purposes for Summer in the City. The first was to give the students real experience in an active city agency which would give added depth and additional meaning to their more formal academic training. The second was to attempt to demonstrate to the students that working in a city on real city problems could be exciting and rewarding and would encourage them and others to become more involved. The Program was conducted for a period of ten weeks during which twelve students worked in the City of Indianapolis in public agencies such as the Marion County Metropolitan Planning Department, the Model Cities Agency, the Mayor's Office, the Governor's Office and Community Action Against Poverty and attended class two nights a week. The students were assigned to senior level staff members of the agencies and worked with them on the regular on-going programs of the agency. They were expected to work a regular 40 hour week, and in many cases, worked many more hours attending evening meetings etc. The class, which met in downtown Indianapolis, was conducted by David Brower and Miss Miriam Langsam, Assistant Professor of History on the Indianapolis Campus. It met for two nights a week for at least two and a half hours and often, when something of interest was being discussed, lasted much later. An outline of the subject matter discussed is attached (See Section A below) but the method by which it was approached varied substantially depending in large part on what was going on in the city and the agencies at the moment.

During the winter, the Ford Foundation had indicated a great deal of interest in funding the program and during the spring gave their verbal approval; but later they reversed that approval leaving the program without funds. An appeal was made to the University Research Committee and the I.U. Foundation and through them the Center was encouraged to continue the Program but approval was not given until June 3. At the point, it was discovered that the budget that had been approved included money to pay Miss Langsam's salary, to cover necessary supplies and expenses, and travel but provided funds for only two students. After a great deal of negotiation and some hasseling, a budget was worked out which, when supplemented by the Work-Study Program, proved to be adequate for a program accommodating twelve students. (See Section B below)

The program was considered to be successful, especially by the students and the agencies involved. Jim Morris, Administrative Assistant to Mayor Richard Lugar, commented that "it was one of the most important contributions Indiana University has made." An

additional measure of the success of the program is the fact that a number of the students were asked to continue to work for their agencies after the termination of the program. Many of them did so and several even continued to work part time for the agencies after school started in the fall.

It had been hoped to expand the program to other cities this summer and to ultimately make it an integral part of the Certificate Program. To this end, a grant of almost \$12,000 had been applied for and received under Title VIII of the Housing Act of 1964 for the operation of the Program for next summer and a grant of slightly greater magnitude had been assured for the following summer. It had been planned to provide student salaries from Title I of the Higher Education Act, the Work-Study Program, and the agencies themselves who pledged their support.

Section A. Summer in the City Roster of Interns - 1969

Name	Major	Agency	Paid
Paul Baranowski	Math	Metro. Plan. Dept.	Budget
Jeffrey Bloomgarden	History	CAAP	Budget
Richard Gole	Law	CAAP (Legal Services)	Work-Study
Richard Hopper	Government	Metro. Plan. Dept.	Work-Study
Michele Johnson	Sociology	Mayor's Office	Budget
David Kreider	Law	Governor's Office	Work-Study
Shirley Love	Social Svs.	CAAP	Work-Study
Clare Minick	Sociology	CAAP	Work-Study
David Reed	Sociology	Model Cities	Budget
Barbara Shipp	Sociology	CAAP	Work-Study
Roberta Trattner	Sociology	Model Cities	Work-Study
Diana Weir	Sociology	Model Cities	Work-Study

Section B. Summer in the City Colloquium - 1969

TOPIC: Governing the Metropolis  
Tuesday, June 10

SPEAKER: John Walls, Deputy Mayor  
SUBJECT: Governing the Metropolis

TOPIC: Poverty, Race and Education in Indianapolis  
Thursday, June 12

SPEAKER: Michael Gunnison, Research and Training  
Associate, Community Action Against Poverty  
of Greater Indianapolis, Inc.  
SUBJECT: HEW Report on Segregation in the Indianapolis  
Schools

TOPIC: Poverty, Race and Education in Indianapolis  
Tuesday, June 17

Attend the CAAP Board Meeting at 5 p.m. in the English Foundation Building at 615 North Alabama and attend the Board of Education Meeting starting at 7:30 p.m., 120 Walnut.

SUBJECT: The CAAP Board and others intend to put pressure on the Board of Education to comply with the HEW Report.

TOPIC: Poverty, Race and Education in Indianapolis  
Thursday, June 19

STUDENT REPORT: Jeffrey Bloomgarden

TOPIC: Planning and Decision Making  
Tuesday, June 24

SUBJECT: Model Cities Planning-Training Session  
STUDENT REPORT: Roberta Trattner and David Reed

TOPIC: Planning and Decision Making  
Thursday, June 26

STUDENT REPORT: Diana Weir, Richard Hopper and David Reed  
BOOK: Power Elite

TOPIC: Planning and Decision Making  
Tuesday, July 1

SPEAKER: John T. Liell, Director, Community Action Against Poverty of Great Indianapolis, Inc.  
SUBJECT: Citizen Participation in Decision Making  
STUDENT REPORT: Michelle Johnson  
BOOK: Urban Villager, Herbert Gans

TOPIC: Urban Social Problems  
Tuesday, July 8

SPEAKERS: William Crawford and Glenn Howard, Black Radical Action Program  
SUBJECT: Problems of the Inner City

TOPIC: Urban Social Problems  
Thursday, July 10

STUDENT REPORT: Barbara Shipp and Michelle Johnson

TOPIC: Model Cities  
Tuesday, July 15

SPEAKER: Michael Carroll, Director of Planning and  
Research, Model Cities Program of Indianapolis  
SUBJECT: Model Cities Program

TOPIC: Crime and Delinquency  
Thursday, July 17

STUDENT REPORT: Roberta Trattner and Richard Gole

TOPIC: Housing  
Tuesday, July 22

SPEAKER: Carl Beck, Director, Indianapolis Housing  
Authority  
SUBJECT: Housing in the Inner City

TOPIC: Housing  
Thursday, July 24

STUDENT REPORT: Diana Weir and David Kreider

TOPIC: Form and Function  
Tuesday, July 29

STUDENT REPORT: David Reed  
Bus Tour

TOPIC: Law  
Thursday, July 31

STUDENT REPORT: David Kreider and Richard Gole

TOPIC: Law  
Tuesday, August 5

SPEAKER: Patrick Chavis, Jr.  
SUBJECT: Law, Race and Politics

TOPIC: The City as a System of Systems  
Thursday August 7

STUDENT REPORT: Clare Minick

TOPIC: Conclusion  
Tuesday, August 12

Section C. Expenditure Budget

Academic Salaries (Miriam Langsam	\$1,000.00
Wages* (Students)	4,725.51
Supplies and Expenses (Including \$175 for honoraria + \$40 for bus tour)	358.14
Fringe Benefits	15.00
Travel	401.35
	<hr/>
	\$6,500.00

\*This was supplemented by \$5,760 from the Work-Study Program during the 10 week period of the program. Several students were asked to stay on after the end of the program by the agencies they were working for but in these cases, the agencies paid them out of their own budgets.

Sources of Funds

University Research Committee (I.U. Foundation)	\$6,000.00
Chancellor Hine's Budget (For Miss Langsam)	500.00
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	\$6,500.00