LEADERSHIP AND COMMUNITY RELATIONS

Unit 8

Willis A. Sutton, Jr.

August 1968

C O M M U N I T Y A C T I O N I N A P P A L A C H I A

An Appraisal of the "War on Poverty"
in a Rural Setting of Southeastern Kentucky

(Report of a study by an interdisciplinary team of the University of Kentucky, performed under Contract #693 between the University of Kentucky Research Foundation and the Office of Economic Opportunity, 1965-68)

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Contents of Entire Report:

COMMUNITY ACTION IN APPALACHIA

This is one unit of a report which includes the following units, each separately bound as is this one:

Unit 1--Paul Street, Introduction and Synthesis

Quality of Life in Rural Poverty Areas

Unit 2--Lowndes F. Stephens, Economic Progress in an Appalachian County: The Relationship Between Economic and Social Change

Unit 3--Stephen R. Cain, A Selective Description of a Knox County Mountain Neighborhood

Unit 4--James W. Gladden, Family Life Styles, Social Participation and Socio-Cultural Change

Change and Impacts of Community Action

Unit 5--Herbert Hirsch, Poverty, Participation, and Political Socialization: A Study of the Relationship Between Participation in the Community Action Program and the Political Socialization of the Appalachian Child.

Unit 6--Morris K. Caudill, The Youth Development Program

Unit 7--Lewis Donohew and B. Krishna Singh, Modernization of Life Styles

Unit 8--Willis A. Sutton, Jr., Leadership and Community Relations

Unit 9--Ottis Murphy and Paul Street, The "Image" of the Knox County Community Action Program

Specific Community Action Programs

Unit 10--Ottis Murphy, The Knox County Economic Opportunity Anti-Poverty Arts and Crafts Store Project

Unit 11--Paul Street and Linda Tomes, The Early Childhood Program

Unit 12--Paul Street, The Health Education Program

Unit 13--Thomas P. Field, Wilford Bladen, and Burtis Webb, Recent Home Construction in Two Appalachian Counties

* Spec. Coll. 9/84 Gift Appalachian Center

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TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	ii
LIST OF TABLES	vii
LIST OF CHARTS	x
INTRODUCTION	1
a) Orientation	
b) Methodological Note	
1. COUNTY LEADERSHIP PATTERNS.	10
a) Introduction	
b) County Leader Nominations	
c) Power Source Attributions	
d) Leaders Through Issue Analysis	
e) Impressions of Change in County Leadership	
2. NEIGHBORHOOD LEADERSHIP PATTERNS.	45
a) Perception of Neighborhood Leaders	
b) Activity Leaders	
3. PARTICIPATION IN ACTIVITIES	57
a) Level of Participation	
b) Types of Activity	
4. LEADER-POOR RELATIONSHIPS	68
a) Introduction	
b) An Overview of Maximum Feasible Participation Efforts in Knox County	
c) Reactions to Maximum Feasible Participation	
d) Impressions of Program Impact on County Decision Dynamics	

Page

e) Images of Poor-Leader Relationships

f) Indices of Program Impacts on Poor-Leader Relations

5. PERCEPTIONS OF PROGRAM IMPACT 115

a) Introduction

b) Measures of Perception of Impact

c) Perception of Impact of All Respondents

d) Differential Perception by Types of Respondents

e) Closeness to Program and Perception of Impact

f) Perception of Impact: Program Content

CONCLUSIONS 140

REFERENCES 153

APPENDIX A

APPENDIX B

APPENDIX C

APPENDIX D

LIST OF TABLES

Table		Page
1.	County Leader Perceptions	12
2.	County Leader Perceptions in New Bethel Neighborhood	14
3.	Rank Order of Top 12 Leaders 1966 and 1968	16
4.	Rank of Top County Leaders by Neighborhood	18
5.	Types of Power Sources Attributed to Top County Leaders	20
6.	Total Persons Taking Part in Issues	26
7.	Non-OEO Total Persons Taking Part in Issues	26
8.	Number and Change in Different Types of Leaders Pre to Post.	29
9.	Excluding OEO Personnel--Number and Change in Different Types of Leaders Pre to Post	29
10.	Pre-CAP Leaders in One, Two, and All Three Issues	31
11.	Post-CAP Leaders in One, Two, and All Three Issues	31
12.	Gains and Losses in Leadership Status by Leaders Common to Both Periods	32
13.	Pre- and Post-CAP Influentials by Societal Sector	34
14.	Pre-CAP Influentials by Societal Sector and Influence Level	35
15.	Post-CAP Influentials by Societal Sector and Influence Level	36
16.	Pre- and Post-CAP Influentials by Inside or Outside Location	38
17.	Pre- and Post-CAP Influentials by Inside or Outside Location and by Level of Influence	38
18.	Pre- and Post-CAP Outside Influentials by Societal Sector	39
19.	Impressions of Leadership Change Since Start of KCEOC	40
20.	Perception of Neighborhood Leaders: Three Center Areas	46
21.	Perception of Neighborhood Leaders: Three Non-Center Areas	47
22.	Perception of Neighbrohood Leaders: All Areas	48
23.	Perception of Neighborhood Leaders: Net Bethel	49

Table		Page
24.	Activity Leaders: Three Center Areas	51
25.	Activity Leaders: Three Non-Center Areas	52
26.	Activity Leaders: All Areas	53
27.	Activity Leaders: New Bethel	54
28.	Collective Participation: Three Center Areas	58
29.	Collective Participation: Eight Non-Center Areas	59
30.	Collective Participation: All Areas	60
31.	Collective Participation: New Bethel	61
32.	Types of Group Projects: Three Center Areas	64
33.	Types of Group Projects: Eight Non-Center Areas	65
34.	Types of Group Projects: All Areas	66
35.	Types of Group Projects: New Bethel	67
36.	Reactions to Local Action Groups	76
37.	Reactions to Association of Local Action Groups	78
38.	Reaction to Involvement of Poor in KCEOC Program	80
39.	Importance of Different Divisions and Alignments	84
40.	Recent Change in Divisions and Alignments	85
41.	Effects of KCEOC on Changes in Divisions and Alignments	87
42.	Characterizations of Poor-Leader Relationships	95
43.	Emergent Cooperation Characterizations of the Poor-Leader Relationship	97
44.	Emergent Tension Characterizations of the Poor-Leader Relationship	98
45.	Change in Poor-Leader Relations	100
46.	Leader Relations Seen by Those Holding They Had Not Changed	102
47.	Poor-Leader Relations Seen by Those Holding They Had Changed	103

Table		Page
48.	Role of Staff in Poor-Leader Relations	105
49.	Satisfaction-Dissatisfaction with Role of Staff in Poor-Leader Relations	107
50.	Indices of Change	109
51.	Extent of Favorable Perception of General and Directional Effects	119
52.	Information Sequence Against General Effectiveness	126
53.	Information Sequence Against Directional Effectiveness	127
54.	Attachment Sequence Against General Effectiveness	128
55.	Attachment Sequence Against Directional Effectiveness	129
56.	Extent of Favorable Perception of Impact on Seventeen Selected Items by All Respondents	132
57.	Extent of Favorable Perception of Impact on Seventeen Selected Items by Six Types of Respondents	135

LIST OF CHARTS

Chart | Page

1. Formal Organization of the KCEOC Structure of Participation . . . 71

2. Types of Social Relationships 89

LEADERSHIP AND COMMUNITY RELATIONS

Introduction

a) Orientation. This unit of the Knox County report brings together data and interpretations concerned with the relationships between the Knox County Economic Opportunity Council Program and the local county viewed in its communal dimensions. It seeks to assess some of the meaning the Community Action Program had for the county's leadership and collective action abilities, and it seeks to suggest some of the ways the county's socio-cultural structure exerted influence on the KCEOC operation.

Interest in leadership, decision-making, and citizen participation, particularly in relation to the poorer parts of the U.S. population was a major aspect of the general strategy of the Community Action Program of the Office of Economic Opportunity from its inception. While it seems clear that no very specific intent was behind Congress' writing into the act the phrase, "maximum feasible participation" from which much of this interest is said to stem (Rubin, 1967), the thrust of Community Action's concern with participation and organization of the poor can scarcely be doubted.

This interest was clearly manifest in the Knox County Economic Opportunity Program. A part of the community center strategy was the idea of placing a multi-service type institution close enough to the uninvolved people living in the isolated hollows to attract them to

take part in a larger social life. In each of these center areas neighborhood councils were organized, their names being changed later to "Local Action Groups," and representatives of these different local groups were brought together to form a county "Association of Local Action Groups." An open-membership county "Council" was brought into being, and a majority of the memberships on the Board of Directors, the legal policy-controlling community action agency, was given to persons elected to the Board from the Associations, a unit specifically representing the poor, and from the Council, a unit open to all county residents.

The KCEOC program actively sought more involvement of the poor population, particularly in the areas where it established community centers. Through these and through the county-wide organizational units, it sought to give experience to the poor about the procedures of citizenship and information about the needs and issues facing the county and neighborhood and about the position of leaders with regard to these matters.

This unit focuses attention mainly upon certain indications of the results of these efforts. But a word of caution is in order. While every effort possible, within the time and resources available, has been made to obtain reliable information and to analyze it carefully, a certain built-in limitation demands considerable caution in drawing firm conclusions. This is the inability of researchers to separate the effects of the operation of KCEOC in Knox County from the effects of various other programs going on at the same time.

The major means used by the research staff to apply controls to these effects have been the collection of data both specifically within parts of the county served by the community centers of KCEOC and in other parts of the county not so served. But two facts must be remembered with regard to this effort at comparison of the two areas. First, these two sets of neighborhoods--called "center areas" and "non-center areas"--were in no wise totally insulated from each other. Knowledge, ideas, attitudes and events were transmitted back and forth among them. Second, both sets of areas were subject to various county-wide, state, and federal programs of diverse origins and purposes throughout the period under study. Welfare, education, food stamp programs, industrial development activities, political campaigns, vocational education, employment and social security services, to mention just a few, operated over all the county throughout the period. To separate from this diverse context of factors the particular strains of cause and effect resulting only from KCEOC is manifestly impossible. Measures of certain characteristics deemed strategic have been taken at one or another point in time, and these have been reviewed with special reference to community action programs and organization, but the conclusions regarding the connection between these results and the community action program remain inferences of a relatively gross variety.

A more realistic goal for this unit is the illustration of probable relationships and a piecing together of certain facts and interpretations which seem best to fit the logic of the emerging social situation.

Three main themes structure the organization of this unit of the report. The first, containing the greatest part of the volume, summarizes observations on the significance of the KCEOC program to the leadership and collective action situation of the county. It consists of three sub-parts. Data have been grouped to yield insight on the program's probable relevance, first, for change in patterns of county leadership, second, for change in the neighborhood leadership patterns, thirdly, for change in the character of participation in certain types of collective activities. The second theme concerns the change in the relationships between those two segments of the population often labeled "The Poor and the Powerful." The third theme focuses on perception of program impact and summarizes the findings of a survey of the perceptions held by different parts of the county population in 1968 of the impact of the KCEOC program.

b) Methodological Note. Three sources of data have been used in this unit. The first is a compilation of answers to certain of the questions asked in the interview schedule administered in both 1966 and 1968 to the head-of-household and homemaker sample. The selection of this sample is described in detail elsewhere in the general methodology section of this report and need not be repeated here.

The second source of information used here is comprised of answers to interview questions asked of respondents representing five different segments of the community deemed important in understanding the community relationships involved with the KCEOC program. These particular interviews are referred to as the "Community Relations

Schedules" (a copy is Appendix "B" of the present unit). The five categories of persons interviewed in this connection were KCEOC Professional Staff members; KCEOC General (non-professional) Staff members; members of the KCEOC Board of Directors; certain officers of organizations representing the poor labeled Leaders of the Poor; and certain individuals of major influence in the county labeled County Leaders. A brief note is in order regarding each of these categories of respondents.

In February-March, 1968, when the community relations interviews were executed, there were ten persons occupying major supervisory positions directing the program staff of the KCEOC. These ten persons constitute the Professional Staff respondents.

At the same time, 18 persons were serving as the main general staff persons (not including cooks and drivers) at the four community center areas used in the head-of-household and homemaker samples--Kay Jay, Messer, Middlefork, and New Bethel. These 18 persons constitute the General Staff category of respondents. In this group were center directors, Early Childhood Program teachers and part- and full-time community and teacher aides. In some instances below, both professional and general staff personnel are grouped together as "staff" respondents.

The process of securing representative samples of respondents within the other three categories, the Board Members, Leaders of the Poor, and County Leaders, was somewhat complicated. A two-thirds random sample was drawn from the universe of each of these three, but since a number of persons in each sample were also drawn in one of the

other two samples, additional steps were taken to determine the final category to which each was assigned.

Ultimately, the Board of Directors sample contained 23 respondents. Thirty-eight persons were first drawn at random from the universe of 53, but nine of these were more appropriately classed as Leaders of the Poor. Three others had, after serving on the Board awhile, become KCEOC employees, and hence had to be classed as general staff members. In addition, one refused to be interviewed, one had moved away from the county, and one, it was later found, had not served on the Board the minimum period of three months to qualify him as a Board respondent.

The Leader of the Poor is a category established to tap the opinions of persons holding non-paying leadership positions on either the Board of Directors, the neighborhood Local Action Groups, or the county-level Association of Local Action Groups--all organizations created by the Community Action Program as forums or action units to represent or work closely with the poor. From a list of 40 persons who, at one time or another, had been officers of one of the four Local Action Groups in the sample area (Kay Jay, Messer, Middlefork, and New Bethel neighborhoods), a two-thirds sample was first drawn. Another two-thirds random sample was selected from a list of 29 persons who were either officers of the county-level Association of Local Action Groups or were members of the Board of Directors representing the poor. This roster, however, was reduced to 36 as a result of two factors--some of the individuals were drawn on both lists, and some were later found also to have become employees of

the agency and, hence, could not be classed as volunteer Leaders of the Poor.

The County Leaders category was selected not by sampling, but was the end product of two steps. First, those persons named four or more times by the head-of-household and homemaker sample in 1966, or two or more times by some 37 respondents who had been identified, themselves, as county leaders in 1968 by a previous series of respondents, were listed.[1] The second step was to remove from this list any who were members of the Board of Directors of KCEOC. This resulted in a list of 29 persons who could be aptly designated County Leaders.

Not all the questions found in the Community Relations Interview Schedule were asked of all respondents. Certain questions were appropriate only for the Professional Staff and Board members, and others only for the Leaders of the Poor, etc. Numbers before each question indicated which category of respondents (by code listed on the schedule face sheet) were to be given that query.

Since the community relations interviews often touched topics which were somewhat controversial, at least within the local scene, and since they often involved contact with influential local people, all these 116 interviews, with only two or three special exceptions involving unique circumstances, were conducted by personnel of the University of Kentucky rather than by Knox County residents, as was the more general practice.

The final source of data utilized in this unit is that of newspaper and other documents with content useful to the understanding

of collective policy phenomena in Knox County. More specifically, these data consist of official minutes of the Board of Directors of the KCEOC and of the Council and of the Association of Local Action Groups, various reports from one or another segment of the program, and newspaper accounts from the Barbourville Mountain Advocate, the weekly paper published in Knox County, and from the two daily papers in adjacent counties, the Middlesboro Daily News, and the Corbin Daily Tribune and Sunday Times.

FOOTNOTE

[1]The precise method of identifying these major County Leaders was as follows: All respondents in the head-of-household and homemaker sample in 1966 were asked who they felt the most influential leaders of the county were. From these responses, 21 persons were found to have each received four or more nominations. These 21 were interviewed in 1968 and their responses to the same question were tabulated. Interviews proceeded in "snowball" fashion with persons named most until 16 additional persons had been interviewed. At this point everyone who had been nominated two or more times by these 37 respondents had been interviewed except three who could not be reached. This process produced a list of 72 different persons, 41 of whom received only one nomination. The 29 County Leaders are all those persons from among the 37 interviewed who were <u>not</u> on the Board of Directors of KCEOC but who were named either two or more times by the 37 or four or more times by the 1966 sample.

1. COUNTY LEADERSHIP PATTERNS

a) Introduction. To observe the county leadership situation and changes within it in the last few years, three sets of data have been marshalled. First, the number and distribution of perceptions of county leaders held by the different parts of the county population in the spring and summer of 1966 are compared with comparable perceptions from the same respondents in early spring of 1968. Second, leaders identified through the observation of three county-wide issues or projects which took place prior to the summer of 1965 are compared with those identified through comparable observations of three similar issues or projects which took place mainly in the summer and fall of 1967. Third, a summary of the impressions that county and CAP-related leaders and personnel held about whether leadership has shifted in any appreciable manner in the last few years since the KCEOC program came to Knox County is presented. A brief summary of all three parts of this evidence will then close the section.

b) County Leader Nominations. To assess the change in leadership in Knox County in the early and later stages of the CAP program, answers to the question, "Who would you say are the main leaders in Knox County?" were sought from respondents in the general head-of-household and homemaker sample in 1966 and in 1968.[1] The number of persons named, the total number of nominations made and the percentage

given by the sample to different echelons of the leadership roster were then calculated for each period for all areas of the county together and separately for center and for non-center areas. (See Table 1.)

Clearly, a marked change in leadership perceptions has taken place between 1966 and 1968 in Knox County.[2] It seems equally clear that the differences between the center areas on the one hand and the non-center areas on the other in regard to these changes are relatively small. The direction of the change between 1966 and 1968 is the same on all measures in both sets of areas.

Thus, between 1966 and 1968, though the ability to name leaders increased somewhat,as indicated by the shift upward of the average number of nominations made per respondent, both the size of the leader roster and the distribution of nominations among the different segments of it reveal a narrowing of the range of leadership choice.

To be more specific, between 1966 and 1968, while the number of respondents declined 13 and 11 per cent in the center and non-center areas respectively, the total roster of persons named as county leaders declined 51 and 32 per cent respectively in the two areas, and this, in spite of the fact that in this period the average number of persons named by each respondent in each area increased from around one to around one and one-half. This resulted in a substantial increase in total nominations of 1968 over 1966 for all areas. Thus, in both center and non-center areas, fewer different people were named as leaders in 1968 than in 1966 even though the number of persons named by the average respondent increased appreciably.

TABLE 1

COUNTY LEADERS PERCEPTIONS

(The Number and Percentage of All Persons Nominated and of All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change Between the Two Years in "Center" and "Non-Center" Areas and for All County Areas)

	All County Areas			Center Areas*			Non-Center Areas*		
	1966	1968	Change 66-68 as a % of '66	1966	1968	Change 66-68 as a % of '66	1966	1968	Change 66-68 as a % of '66
Number of Respondents	727	639	-12.1	307	266	-13.3	420	373	-11.2
Number of Different Persons Named	113	57	-49.6	67	33	-50.7	69	47	-31.8
Total Number of Nominations Given to Persons	793	953	+20.2	323	400	+20.7	470	553	+17.6
Average Number of Nominations per Respondent	1.090	1.491		1.052	1.503		1.119	1.482	
Number of Persons Constituting 10% of All Persons Nominated	12	6	-50.0	7	4	-42.8	7	5	-29.6
Nominations Received by the Top 10% of Persons Nominated	600	722	+20.3	218	276	+26.6	309	393	+27.2
Nominations Received by Top 10% of Persons as a Per Cent of All Nominations	75.7	75.8		67.5	69.0		65.7	71.1	
Number of Persons Receiving Only One Nomination	57	23	-59.6	37	14	-62.2	33	18	-45.4
Persons Nominated Only Once as a Percentage of All Persons	50.4	40.4		55.2	42.4		47.8	38.3	
Nominations Received by Persons Nominated Only Once as a % of All Nominations	9.54	7.95		11.5	3.5		7.0	3.3	

*Center Areas include only Middlefork, Kay Jay, and Mesa for both time periods in spite of the fact 1966 and [illegible]

When attention is turned to the distribution of these nominations between those at the top--defined as that 10 per cent of all persons who received the largest number of nominations--and those at the bottom--defined as all those who each received only one nomination--the same pattern of narrowing choice between 1966 and 1968 is evident in both areas. While both the number of persons nominated only once and the number of persons comprising the top 10 per cent showed a marked decline, the number of nominations of persons ranking in the top 10 per cent increased about 27 per cent in both areas, and the per cent that these nominations of top leaders were of all nominations rose slightly in all areas.

While the major pattern exhibited is essentially similar for both center and non-center areas, one difference between the two is worthy of note. It is evident that the county trend is much stronger in the center areas than in the non-center areas. Indeed, except for the data on nominations given to the top leaders, where the pattern for the two areas is almost identical, center areas clearly show a greater focussing of choice than non-center areas.

The New Bethel neighborhood warrants special attention. It is one neighborhood where to some degree a "before" and "after" situation is available for analysis, since its community center was organized after the 1966 interviewing took place but long before the 1968 data were collected.[3]

Comparing the Bethel data (see Table 2) to the others, it can be seen that total persons named, total nominations, and average number of nominations per respondent were less in Bethel in 1968 than in

TABLE 2

COUNTY LEADER PERCEPTIONS IN NEW BETHEL NEIGHBORHOOD

(The Number and Percentage of All Persons Nominated and of All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change between the Two Years)

	1966	1968	Change 66-68 as % of 1966
Number of Respondents	119	100	-15.97
Number of Different Persons Named	45	34	-24.44
Total Number of Nominations Given to Persons	182	142	-21.98
Average Number of Nominations per Respondent	1.530	1.420	
Number of Persons Constituting 10% of All Persons Nominated	5	4	-20.00
Nominations Received by the Top 10% of Persons Nominated	99	83	-16.2
Nominations Received by the Top 10% of Persons as a Per Cent of All Nominations	54	59	
Number Persons Receiving only One Nomination	27	16	-40.74
Persons Nominated Once as a Percentage of All Persons	60	47	
Nominations Received by Persons Nominated only Once as Per Cent of All Nominations	14.8	11.3	

1966, whereas in both center and non-center areas an increase in nominations and in average number of nominations was matched with a decrease in total persons named. Bethel's change, in other words, is comparatively small--fewer persons named and fewer nominations--all in the direction which might be anticipated from the general 16 per cent reduction in its total respondents.

Bethel is also different on the share of nominations received by the top versus the bottom parts of the leadership roster. Whereas both center and non-center areas gave a greater proportion of their nominations to the top people in 1968 than in 1966, Bethel shows a reduction, though again, by an amount approximately equal to its reduction in respondents. At the bottom part of the roster, Bethel exhibits a pattern roughly comparable to that manifest in both the other sets of areas--a decline in the number and percentage of persons receiving only one nomination.

A closer look at the set of persons comprising the top 10 per cent of the total leadership roster in each of the two years is in order. In Table 3 a list is provided of all leaders who, according to their total nominations were ranked twelfth or above for either county, center areas, or non-center areas in one or the other of the two years. In addition each person's rank within the leader roster for each of the six "area-periods" is indicated.

It is immediately apparent that the top leader roster for both years, and in all areas, is quite similar. Comparing the 1966 with the 1968 rank orders in each of the three areas, a coefficient (Spearman's "Rho") of .83 for the county, of .81 for the center

TABLE 3

RANK ORDER OF TOP 12 LEADERS* 1966 AND 1968 BY COUNTY, CENTER AREAS, AND NON-CENTER AREAS

Leaders**	County		Center Areas		Non-Center Areas	
	1966	1968	1966	1968	1966	1968
1. Ralph Thomas	1	1	1	1	1	1
2. Peter Edwards	2	4	5	4	2	3
3. George Wells	3	3	2	2	3	4
4. Matt Fairn	4	2	3	3	4	2
5. J. T. Miller	5	6	4	6	7	8.5 (T)
6. Garrett Evans	6	9	7	10.5 (T)	5	6
7. Randy Johnson	7	8	6	7	6	8.5 (T)
8. Jim Belmont	8	5	8	5	9	7
9. Ross Younger	9.5 (T)	15.5	9.5 (T)	10.5 (T)	10.5 (T)	15.5
10. Jack Reardon	9.5 (T)	7	9.5 (T)	8	10.5 (T)	5
11. Bud Knight	11	11	15.5	9	8	15.5
12. Frank Adams	12	15.5	15.5	15.5	12	15.5
13. Henrietta Ogletree	15.5	15.5	12	15.5	15.5	15.5
14. Grover Belton	15.5	15.5	15.5	12	15.5	15.5
15. Hank Ginger	15.5	10	15.5	15.5	15.5	11
16. Truman Engle	15.5	12	15.5	15.5	15.5	10
17. John Ferguson	15.5	15.5	15.5	15.5	15.5	12
18. Cecil Smith	15.5	15.5	11	15.5	15.5	15.5

*The exact ranks of the top twelve persons in each area-period are shown. Tied ranks are given the median rank among persons tied. To obtain a basis of comparability for all the area-periods any one having a rank lower than 12 in any given area-period was assigned the median rank (15.5) of all persons greater than 12 who were required as rank occupants to complete the 12 place roster for each area-period.

**All names are pseudonyms.

areas, and of .68 for the non-center areas is found. Furthermore, a coefficient of .79 is exhibited between center and non-center rank orders in 1966 and of .69 between these two areas in 1968.

Inspection reveals further that, generally, the level of agreement on leaders among the different area-periods is higher among the upper than among the lower ranks. For example, no leader above rank nine in any of the area-periods is to be found lower than rank 10.5 on any of the other area-periods. Or, from another perspective, all the 24 different "positions" constituted by the top four ranks in the six area-periods are filled by only five persons. With but one exception the same identical persons fill all the top four ranks in all six area-periods.

In terms of change, 1966 to 1968, it seems fairly clear that center areas have changed less (Spearman's Rho .81) than have the non-center areas (Rho of .68). Further, the similarity between center and non-center area rankings of leaders is greater in 1966 (Rho of .79) than in 1968 (Rho of .69).

Turning to a comparison of persons named most often as county leaders in different neighborhoods, a pattern of general agreement is also apparent. Using only the seven areas having some sizable number of head-of-household - homemaker respondents, all persons receiving three or more nominations in any one of these areas were listed and given ranks within a county-leader roster for each area. The results of this (see Table 4) show that different neighborhoods name much the same leaders as top people as do respondents all over the county. Some differentiation is evident among some of the

TABLE 4

RANK OF TOP COUNTY LEADERS BY NEIGHBORHOOD

(Persons Receiving Three or More Nominations as County Leaders and Their Rank by Nominations Received in Each of Seven Sub-Areas in 1966 and 1968*)

NAMES[b]	Middle Fork		Kay Jay		Messer		Bethel		Turkey Creek		Artemus		Bailey Switch	
	1966	1968	'66	'68	66	'68	'66	'68	'66[a]	'68	'66	'68	'66	'68
1. Ralph Thomas	1	1	1.5T	1	1	1	1	1		2	1	1	1	1
2. Peter Edwards	2	2.5T	5	4	4	3	2	3		4	2	2	2	2
3. George Wells	3	2.5T	1.5T	2	5	2	3	2		4	2	2	2	2
4. Matt Fairn	4.5T	4	3	3	3	4.5T	4	4		1	5	3	3	3
5. J. T. Miller	4.5T	5			2	4.5T	5.5T	6				10T		7.5T
6. Garrett Evans	9T		6.5T	7				5			3	5.5T		
7. Randy Johnson	6					7	8	7.5T					5	7.5T
8. Jim Belmont	9T	6	6.5T	5		6	7	9				8		9
9. Ross Younger			4								6	7	6.5T	
10. Jack Reardon	7	8		8		9				3	7.5T	4	6.5T	
11. Bud Knight		7					5.5T					10T		
12. Hank Ginger				6				7.5T				10T		
13. Grover Belton						8								
14. Timothy Thompson										6				
15. Truman Engle														5
16. John Ferguson														6
17. Vincent Cotter														10
18. Oscar Dorer	9T													
19. Patrick Gaunt			8											
20. Henry Hunt							9.5T							
21. Frank Adams							9.5T							
22. Fannin Scout							11.5T							
23. Stanley House							11.5T							
24. Falls Garport							13							
25. Jerry Stevens											7.5T			
26. Charles Matson											9.5T			
27. Robert Yassily											9.5T			
TOTAL RECEIVING 3 OR MORE MENTIONS	10	8	7	8	5	9	13	9	0	6	10	11	7	10

*Clate, Flat Creek, Golden Creek, Harp's Fork, and Prichard's Branch areas were eliminated from consideration since none had more than 12 respondents each.

[a]In 1966 no leader received more than two nominations in Turkey Creek.

[b]All names are pseudonyms.

neighborhoods at the lower leadership ranks, but at the upper ranks there is a strong correspondence of leader lists among the neighborhoods.

In addition, where the persons who fill the top four or five ranks in 1968 in each neighborhood are compared to those filling comparable positions in 1966, only occasionally is a difference manifested. This seems true for all type areas--center, non-center, as well as for New Bethel.

c) Power Source Attributions. An additional dimension on which change in Knox County leadership perceptions may be assessed during the 1966-1968 period has to do with the way in which people in the area view the sources of power or influence held by the individuals they see as leaders. For each person every head-of-household and homemaker sample respondent named as a leader in 1966 and in 1968, he was asked "Where would you say he gets his power"? The verbatim responses were recorded for each leader named. These attributions were later analyzed, a system of code categories developed (see Appendix "D" of this unit: "Power Source Attribution Code Categories") and the attributions of sources of power coded for each person. For all leaders among the top 10 per cent in each of the two time periods for center and for non-center areas the total number of such attributions and the per cent of these given to the main types of power sources are shown in Table 5.

Two main points seem documented by this material. The first is that the sources of power most frequently attributed to top Knox

TABLE 5

TYPES OF POWER SOURCES ATTRIBUTED TO TOP COUNTY LEADERS

(The Total Power Source Attributions* and the Per Cent of These of Different Major Types Given to Each of the Top Ten Per Cent of County Leaders in 1966 and 1968 in Center and Non-Center Areas)

Leaders***	Center Areas				Non-Center Areas			
	1966		1968		1966		1968	
Number in Top 10 Per Cent	7		4		7		5	
Ralph Thomas								
Total Source Attributions	67	100%	96	100%	110	100%	140	100%
% In Each Major Type	*A	61%	*C	76%	*A	52%	*C	66%
	H	21%			H	26%	H	18%
George Wells								
Total Source Attributions	42	100%	63	100%	63	100%	44	100%
% In Each Major Type	A	45%	C	51%	A	41%	C	52%
	H	40%	H	33%	H	38%	H	34%
Matt Fairn								
Total Source Attributions	34	100%	43	100%	30	100%	72	100%
% In Each Major Type	A	65%	C	44%	A	50%	C	44%
	H	26%	H	28%	H	30%	H	25%
			M	12%	EH	10%	M	10%
J. T. Miller								
Total Source Attributions	25	100%	**22	100%	13	100%	**10	100%
% In Each Major Type	A	44%	C	45%	A	61%	C	50%
	H	36%	D	13%	H	39%	H	30%
			H	36%			M	10%
Peter Edwards								
Total Source Attributions	24	100%	42	100%	63	100%	65	100%
% In Each Major Type	A	46%	C	41%	A	41%	C	23%
	H	42%	H	17%	H	38%	H	44%
			M	10%				
Randy Johnson								
Total Source Attributions	12	100%	**11	100%	16	100%	**14	100%
% In Each Major Type	A	50%	C	81%	A	44%	C	36%
	H	50%			H	31%	H	50%
							I	14%
Garrett Evans								
Total Source Attributions	9	100%	**4	100%	20	100%	**12	100%
% In Each Major Type	A	11%	A	50%	A	40%	A	25%
	H	22%	I	25%	H	40%	H	33%
	R	22%						
	AF	11%						
	AH	11%						
	AEIQ	11%						
	EH	11%						

TABLE 5 (Cont'd.)

Leaders***	Center Areas 1966	Center Areas 1968	Non-Center Areas 1966	Non-Center Areas 1968
Jack Reardon				
Total Source Attributions	**6 100%	**10 100%	**7 100%	26 100%
% In Each Major Type	A 33%	C 40%	A 71%	C 61%
	H 50%	H 40%	H 29%	H 23%
	AH 17%	EM 10%		
		MQ 10%		

*Letters here refer to code categories discussed briefly in the text, but fully described in Appendix "D" of this unit. Multiple letters indicate a source combining the 2 or more indicated categories.

**Did not qualify in top 10% of all leaders at this time for this area.

***All names are pseudonyms.

County leaders in both areas and for both periods are their general occupation (category "A"), their political relationships (category "H")--either those of generalized supporters or the supporting relationships they have with others--and to their jobs conceived as particularly political in character (category "C"). These three categories account for 63 per cent or more of all power-source attributions given to everyone of the thus-defined top 10 per cent of the county leaders nominated in both areas and time periods with exceptions. These were Garrett Evans in both 1968 center and non-center areas and Peter Edwards in 1968 center areas, and in each of these cases these general and political occupations and generalized political categories accounted for 50 per cent or more of the source attributions. The influence of top leaders is thus clearly conceived mainly in terms of their work roles and their possession of generalized support from or contacts with numbers of local people.

The second point to note is the main change in sources attributed to leaders between 1966 and 1968. Between the two periods a sharp increase in politically-oriented conception of jobs or occupations (category "C") as a source of influence is to be observed. From 1966 to 1968 the per cents of attributions ascribing power to general, non-politically sensitive occupations (category "A") went down with regard to every leader except Garrett Evans, while the percentages ascribing power to occupations more specifically political in connotation (category "C") went up sharply.[4] It would thus appear that in 1968 people tended at least to articulate the sources of influence they felt the major leaders to have more in politically

relevant terms than they did in 1966. It need only be added that this trend seemed equally true of both center and non-center areas. No difference between the two could be noticed in regard to the sources of influence attributed to the top 10 per cent of the leaders.

d) Leaders Through Issue Analysis. To obtain a different type of evidence of the possible effect of the Community Action Program on the leadership situation in Knox County, a comparison was made of persons active and thought to be influential in three major county issues or projects occurring prior to June 1965--the month which saw the major activation of KCEOC activity in Knox County--with persons active and thought to be influential in three similar issues or projects taking place in the summer and fall of 1967, about two years after KCEOC was fully activated.

The issues analyzed for the earlier period--hereafter to be designated the "pre-CAP" period and pre-CAP issues--were: 1) the organization of the Knox County Development Association and its initiation of the Knox County Economic Opportunity Council program, a process covering the time from about spring 1961 to about spring 1965; 2) the building of the new Knox County Courthouse which process encompassed a period of 35 months from about April 1962 to about February 1965; and 3) the expansion of the hospital in Barbourville--a process occurring roughly between winter 1962 and March 1965.

The summer 1967 issues--hereafter referred to as the "post-CAP" issues or period-- were: 1) an episode in KCEOC's history

marked by the process of hiring Mr. Hollis West as CAP director and the early adjustments in this program following his employment, a process covering roughly the period April to October 1967; 2) the county tax collections policy mainly encompassing the months of March through November 1967; and 3) the attempt to initiate a tax to support the county library, an issue covering the period March to October 1967.

While the two sets of issues are not entirely comparable, they are matched as to general type. The first issue in each time period is a CAP-related issue, though the 1967 one is clearly more exclusively such than the first. The second, in both cases, is mainly political--the type issue which could be expected to involve a number of the elected officials of the community. The third issue in each time period is one concerning the community's social welfare--improving the hospital in the pre-CAP period and the question of tax support for the library in the later period.

The origin, development, and unfolding of each of these issues was reconstructed, first, by a careful search of newspaper files for the entire period of each issue's growth and denouement, and secondly, by careful analyses of interviews with some 35 to 40 persons active in and knowledgeable about one or more of the three issues in each of the periods.[5]

The particular part of these data used here is a tabulation of the number of times, within each given issue, different persons were mentioned as active or influential. It is assumed that the level of influence of an individual in the leadership structure is indicated

by the number of times he is mentioned in interviews or in news articles. However, to counteract any possible "halo effect," only one mention per interview or article was counted for any one person (White, 1950).

TOTAL NUMBERS INVOLVED. Table 6 summarizes the number of persons involved in one, two or all three of the community issues in each of the two periods and indicates the change from the pre-CAP to the post-CAP period.

A sharp decrease in the total number of persons involved in all issues together from the earlier to the later period is readily apparent. Although the decrease in numbers of persons participating in community issues was greatest among those involved in only one activity, the percentage decreases were greater with each increasing level of involvement. The per cent decrease in the number of persons involved in only one activity was less than one-fourth while the decrease in the number involved in two activities was more than one-half and the decrease in those involved in all three activities was almost three-fourths.

This decline in total numbers of people involved from the pre to post period is even more evident when all OEO employees are excluded from consideration. Since no OEO employee was involved in more than one issue, this and the total are the only levels on which change is noted. But the number of these persons taking part in one issue only decreases by 33.7 per cent instead of by 20 per cent and the over-all total is correspondingly still more reduced.

TABLE 6

TOTAL PERSONS TAKING PART IN ISSUES

(Number of Persons Participating in One, Two or Three Issues and Altogether in the Pre-CAP and Post-CAP Periods with the Number and the Percentage Change Between the Two Issue Series)

Number of Issues	Number in Pre-CAP	Number in Post-CAP	Change: Pre to Post Number	Per Cent
One	149	119	-30	-20.1
Two	24	10	-14	-58.3
Three	13	4	- 9	-69.2
TOTAL	186	133	-53	-28.4

TABLE 7

NON-OEO TOTAL PERSONS TAKING PART IN ISSUES

(Number of Persons Excluding OEO Employees Participating in One, Two or Three Issues and Altogether in the Pre-CAP and Post-CAP Periods with the Number and the Percentage Change Between the Two Issue Series)

Number of Issues	Number in Pre-CAP	Number in Post-CAP	Change: Pre to Post Number	Per Cent
One	119	79	-40	-33.7
Two	24	10	-14	-58.3
Three	13	4	- 9	-69.2
TOTAL	156	93	-63	-40.4

NUMBERS OF LEADERS AT DIFFERENT LEVELS OF INFLUENCE. Changes took place not only in the total numbers of people involved in these different issues in these two periods but also in the numbers and proportions of leaders who could be said to occupy different echelons or levels of leadership. For present purposes the leadership structure may be conceived as composed of four segments--key influentials, top influentials (Miller, 1958), specialized influentials, and the power or leadership base. Key influentials are the elite, the most powerful of the decision makers who compose the highest level of the leadership pyramid. Top influentials compose the larger, middle or second level of leadership. Often they are the most highly visible leaders. The third level of influentials exercise power only on issues affecting the one segment of society in which they have a specialized interest. The base influentials, the broadest of the segments, is composed of those who have some, but very little, voice in decision making. They form the base upon which the more influential groups are dependent for support.

Utilizing all mentions of persons in each and in all three of the issues in both the two periods under study here, these segments of the leadership structure in Knox County have been operationalized for each of the pre- and post-CAP periods as follows:

Key influentials (level 1) are those persons who received three or more mentions in each of the three issues;

Top influentials (level 2) are those who received three or more mentions in each of two issues;

Specialized influentials (level 3) are those who received three or more mentions in only one issue of the three;

Base influentials (level 4) are those who received some mentions but fewer than three in any one of the three issues in a period.

Table 8 summarizes the change in the leadership situation in Knox County from the three issues of the pre-CAP period to the three issues of the post-CAP period. The major component of the decrease in the number of participants between the two periods is the leadership base where, in the post-CAP period, only a little more than half the number of people named in the earlier series was mentioned. The greatest percentage decline, however, was in the top influentials where a decrease of almost two thirds was registered.

Of course some of the persons active in these issues held positions within the Community Action Program. And it is noteworthy that whereas the total of all personnel involved in leadership roles declined from the first to the second period by almost a third, the number of such persons with an OEO-supported job increased by a third in this interval. All this gain occurred at the level "3"--among persons named as influential within just one of the three issues.

When such CAP-related employees are excluded from the influentials the decrease in the number of people involved in leadership roles in the two sets of issues is even more evident (see Table 9). Since no CAP employees were involved in issues at levels "1" and "2" there is no difference at these top categories. But the two lower levels and

TABLE 8

DIFFERENT TYPES OF LEADERS--PRE-CAP AND POST-CAP

(Number of Key, Top, Specialized, and Basic Influentials and Totals in the Pre-CAP and Post-CAP Community Issues with the Number and the Percentage Change between the Two Issue Series)

	Number* in Pre-CAP	Number* in Post-CAP	Change: Pre to Post Number	Per Cent
Level 1-Key Influentials	1(0)	2(0)	+ 1(0)	100.0
Level 2-Top Influentials	8(0)	3(0)	- 5(0)	- 62.5(0)
Level 3-Specialized Influentials	57(12)	62(22)	+ 5(+10)	+ 8.7(+83.3)
Level 4-Base Influentials	120(18)	66(18)	-54(0)	- 45.0(0)
TOTAL	186(30)	133(40)	-53(+10)	- 28.0(+33.3)

*Numbers in parentheses are persons employed by the CAP program.

TABLE 9

EXCLUDING OEO PERSONNEL, DIFFERENT TYPES OF LEADERS--PRE-CAP AND POST-CAP

(Excluding OEO-Related Personnel, the Number of Key, Top, Specialized, Basic, and Total Influentials in the Pre-CAP and Post-CAP Community Issues with the Number and Percentage Change between the Two Issue Series)

	Number In Pre-CAP	Number In Post-CAP	Change: Pre to Post Number	Per Cent
Key Influentials	1	2	+ 1	+100.0
Top Influentials	8	3	- 5	- 62.5
Specialized Influentials	45	40	- 5	- 11.1
Base Influentials	102	48	-54	- 52.9
TOTAL	156	93	-63	- 40.3

the grand totals all reflect a sharper percentage decrease when OEO-employed persons are removed from consideration.

Looking closely at the key and top influentials of these two periods, two things stand out. First is the almost 50 per cent decline in total numbers qualifying at this level, from nine people in the pre-CAP issues to only five in the post period. Second is the almost total turnover of personnel. Of the five leadership "slots" in the post period, only one was "filled" by a person who also was in one of the nine pre-period key or top influential positions. This was the person who was the only key influential in the first period. He remained the sole carry-over of the early leadership group to that of the later period.[6]

A more comprehensive picture of the change in leadership situations, as reflected in these two sets of issues, may be obtained by considering the proportions of all leaders of each of the four levels--key, top, specialized, and base--who took part in one, in two, or in all three issues in the two periods. (See tables 10 and 11.) Of course some relationships between the two dimensions are built into the operational definitions of the different levels of influence, but they are not identical except in the case of the key influentials who, by definition, are persons having three or more mentions in all three issues.

The main fact to be noted when the pre-CAP and post-CAP distributions of top, speicalized, and base influentials among the different number of issues are compared is the reduction in the number and proportion of persons taking part in a multiple number of issues.

TABLE 10

PRE-CAP LEADERS IN ONE, TWO, AND ALL THREE ISSUES

(Number and Per Cent of the Pre-CAP Key, Top, Specialized, Base and Total Influentials Who Took Part in One, Two, or All Three Issues)

Number of Issues	Key Influentials		Top Influentials		Specialized Influentials		Base Influentials		All Influentials	
	No.	%	No.	%	No.	%	No.	%	No.	%
One					39	68.5	110	91.7	149	80.0
Two			3	37.5	13	22.8	8	6.7	24	13.0
Three	1	100.0	5	62.5	5	8.7	2	1.6	13	7.0
TOTAL	1	100.0	8	100.0	57	100.0	120	100.0	186	100.0

TABLE 11

POST-CAP LEADERS IN ONE, TWO, AND ALL THREE ISSUES

(Number and Per Cent of the Post-CAP Key, Top, Specialized, Base, and Total Influentials Who Took Part in One, Two, or All Three Issues)

Number of Issues	Key Influentials		Top Influentials		Specialized Influentials		Base Influentials		All Influentials	
	No.	%	No.	%	No.	%	No.	%	No.	%
One					54	87.1	65	98.5	119	89.5
Two			1	33.3	8	12.9	1	1.5	10	7.5
Three	2	100.0	2	66.7	—	—	—	—	4	3.0
TOTAL	2	100.0	3	100.0	62	100.0	66	100.0	133	100.0

This is not true in percentages for the top influentials, but the base figure is so small in the second period here that little meaning can be attached to the percentages. Among both specialized and base influentials there is a marked reduction in leaders being mentioned in more than one and in more than two issues between the earlier and later periods.

LEADERSHIP CONTINUITY. While much change is evident in the roster of influential persons between the pre-CAP and post-CAP periods, some degree of continuity is also manifest. Thirty-nine people (13.9 per cent) of the 280 individuals named as influentials in the county in any of the six community issues were people mentioned in both periods. Of these 39, 21 or about 54 per cent experienced no change in their level of influence between the two periods; 10 or about one-fourth gained in influence; and 8 or about one-fifth experienced some loss of leadership. (See Table 12.) Thus, among persons active in both periods, little change in over-all leadership status can be observed.

TABLE 12

GAINS AND LOSSES IN LEADERSHIP STATUS BY LEADERS COMMON TO BOTH PERIODS

(Number and Per Cent of Those 39 Leaders Mentioned in Both Pre and Post Periods Who Lost, Gained, and Kept Same Level of Influence Between the Early and Later Periods)

	Number	Per Cent
Number Who Gained	10	25.6
Number Who Lost	8	20.5
Number Who Stayed Same	21	53.9
TOTAL	39	100.0

Each person mentioned as active in any of the six issues was classed as belonging to the sector from which his main economic support was derived. Table 13 summarizes the number and percentage of all leaders assigned to each sector in each period. Major changes between the pre and post periods are decreases in leaders with roots in government, health and welfare, religion, and family and an increase in leaders with social moorings in the Community Action Program of the OEO. Much of the reduction is the result of the general decrease in the total number of people involved between the two time periods, but the percentage decline of health and welfare is especially marked and, while some of this may have resulted from the type of issues studied in the two periods--especially from the lack, in the second period, of an issue more comparable to the first period's hospital issue--this would not seem an adequate explanation for such a marked decline. The other major change--a one-third increase of leaders within the CAP-related sector in spite of the general decline in total leaders--is related to the emergence and growth of the KCEOC staff between the two periods. The significance of this increase is relatively restricted, however, since, as has been mentioned earlier, persons employed by OEO had leader roles only within the two OEO-related issues.

The distribution of all leaders among the different sectors in each of the two periods shows that while there were gains by OEO-CAP and by education from 1964 to 1967 and losses during this period by government and health and welfare, the relative contribution to

the total leadership of the other sectors--economic, religion, and family--remained essentially the same for the two periods.

TABLE 13

PRE- AND POST-CAP INFLUENTIALS BY SOCIETAL SECTOR

(Number and Per Cent of Persons of Influence Who Were Assignable to Each of the Seven Institutional Sectors in the Pre-CAP and Post-CAP Periods and the Number and the Percentage Change Between the Two-Issue Series)

Societal Segment	Pre-CAP		Post-CAP		Change: Diff. Pre to Post	
	Number	Per Cent	Number	Per Cent	Number	As a Per Cent
Governmental	29	15.6	16	12.0	-13	-44.8
Economic	41	22.1	32	24.1	- 9	-22.0
Education	25	13.4	24	18.1	- 1	- 4.0
Health & Welfare	42	22.6	8	6.0	-34	-81.0
OEO-CAP	30	16.2	40	30.1	+10	+33.3
Religion	8	4.3	4	3.0	- 4	-50.0
Family	10	5.3	4	3.0	- 6	-60.0
Unknown	1	.5	5	3.7	+ 4	
TOTAL	186	100.0	133	100.0	-53	-28.5

Additional aspects of leadership change between the two periods are shown in the percentage distribution of persons in the sector moorings for each of the four different levels of influentials (see tables 14 and 15). While less of the key and top leadership was derived in 1967 than in the earlier period from governmental and health and welfare, more seemed to come from economy, education, and

family areas. On the other hand, while less of the base leadership was supplied in the later period than earlier by government, economy, health and welfare, and religion, more of this lower segment was offered in this later time by education and by the OEO-CAP. Health and welfare was the only sector which reduced its contribution at every influence level between the pre and post periods.

TABLE 14

PRE-CAP INFLUENTIALS BY SOCIETAL SECTOR AND INFLUENCE LEVEL

(Number and Per Cent of Persons at Each Influence Level in the Pre-CAP Issues Who Were Members of the Governmental, Economic, Education, Health and Welfare, OEO, Religious, and Family Sectors of Society)

Societal Segment	Key and Top Influentials (Levels 1 & 2)		Specialized (Level 3)		Base Influentials (Level 4)	
	No.	%	No.	%	No.	%
Governmental	5	55.6	7	12.2	17	14.1
Economic	1	11.1	9	15.8	31	25.9
Education	1	11.1	13	22.9	11	9.1
Health & Welfare	2	22.2	12	21.1	28	23.4
OEO-CAP			12	21.1	18	15.1
Religious			1	1.7	7	5.8
Family			2	3.5	8	6.6
Unknown	—	—	1	1.7	—	—
TOTAL	9	100.0	57	100.0	120	100.0

THE INSIDE-OUTSIDE DIMENSION OF LEADERSHIP. No community is entirely self-sufficient. All persons mentioned as leaders with regard

TABLE 15

POST-CAP INFLUENTIALS BY SOCIETAL SECTOR AND INFLUENCE LEVEL

(Number and Per Cent of Persons at Each Influence Level in the Post-CAP Issues Who Were Members of the Governmental, Economic, Education, Health and Welfare, OEO, Religious, and Family Sectors of Society)

Societal Segment	Key and Top Influentials		Specialized Influentials		Base Influentials	
	No.	%	No.	%	No.	%
Governmental	1	20.0	10	16.1	5	7.5
Economic	2	40.0	16	25.9	14	21.3
Education	1	20.0	6	9.6	17	25.8
Health & Welfare			5	8.0	3	4.5
OEO-CAP			22	35.5	18	27.3
Religious	1	20.0	2	3.2	1	1.5
Family			1	1.6	3	4.5
Unknown	—	—	—	—	5	7.5
TOTAL	5	100.0	62	99.9	66	99.9

to pre- and post-CAP issues in Knox County were classed as "outsiders" or as "insiders" on the basis of the location of their residence as either "beyond" or "within" Knox County.

Between the early and later periods the contribution of outsiders to the Knox issue leadership pool declined by about 75 per cent. (See Table 16.) This decrease is almost three times as much as the general decline in total influentials for the interval, and more than four times the decline of insiders during the period. Whereas outsiders could claim almost 18 per cent of all influentials in the early period, in 1967 only 6 per cent of the influentials were from beyond the county's boundaries.

As might be expected, no outsiders qualified as key influentials in either period, but, as shown in Table 17, a drop in the per cent that outsiders were of all leaders occurred at each of the three lower leadership levels.

Between the two periods a major change also took place in the sector of life from which outside participants were mainly drawn (see Table 18). Whereas in the earlier period 75 per cent of the outsiders were derived from either government or the health and welfare sectors, in the post era 75 per cent came from OEO-CAP and from education. It is interesting to note that even though the number of OEO-CAP outsiders qualifying as issue influentials in 1967 declined 33.3 per cent from the earlier era, the total decline of outsiders was so great for the period that the fewer OEO-CAP outsiders in the later time then accounted for a percentage of all outsiders more than twice as large as their earlier share.

CONCLUSION. When leadership in the earlier courthouse, hospital-building, and OEO-CAP-originating issues is compared with that manifested in the later tax collection, library support and CAP-modification issues, several major changes in Knox County leadership are to be noted. Leadership became more narrowly concentrated in fewer people. The number of leaders active in community issues declined more than 25 per cent, from 186 to 133. The loss was especially drastic in the part of the leadership supplied by persons from outside the county and in the percentage contribution made by the health and welfare and governmental sectors. Education and OEO-CAP sectors made a somewhat greater proportional contribution to the

TABLE 16

PRE- AND POST-CAP INFLUENTIALS BY INSIDE OR OUTSIDE LOCATION

(Number and Per Cent of the Pre- and Post-CAP Influentials Who Were from Outside and from Inside the County with the Number and the Percentage Change Between the Two-Issue Series)

Influentials	Pre-CAP		Post-CAP		Change: Pre to Post	
	No.	%	No.	%	No.	%
From Outside	33	17.7	8	6.0	-25	-75.8
From Inside	153	82.3	125	94.0	-28	-18.3
TOTAL	186	100.0	133	100.0	-53	-28.5

TABLE 17

PRE- AND POST-CAP INFLUENTIALS BY INSIDE AND OUTSIDE LOCATION AND BY LEVEL OF INFLUENCE

(Number and Per Cent of All Persons At Each Level of Influence Who Were from Outside and from Inside Knox County in Each Period)

	Pre-CAP Period							
Influentials	"Key" (Level 1)		"Top" (Level 2)		"Specialized" (Level 3)		"Base" (Level 4)	
	No.	%	No.	%	No.	%	No.	%
From Outside	0	0.0	1	12.5	8	14.0	24	20.0
From Inside	1	100.0	7	87.5	49	86.0	96	80.0
TOTAL	1	100.0	8	100.0	57	100.0	120	100.0
	Post-CAP Period							
Influentials	No.	%	No.	%	No.	%	No.	%
From Outside	0	0.0	0	0.0	5	8.0	3	4.5
From Inside	2	100.0	3	100.0	57	92.0	63	95.5
TOTAL	2	100.0	3	100.0	62	100.0	66	100.0

TABLE 18

PRE- AND POST-CAP OUTSIDE INFLUENTIALS BY SOCIETAL SECTOR

(Number and Per Cent of all Outsiders From Different Societal Sectors in the Pre- and Post-CAP Community Issues and the Number and Percentage Change Between the Two-Issue Series)

Societal Segment Represented	Pre-CAP Issues No.	%	Post-CAP Issues No.	%	Change: Pre to Post No.	%
Governmental	9	27.3	0	0.0	- 9	-100.0
Economics	1	3.0	1	12.5	0	0.0
Education	0	0.0	2	25.0	+ 2	
Health & Welfare	16	48.5	1	12.5	-15	- 93.8
OEO-CAP	6	18.2	4	50.0	- 2	- 33.3
Religious	1	3.0	0	0.0	- 1	-100.0
Family	0	0.0	0	0.0	0	
TOTAL	33	100.0	8	100.0	-25	

leadership pool in the later time than they had earlier. Of those leaders guiding the later issues, only about 30 per cent were persons also active in the earlier concerns. Only one person was a key influential in both periods. Furthermore, the number of persons taking part in two or more issues--those defined as key and top influentials--declined 33 per cent between the earlier and later periods.

e) Impressions of Change in County Leadership. In obtaining evidence of the effect of the CAP program on county leadership, a final approach was to solicit the impressions that different types of knowledgeable people in the county held, in early 1968, on the question of whether the leadership pattern of the community had changed

during the past few years since KCEOC had been operating. All five types of persons within what has been termed the 116 "community relations" respondents--the professional and general staff of KCEOC, its Board of Directors, the "leaders of the poor," and community leaders--were asked about this. After securing the list of persons each thought to be most influential on county matters, the interviewer then asked the respondent whether he felt such leaders had changed significantly in the years since 1964.[8]

The tabulation of these answers (Table 19) shows clearly that a strong two-thirds majority contended that no significant change in the composition of such a group had taken place since KCEOC operations began. Furthermore, more than a majority in every one of the respondent types claimed that the set of people comprising those with most influence in Knox County was essentially the same in 1968 as it had been in 1964.

TABLE 19

IMPRESSIONS OF LEADERSHIP CHANGE SINCE THE START OF KCEOC

(Number and Percentage of All Community Relations Respondents and of Each Type Who Felt Persons With Major Influence Had Changed or Not Changed Since the KCEOC Program Came to Knox County)

Leadership Classification	Professional Staff		Board of Directors		General Staff		Leaders of Poor		Community Leaders		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
RESPONSE												
Changed	3	30	5	22	7	39	12	33	5	17	32	28
Not Changed	6	60	16	70	10	56	22	61	24	83	78	67
Other	1	10	2	8	1	5	2	6	-	-	6	5
TOTAL	10	100	23	100	18	100	36	100	30	100	116	100

It is also apparent that of all different types of respondents those with the highest percentages contending no significant change had taken place were those particular ones who might justifiably be thought to have the most realistic perceptions of county leadership personnel--the community leaders on the one hand and the Board of Directors on the other.

Two qualifications must be added for a balanced appraisal of these results. It is clear from the interview records that most respondents identified political office holders more often than others as the members of the set of people having most influence, and while it seems obvious little change has occurred in these positions since the CAP program began, it should also be noted that within the span of 1965-1968 only one opportunity to vote in new leadership was actually present--the election in 1967. While some change took place at the time it is evident the people in the community did not see it as significant.

The second qualification may be more important. While the vast majority of respondents did state that the same people were "running Knox County" in 1968 as in 1964, a significant minority added comments indicating that the size and kinds of forces affecting the decisions made by these influential leaders had, indeed, changed. Such comments as the following were often heard:

"There is now more pressure from the people."

"The people have more say-so than they used to."

"More poor have an opportunity to speak."

"More people are coming forth that nobody knew existed before."

"Leaders are more aware of the poor."

"The leaders let the people know what's going on more."

"/The leaders/ understand and do more for the people than they used to--their outlook has changed."

Statements of this nature were made often enough by all types of respondents to justify the observation that even though specific leadership personnel have not changed appreciably in the last few years, certain changes have taken place in leadership behavior. The influence of those served by the KCEOC program appears to have been somewhat enhanced by the program. Some political forces seem now emergent that were not operative earlier. They have not achieved great change, but forces previously latent or deliberately ignored are now evident and more likely to be given some minimum attention.

FOOTNOTES

[1]The methodology employed was that of the "reputation" approach. It assumes that persons who have power will have reputations for such influence which will be reflected in the number of times they are nominated by members of a community. The method was first employed by Floyd Hunter in his Community Power Structure (1953), but has been used by numerous researchers since that time. The method has been both widely criticized and supported in recent literature. For summaries of such discussions and the evidence, see Rose (1967), Bachrach and Baratz (1962), D'Antonio and Erickson (1962), Freeman et.al. (1963).

[2]The two periods of data collection were late spring 1966 and early spring 1968. Each period of interviewing required about three months. On the average, slightly less than two years separated the two data-collection periods. It should also be noted that before the 1966 interviewing the KCEOC program had already been under way a full 15 months, measured from the employment of its CAP director.

[3]Middle Fork's center was also not in actual operation prior to interviewing done in 1966 but some organization efforts were in progress, and, because of this marginal status, it was decided it should be classified as a center area with regard to leadership data.

[4]It might be noted that of all these top leaders Garrett Evans was the only one who was not in these years an incumbent of a recognized political office.

[5]The methodology utilized in this section is an approximation of that which has been labeled the "issue" method, in contrast to the "reputation" method used in the nominations section of the report. Critics of the reputation approach have contended that powerful persons cannot be identified with any great validity without seeking observations in process--without attempting to observe who actually makes decisions and who seems to affect these decisions. Hence they have urged a methodology which utilizes the analysis of observations of how issues in a community get decided and who the people are who are most active and influential in these issues. For instances of this type of study see: Dahl (1961), Freeman et.al. (1962), Banfield (1961), Polsby (1960).

[6]Actually, it is clear from other observations that much greater continuity of top leadership existed in Knox County for this period than these particular data suggest. The greater discontinuity apparent here seems to result from the operation of three factors. First, the issue method here focussed attention upon only a small number of collective concerns. Second, the use of "mentions" within newspaper and interview materials probably exaggerated the apparent importance of certain persons who happen to have been very active in certain

FOOTNOTES (Cont'd.)

issues even though they lacked comparable influence over county policy. Third, between the pre and post periods a general election had taken place as a result of which incumbents of several major governmental posts did change. It should be noted, regarding this, however, that only two of the eight persons who "lost" their "top" rankings between the pre and post periods and only one of the four leaders who gained new "top" or "key" ranks in the post period were persons whose changes were linked to the election.

[7]Except for the specific use of OEO as a separate category--for obvious reasons here--these are similar categories to those previously used by Sutton. He has also developed certain "rules of thumb" for applying these categories. (See Sutton 1964.)

[8]For the exact wording of this series of questions, see "Community Relations Interviews" schedule, (Appendix "B" to this unit of the report) questions numbered 51 and 52.

2. NEIGHBORHOOD LEADERSHIP PATTERNS

Two types of data were obtained to assess the change in leadership at the sub-county level. Respondents in the head-of-household and homemaker samples were asked in 1966 and again in 1968 who the leaders were in their neighborhoods. Their responses to this question constitute the first type of data. The other type derives from the second part of a twofold question on neighborhood activities. After being asked if there had been any projects or activities which people in the neighborhood worked on together, the same respondents were then asked to name any persons who had been active in any or all of the projects mentioned. These activity-leader nominations constitute the second type of data to be briefly reviewed.

a) Perception of Neighborhood Leaders. Responses to the neighborhood-leadership question are summarized in tables 20, 21, 22, and 23. While certain neighborhoods show rather definite patterns--Turkey Creek and Bailey Switch, for example, with their clear increases in numbers of leaders perceived and average number of nominations given--all the others exhibit a certain combination of somewhat inconsistent trends. Some measures suggest a heightened leadership awareness whereas others indicate less awareness in 1968 than 1966. (See tables 20, 21, and 23.)

This confused picture is also manifest when center area neighborhoods are compared with non-center areas.[1] (See Table 22.)

TABLE 20

PERCEPTION OF NEIGHBORHOOD LEADERS: THREE CENTER AREAS

(Perception of Neighborhood Leaders: Number and Percentage of Total Persons Nominated and of All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change Between the Two Years In Three Center Areas)

	Middle Fork (I)			Kay Jay (II)			Messer (III)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
Number of Different Persons Named	52	38	-26.9	31	29	- 6.5	32	32	0
Total Number of Nominations Given to Persons	110	95	-13.6	72	79	+ 8.9	74	132	+ 43.9
Average Number of Nominations Per Respondent	.91	1.0	+ 9.9	.83	1.05	+26.5	.747	1.38	+ 84.7
Number of Persons Constituting Top 10% of All Persons Nominated	6	4	-33.3	4	3	-25.0	4	4	0
Nominations Received by Top 10% of Persons Nominated	41	33	-19.5	29	31	+ 6.5	34	80	+135.3
Nominations Received by Top 10% of Persons Nominated as a % of All Nominations	37	35		40	40		46	61	
Number of Persons Receiving Only One Nomination	32	17	-46.8	14	16	+14.3	21	15	- 28.6
Persons Nominated Only Once As A Per Cent of All Nominations	29	18		19	20		28	11	
TOTAL RESPONDENTS	121	95	-21.5	87	75	-13.8	99	96	- 3.0

TABLE 21

PERCEPTION OF NEIGHBORHOOD LEADERS: THREE NON-CENTER AREAS

(Perception of Neighborhood Leaders: Number and Percentage of Total Persons Nominated and All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change Between the Two Years in Three Non-Center Areas)

	Turkey Creek (V)			Artemus (VI)			Bailey Switch (VII)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
Number of Different Persons Named	11	15	+ 36.4	49	50	+ 2.0	44	56	+27.3
Total Number of Nominations Given to Persons	26	43	+ 65.4	101	111	+ 9.9	82	118	+43.9
Average Number of Nominations Per Respondent	.79	1.34	+ 70.3	1.06	1.4	+27.4	.85	1.3	+53.4
Number of Persons Constituting Top 10% of All Persons Nominated	2	2	0	5	5	0	5	7	+40.0
Nominations Received by Top 10% of Persons Nominated	11	17	+ 54.6	42	34	-19.1	24	41	+70.8
Nominations Received by Top 10% of Persons Nominated as a % of All Nominations	42	40		42	31		29	35	
Number of Persons Receiving Only One Nomination	4	9	+125.0	33	27	-18.2	25	29	+16.0
Persons Nominated Only Once as a Per Cent of All Nominations	15	21		33	24		31	25	
TOTAL RESPONDENTS	33	32	- 3.0	95	82	-13.7	96	90	- 6.3

TABLE 22

PERCEPTION OF NEIGHBORHOOD LEADERS: ALL AREAS

(Perception of Neighborhood Leaders: Number and Percentage of Total Persons Nominated and of All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change Between the Two Years in All Center and Non-Center Areas and in All Areas Combined*)

	TOTALS								
	Center I-III			Non-Center V-VII			All County Areas		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
Average Number of Different Persons Named	38.3	33	-13.8	34.7	40.3	+16.1	36.5	37.7	+ 3.3
Total Number of Nominations Given to Persons	256	306	+19.5	209	272	+30.1	465	578	+24.3
Average Number of Nominations per Respondent	2.5	3.4	+37.9	2.7	4.0	+48.1	5.2	7.4	+43.2
Average Number of Persons Constituting Top 10% of All Persons Nominated	4.7	3.7	-21.3	4	4.7	+17.5	4.3	4.2	- 2.3
Nominations Received by Top 10% of Persons Nominated	104	144	+38.5	77	92	+19.5	181	236	+30.4
Nominations Received by Top 10% of Persons Nominated as a % of All Nominations	40.6	47.1		37.0	33.8		39.9	41.9	
Average Number of Persons Receiving Only One Nomination	23.3	16	-31.3	30.7	21.7	-29.3	21.5	18.8	-12.6
TOTAL RESPONDENTS	307	266	-13.4	224	204	- 8.9	531	470	-11.5

*Excluding New Bethel

TABLE 23

PERCEPTION OF NEIGHBORHOOD LEADERS: NEW BETHEL

(Perception of Neighborhood Leaders: Number and Percentage of Total Persons Nominated and of All Nominations Made Per Respondent and Given to Different Proportions of the Total Leader Roster for 1966 and 1968 and the Per Cent Change Between the Two Years in New Bethel)

	New Bethel (IV)		
	1966	1968	% Change
Number of Different Persons Named	53	56	+ 5.7
Total Number of Nominations Given to Persons	165	151	- 8.5
Average Number of Nominations Per Respondent	1.38	1.5	+ 9.4
Number of Persons Constituting Top 10% of All Persons Nominated	6	6	0
Nominations Received by Top 10% of Persons Nominated	57	58	+ 1.8
Nominations Received by Top 10% of Persons Nominated as a % of All Nominations	35	38	
Number of Persons Receiving Only One Nomination	23	32	+39.1
Persons Nominated Only Once as a Per Cent of All Nominations	14	21	
TOTAL RESPONDENTS	119	100	-16

One general conclusion seems justified. Center area leadership perceptions between 1966 and 1968 tended to become more focused, whereas non-center perceptions became more diverse and less concentrated. While in center areas fewer people, on the average, were named in 1968 as neighborhood leaders than in 1966, a decline of 14 per cent, in spite of an increase in the average number of nominations

made by each respondent, in the non-center areas, 16 per cent more people were named, while the rate of nominations also increased at an even greater rate between 1966 and 1968. Furthermore, in the center areas, 38 per cent more nominations in 1968 than in 1966 were given to 20 per cent fewer persons--those seen as the leaders by most respondents in their communities. On the other hand, in the non-center areas, while these people received 19 per cent more nominations, they--the top 10 per cent of all leaders--increased in number by 17 per cent instead of decreasing as in the center areas.

Thus, in spite of the fact that in both the sets of areas the number of persons nominated only once decreased, the data regarding the top leaders shows clearly that whereas non-center areas were perceiving more top leaders in '68 than in '66, the people in the center areas perceived fewer persons in such roles, yet gave them larger proportions of all nominations. More general consensus on who the leaders were was manifest in center areas in 1968 than in 1966.

b) Activity Leaders. As already indicated, when respondents in the 1966 and 1968 head-of-household and homemaker samples mentioned neighborhood activities, they were then asked to name persons who were prominent in these activities. At the same time they were asked the occupation or other identification for each person named. From these, data lists of persons said to be active in these projects were compiled for each area, and those who had community action program jobs were identified. These data are summarized in tables 24-27.

TABLE 24

ACTIVITY LEADERS: THREE CENTER AREAS

(Number of Persons Named as Activity Leaders in Three Center Areas and Number and Per Cent of Those Named Who Were CAP-Employed)

	Middle Fork (I)			Kay Jay (II)			Messer (III)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
TOTAL RESPONDENTS	121	95	- 21.5	87	75	-13.8	99	96	- 3.0
Number of Leaders Nominated	30	38	+ 26.7	24	16	-33.3	11	28	+154.6
Number of Leaders CAP-Employed	4	12	+200.0	11	7	-36.4	5	10	+100.0
Of All Leaders, Per Cent CAP-Employed	13.0	32.0		46.0	44.0		46.0	36.0	

TABLE 25

ACTIVITY LEADERS: EIGHT NON-CENTER AREAS

(Number of Persons Named as Activity Leaders, and Number and Per Cent of Activity Leaders Named Who Were OEO-Related, as Identified by Persons Interviewed in Eight Non-Center Areas)

	Turkey Creek (V)			Artemus (VI)			Bailey Switch (VII)			Clate (VIII)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change	'66	'68	% change
TOTAL RESPONDENTS	33	32	- 3.0	95	82	-13.7	96	90	- 6.3	24	23	- 4.2
Number of Leaders Nominated	2	6	+200.0	29	22	-24.1	22	16	-27.3	1	2	+100.0
Number of Leaders OEO &/or Center Employed	0	1		3	2	-33.3	2	3	+50.0	0	0	0
Per Cent of Leaders OEO &/or Center Employed	0	17.0		10.0	9.0		9.0	19.0		0	0	

	Flat Creek (IX)			Golden Creek (X)			Harp's Fork (XI)			Prichard's Branch (XII)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change	'66	'68	% change
TOTAL RESPONDENTS	24	23	-4.2	12	10	-16.7	10	9	-10.0	7	4	-42.9
Number of Leaders Nominated	0	4		0	1		0	0	0	0	0	0
Number of Leaders OEO &/or Center Employed	0	3		0	0	0	0	0	0	0	0	0
Per Cent of Leaders OEO &/or Center Employed	0	75		0	0		0	0		0	0	

TABLE 26

ACTIVITY LEADERS: ALL AREAS

(Number of Persons Named as Activity Leaders, and Number and Per Cent of Activity Leaders Named Who Were OEO-Related, as Identified by Persons in Center, Non-Center, and All Areas Combined*)

	Center (I-III)			Non-Center (V-XI)			All County Areas		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
TOTAL RESPONDENTS	307	266	-13.4	301	273	- 9.3	608	539	-11.4
Number of Leaders Nominated	65	82	+26.2	54	51	- 5.6	119	133	+11.8
Number of Leaders OEO &/or Center Employed	20	29	+45.0	5	9	+80.0	25	38	+52
Per Cent of Leaders OEO &/or Center Employed	31	35		9	18		40	53	

*Excluding New Bethel

TABLE 27

ACTIVITY LEADERS: NEW BETHEL

(Number of Persons Named as Activity Leaders, and Number and Per Cent of Activity Leaders Named Who Were OEO-Related as Identified by Persons Interviewed in New Bethel)

	New Bethel (IV)		
	'66	'68	% change
TOTAL RESPONDENTS	119	100	-15.9
Number of Leaders Nominated	33	38	+15.2
Number of Leaders OEO &/or Center Employed	0	15	
% of Leaders OEO &/or Center Employed	0	39	

Since considerable variation is apparent among the different neighborhoods within each of the two--center and non-center--areas, attention will be focused here only upon a comparison of these two sets of neighborhoods. Thus, while center areas reveal an increase of some 26 per cent, from 65 to 82 activity leaders from 1966 to 1968, non-center areas are seen to decline from 54 to 51--a fall of about 6 per cent.

Community action personnel are seen to have played a strong role in activity leadership in both years, accounting in center areas for 31 per cent of these leaders in 1966 and for 35 per cent of them in 1968. Even in non-center areas the influence of OEO-supported personnel are to be noted. In these areas 9 per cent of the activity leaders in 1966 and 18 per cent of them in 1968 were persons employed through KCEOC. This results from the fact that persons who work in one neighborhood sometimes live in other parts of the county.

The New Bethel case, in this instance, shows less change in numbers of activity leaders than all center areas together--an increase of

15 per cent compared to the center aggregate of 26 per cent. Plainly, however, its rate of increase in the per cent that OEO personnel were of all activity leaders exceeded the center rate.

Thus, while some center areas (Kay Jay and New Bethel) had less increase in activity leaders than may have occurred in some non-center areas (Turkey Creek for example) the over-all evidence suggests a somewhat greater increase in activity leader salience among neighborhoods served by the KCEOC than those without such service.

FOOTNOTE

[1]The non-center areas of Clate, Flat Creek, Golden Creek, Harp's Fork, and Prichard's Branch were not considered in this section. Each had such a small number of respondents that it was not felt the resulting percentages were sufficiently comparable to warrant their inclusion. Artemus, Bailey Switch, and Turkey Creek taken together, constitute the non-center areas.

3. PARTICIPATION IN ACTIVITIES

a) Levels of Participation. To assess the impact of the Community Action Program on participation by the target population in certain kinds of activities significant in overcoming isolation, two particular questions were asked the head-of-household and homemaker samples in both 1966 and 1968. One had to do with taking part in meetings likely to lead to group action. This question was "Do you ever take part in any meetings where people ask your opinions or where you vote on things"? The other was concerned with collective neighborhood activities and was phrased: "Have people in this neighborhood worked on anything together, such as major problems, crises, projects, celebrations, get-togethers"? Responses made to these two questions in the different neighborhoods and in center and non-center areas are summarized in tables 28-31.

Noting the situations in each of the three center areas in 1968 as compared to 1966, it is clear that while the change is not dramatic, more people were aware of and likely taking part in collective activities in 1968 than in 1966 in these areas. On the other hand, in the non-center areas the reverse trend is found. In these neighborhoods, slightly fewer persons participated in these group ventures in 1968 than 1966. In other words, in areas having centers, the rate of participation in collective activities in 1968 was about 15 per cent higher than it was in 1966, whereas in areas which did not have centers this comparable rate was slightly lower in 1968 than it was in 1966.

TABLE 28

COLLECTIVE PARTICIPATION: THREE CENTER AREAS

(Number and Percentage of Persons Interviewed in 1966 and 1968 in Each of Three Center Areas Who Did Not Take Part in Voting Meetings and Who Did Not Take Part in Collective Activities)

	Middle Fork (I)		Kay Jay (II)		Messer (III)	
	1966	1968	1966	1968	1966	1968
TOTAL RESPONDENTS	121	95	87	75	99	96
Number of Persons Not Taking Part in Voting Meetings	97	72	65	63	88	79
Per Cent of All Persons Not Taking Part in Voting Meetings	80.0	75.8	75.0	84.0	89.0	82.3
Number of Persons Not Reporting Collective Activities	88	56	58	44	79	57
Per Cent of All Persons Not Reporting Collective Activities	72.7	59.0	66.7	59.0	79.8	59.0

TABLE 29

COLLECTIVE PARTICIPATION: EIGHT NON-CENTER AREAS

(Number and Percentage of Persons Interviewed in 1966 and 1968 in Each of Eight Non-Center Areas Who Did Not Take Part in Voting Meetings and Who Did Not Take Part in Collective Activities)

	Turkey Creek (V)		Artemus (VI)		Bailey Switch (VII)		Clate (VIII)		Flat Creek (IX)		Golden Creek (X)		Harp's Fork (XI)		Prichard's Branch (XII)	
	'66	'68	'66	'68	'66	'68	'66	'68	'66	'68	'66	'68	'66	'68	'66	'68
TOTAL	33	32	95	82	96	90	24	23	24	23	12	10	10	9	7	4
Number of Persons Not Taking Part In Voting Meetings	31	30	75	74	76	81	22	20	24	22	12	9	10	8	7	4
Per Cent of All Persons Not Taking Part In Voting Meetings	94.0	93.8	79.0	90.2	79.0	90.0	92.0	87.0	100.0	95.7	100.0	90.0	100.0	88.9	100.0	100.0
Number of Persons Not Reporting Collective Activities	30	26	69	68	78	77	20	22	24	21	12	9	10	9	7	4
Per Cent of All Persons Not Reporting Collective Activities	91.0	81.0	72.6	83.0	72.9	86.0	83.3	96.0	100.0	91.0	100.0	90.0	100.0	100.0	100.0	100.0

TABLE 30

COLLECTIVE PARTICIPATION: ALL AREAS

(Number and Percentage of Persons Interviewed in 1966 and 1968 in Center and Non-Center Areas and in All Areas Combined Who Did Not Take Part in Collective Activities*)

	Center (I-III)		Non-Center (V-XII)		All County Areas	
	66	68	66	68	66	68
TOTAL RESPONDENTS	307	266	301	273	608	539
Number of Persons Not Taking Part in Voting Meetings	250	214	257	248	507	462
Per Cent of All Persons Not Taking Part in Voting Meetings	84.7	80.5	85.4	90.8	83.4	85.7
Number of Persons Not Reporting Collective Activities	225	157	250	236	475	393
Per Cent of All Persons Reporting Collective Activities	73.3	58.8	83.1	86.4	78.1	72.9

*Excluding New Bethel

TABLE 31

COLLECTIVE PARTICIPATION: NEW BETHEL

(Number and Percentage of Persons Interviewed in 1966 and 1968 in New Bethel Who Did Not Take Part in Voting Meetings and Who Did Not Take Part in Collective Activities)

	1966	1968
TOTAL RESPONDENTS	119	100
Number of Persons Not Taking Part in Voting Meetings	87	63
Per Cent of All Persons Not Taking Part in Voting Meetings	73.0	63.0
Number of Persons Not Reporting Collective Activities	92	50
Per Cent of All Persons Not Reporting Collective Activities	77.0	50.0

The New Bethel area is a special case. Not having a center program before the 1966 interviewing but having had one organized in August 1966, it affords a unique "before and after" situation. It is particularly interesting, for this reason, to note the 1966 to 1968 change in participation patterns here. Thus, whereas in 1966 77 per cent of the New Bethel respondents answered "no" to the query whether they had taken part in any neighborhood projects, in 1968 only 50 per cent of this group answered "no" to the same question. Put differently, only 23 per cent of Bethel residents said there had been any collective projects in 1966, but in 1968, after the center program had operated about a year and a half, 27 per cent more--50 per cent altogether--stated there had been such neighborhood activities.

Similar results are evident with regard to changes in levels of participation in meetings where voting was involved. In center areas there was an increase between 1966 and 1968 of 4 per cent in the number of persons reporting they did take part in such meetings (see tables 28 and 30). In non-center areas people taking part in such meetings declined during the period by about 5 per cent. Again, New Bethel showed a much larger change than others. While the per cent saying they did not take part in voting meetings was 73 in 1966, there, it had declined to 63 by 1968. (See Table 31.)

These findings suggest that the center programs and the various efforts made through local action and advisory groups were having some effects in overcoming social isolation and introducing experience with formal organization. The gains were not dramatic, and it must

also be noted that the vast majority of the population, even in the center areas, still reported no participation in voting meetings or in community activities in 1968. Compared to the direction in the non-center areas where increasing rather than declining isolation was the rule, the areas with center programs gave evidence that some beginning had been made.

b) Types of Activity. Another aspect of participation on which some measure was sought was the variety and number of neighborhood projects people in different areas could identify. As already indicated the number of persons indicating that such collective projects had been carried out increased considerably in center areas between 1966 and 1968. Data on the number of these projects and their type also reveals considerable differential change between the various neighborhoods. (See tables 32, 33, 34, and 35.)

Observing particularly the changes from '66 to '68 in center as compared to non-center areas (see Table 34), it is clear that the difference is sharp indeed. While respondents in center areas listed 40 per cent more collective activities in 1968 than in 1966, those in non-center areas listed 30 per cent less activities. Furthermore, while most of the increase in projects listed in center areas came from the 200 per cent increase in CAP-related activities, a slightly larger number of different types of projects were also recorded for the period in the OEO-serviced neighborhoods. The increasing importance which the Community Action Program had for neighborhood collective life is perhaps indicated by the fact that, among center areas, the percentage of all projects which were CAP-related increased

TABLE 32

TYPES OF GROUP PROJECTS: THREE CENTER AREAS

	Middle Fork (I)			Kay Jay (II)			Messer (III)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
Number of Respondents	121	95	- 21.5	87	75	-13.8	99	96	- 3.0
Total Projects Listed	29	39	+ 34.5	29	30	+ 3.5	19	39	+105.3
Number of Different Types of Projects Listed	10	12	+ 20.0	10	4	-60.0	5	11	+120.0
Number of Projects Listed Which are OEO-Related	1	25	+2400.0	15	27	+80.0	9	24	+166.7
Per Cent OEO-Related Projects are of Total Projects	3	67		52	90		47	64	

TABLE 33

TYPES OF GROUP PROJECTS: EIGHT NON-CENTER AREAS

(Different Types and Percentage Change, 1966-1968, of Group Projects, Including OEO and Non-OEO Related Projects, Named by Persons Interviewed in Each of Eight Non-Center Areas)

	Turkey Creek (V)			Artemus (VI)			Bailey Switch (VII)			Clate (VIII)		
	'66	'68	% change	'66	'68	% change	'66	'68	% change	'66	'68	% change
Number of Respondents	33	32	- 3.0	95	82	-13.7	96	90	- 6.3	24	23	-14.2
Total Projects Listed	13	16	+100.0	26	12	-53.9	18	13	-27.8	4	1	-75.0
Number of Different Types of Projects Listed	2	4	+100.0	7	5	-28.6	6	6	0	3	1	-66.7
Number of Projects Listed Which Are OEO-Related	0	0		0	0		0	2		0	0	
Per Cent OEO-Related Projects are of Total Projects	0	0		0	0		0	5		0	0	

	Flat Creek (IX)			Golden Creek (X)			Harp's Fork (XI)			Prichard's Branch (XII)		
	66	68	% change	66	68	% change	66	68	% change	66	68	% change
Number of Respondents	24	23	-14.2	12	10	-16.7	10	9	-10.0	7	4	-42.9
Total Projects Listed	0	2		0	1	+	0	0	0	0	0	0
Number of Different Types of Projects Listed	0	1		0	1	+	0	0	0	0	0	0
Number of Projects Listed Which Are OEO-Related	0	0		0	1		0	0		0	0	
Per Cent OEO-Related Project are of Total Projects	0	0		0	100		0	0		0	0	

TABLE 34

TYPES OF GROUP PROJECTS: ALL AREAS

(Different Types and Percentage Change, 1966-1968, of Group Projects, Including OEO and Non-OEO Related Projects, Named by Persons Interviewed in Center, Non-Center, and All Areas Combined*)

	Center (I-III)			Non-Center (V-XI)			All County Areas		
	'66	'68	% change	'66	'68	% change	'66	'68	% change
Number of Respondents	307	266	- 13.4	301	273	- 9.3	608	539	- 11.4
Total Projects Listed	77	108	+ 40.3	51	35	- 31.4	128	143	- 11.7
Number of Different Types of Projects Listed	25	27	+ 8.0	18	18	0	43	45	+ 4.7
Number of Project Listed Which Are OEO-Related	25	76	+204.0	1	3	+200.0	26	79	+203.8
Per Cent OEO-Related Projects Are of Total Projects	34	70		2	8		20	55	

*Excluding New Bethel

TABLE 35

TYPES OF GROUP PROJECTS: NEW BETHEL

(Different Types and Percentage Change, 1966-1968, of Group Projects, Including OEO and Non-OEO Related Projects, Named by Persons Interviewed in New Bethel)

	New Bethel (IV)		
	1966	1968	% change
Number of Respondents	119	100	- 15.9
Total Projects Listed	27	44	+ 62.9
Number of Different Types of Projects Listed	11	14	+ 27.3
Number of Projects Listed Which Are OEO-Related	1	17	+1600.0
Per Cent OEO-Related Projects Are of Total Projects	4	39	

from 34 in 1966 to 70 in 1968. Some OEO-supported activities were also referred to in non-center areas, but their small numbers show their marginal status.

While differences are apparent among various neighborhoods (see tables 32 and 33), particular attention must be given to New Bethel. (See Table 35.) Since its center began operation two months or so after the 1966 interviewing, its pattern is particularly strategic to observe. The trends manifested in the center areas are even more dramatic here--a 63 per cent increase in activities mentioned, a 27 per cent increase in numbers of different type projects and a very large increase in OEO-related activities. In spite of the latter, however, about 60 per cent of New Bethel's collective activities in 1968 were projects not specifically related to the CAP program.

4. LEADER - POOR RELATIONSHIPS

a) Introduction. What effects did the KCEOC Community Action Program have on the relationships between those who might be said to be the leaders in the county and the people below the poverty line? In other words what effect did it have on the patterns of opposition or support between those groups often loosely termed "the poor and the powerful"? In seeking to summarize this aspect of the situation, the writer will draw upon and briefly review the evidence from several sources. First, a general picture of the policy and main implementation efforts with regard to the doctrine of "maximum feasible participation" will be drawn. Second, a summary will be presented of the attitudes toward the idea of poor participation and toward the organizations created by the program for involvement of the poor. Third, a summary of the impressions held by the community leaders and by the CAP policy-makers and other program personnel about the effects of the program on certain aspects of county decision-making dynamics will be developed. Fourth, a description will be presented of the perspectives held by the different influence strata in Knox County on the relationships between the leaders and the poor and on the part in these played by the CAP staff. This will be followed, lastly, by a brief analysis of what changes in influence different segments of the population feel they, themselves, have experienced, and what reactions they hold to the CAP's effect upon the relationships between the poor and the powerful.

b) An Overview of Maximum Feasible Participation Efforts in Knox County. No attempt can be made here to present a documented account of the effort in Knox County to implement or frustrate the principle of "maximum feasible participation." What seems relevant and practical is a brief summary of the major strategies in this regard as revealed in interviews with the professional staff of KCEOC.[1] This will fill the need for some orientation to general developments without which the main purpose of this part of the report--to assess the available evidence linking the KCEOC program to change or lack of change in the relations between the poor and the powerful--may not be meaningful.[2]

At the time when Mr. James Kendrick was hired as CAP Director for the KCEOC in January 1965, the Council had a membership of only some seven or eight persons. These did not include anyone who could be classified as a representative of the poor. This is to say nothing of the members' interests in improvement of conditions of the poor; it is merely to note that the constituency of this group, like almost all such groups in the spring of 1965, did not include persons who were themselves poor.

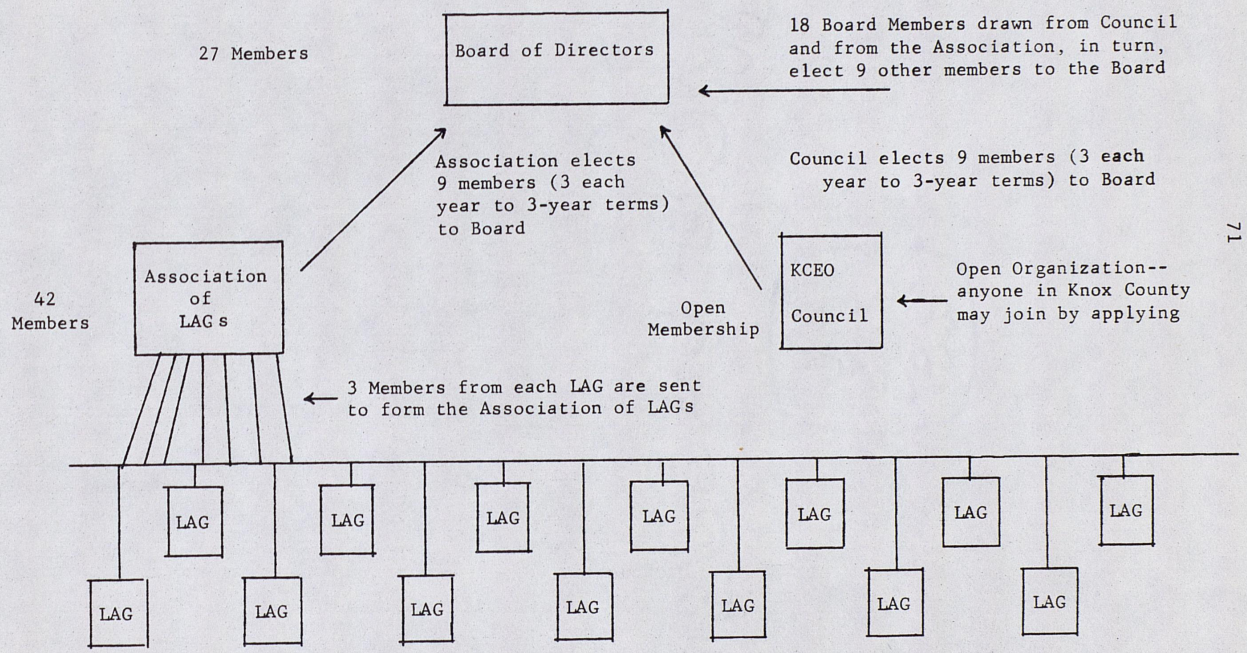
Within only a little more than a year--by April 1966--the formal structure of the program had been greatly enlarged and a relatively high degree of at least nominal participation by the poor had been implemented. The erection, implementation, and guidance of this formal structure incorporating specified involvements of the poor has been the main strategy for fulfilling the principle of maximum feasible participation in Knox County.

A brief review of this structure may be helpful. Following this a few comments will be added regarding certain general epochs or periods into which the program seems to fall with reference to these efforts to order and guide the participation of the poor.

The formal structure of the Knox County Community Action Agency is outlined in Chart 1. The Board of Directors of the Knox County Economic Opportunity Council is vested with legal responsibility for the program. It hires the CAP director and, upon his recommendations, all other staff personnel. It consists of 27 members. At least nine of these are specific representatives of the poor. These are the nine members chosen by the poor in their Association of Local Action Groups. Another nine members are persons chosen by the Council. Since its membership is open to any resident of Knox County, the opportunity exists for the poor to place additional persons on the Board who represent or are popular among them from the Council. These 18, comprised of the nine from the Association and the nine from the Council, together, select an additional nine "at large" persons to be members of the Board. These latter selections are made at least in part with a view toward fulfilling requirements laid down by the Office of Economic Opportunity not already met by the 18 that the Board have representatives on it from certain realms such as public education, public assistance, minority groups, labor organizations, etc.

CHART 1

FORMAL ORGANIZATION OF THE KCEOC STRUCTURE OF PARTICIPATION



An additional word must be added regarding the Association and Local Action Group structures. Within each neighborhood or "hollow" which has a community center under the KCEOC, a group of residents, called a Local Action Group, has been organized. In the spring of 1968, there were 14 such "LAGs". Each of these elects three persons from it to be its representatives at the county-level organizations of these--the Association of Local Action Groups. In 1968, this group was made up of 42 members.

The basic framework for this system of organizations was developed between January 1965 and about April 1966 under the impetus of pressure from OEO, but without any particularly marked resistance on the part of the leadership of Knox County. It has continued in essentially the same form since that time. Other elements have from time to time been added and have played a significant part in stimulating and facilitating participation of the poor,[3] but this structure may be said to be the "backbone" of the maximum feasible participation effort in Knox County. It remains to give some indication of the main changes in perspective and implementation steps which, taken together, define certain stages or epochs in the program's operation in this regard.

Four main periods seem to characterize the program's operations with reference to the character of relationships between the poor and the powerful in Knox County. The first might be characterized as the period of organization, a time when many new social units were brought into being. This period extended from January 1965 to about

August or September 1966. During this time all the above institutions--the Local Action Groups, Association, Council and the enlarged and more representative Board of Directors--were brought into being.[4] At the same time Community Centers in some 10 or 11 of the 14 neighborhoods which ultimately had them, were established, personnel hired and activities and programs were inaugurated. This was a period of great activity and seems to have been experienced by both leaders and the poor, at least by those who were early involved, as a period of promise and expectancy.

The second period, covering roughly the six months of September 1966 through February 1967, may be described as the period of conflict between the poor and the powerful. While the relationships between the CAP staff, headed by Mr. James Kendrick, who had been promoted in the summer of 1966 to be program director for the eight-county Cumberland Valley Economic Opportunity Council, and the Cumberland Valley's Board of Directors formed the vortex of this conflict, similar tension between county leaders and certain spokesmen of the poor--often CAP staff personnel--was manifest in Knox County at this time. Efforts to organize the poor and to use their votes within the Association, the Council and the Board of Directors of the KCEOC to bring pressure upon the leaders was characteristic of this period.

In the spring of 1967, soon after the "showdown" in the Cumberland Valley Board, the dismissal of Mr. Kendrick and his associate director, Mr. David Lollis, and the withdrawal by the OEO of financial support from the Cumberland Valley Board, a period of calm and relative inactivity in the KCEOC program ensued. Routine center activities

of health, education and recreation programs continued as did certain bickering and misunderstanding between different segments of the Board, but both the lively thrust of new social programs and the press for sharp change in leadership was gone. This period of relative inactivity extended roughly from March 1967 to October 1967.

Starting about November 1967, a new period marked by considerable cooperation between the leaders and the poor emerged. Following the new emphasis upon manpower training and job development establishd by Mr. West after he became CAP director in June 1967, the opportunities to work together in securing sub-contracts as a means of creating jobs in Knox County and the enthusiasm generated by the Arts and Crafts Store Project joined in by both leaders and poor led in this last period to a new era of relative good will between these two population segments.

c) Reactions to Maximum Feasible Participation. In this section the statements made by the 116 persons constituting the community relations respondents in answer to three questions concerning how they felt about the two main organizations established to enlist participation of the poor in the program--the Local Action Groups and their Associaton--and about the general results of these efforts to involve the poor will be summarized. These questions were open-ended questions asking how the respondent felt about each of the organizations and about involvement of the poor in general.[5] To secure an over-all picture of general attitudes in this area,a careful judgment was made of all facets of each answer in order to classify each person as one who reacted mainly positively, mainly negatively, or one who was

essentially neutral to these developments.

FEELINGS ABOUT THE LOCATION ACTION GROUPS. As seen in Table 36 a majority of about 57 per cent reacted favorably to the idea of the various neighborhood organizations set up by the KCEOC in Knox County. Only about 15 per cent were specifically negative in their feelings about them though there were something more than a quarter who were either neutral in their answers or simply said they did not know how they felt. Three levels of reactions are to be noted. Among the five different types of respondents, professional and general staff personnel felt strongly that the Local Action Groups have been a good thing, are useful and helpful to the county. The leaders of the poor had positive feelings about these local groups, but they were not as sure they were the fine thing that the staff felt them to be, and there were some 17 per cent among them who were specifically negative. On the other hand, board members and especially county leaders were still less positively oriented. Larger numbers of both the latter two groups apparently favored the groups than expressed negative attitudes toward them, but they still were more critical of them and less accepting of their value than others. As might be expected, county leaders were more negative toward them than respondents in any other category.

TABLE 36

REACTIONS TO LOCAL ACTION GROUPS

(Number and Per Cent of All Community Relations Respondents and of all Respondents of Each Type Holding Positive, Neutral, Negative and Don't Know Attitudes to the Question, "How do you feel about the Local Action Groups?")

	Total		Professional Staff		General Staff		Board		Leaders of the Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Positive	66	56.9	9	90.0	15	83.3	10	43.5	20	55.6	12	41.4
Neutral	22	19.0	1	10.0	2	11.1	7	30.4	8	22.2	4	13.8
Negative	17	14.6	0	0.0	1	5.6	3	13.0	6	16.7	7	24.1
Don't Know	11	9.5	0	0.0	0	0.0	3	13.1	2	5.5	6	20.7
	116	100.0	10	100.0	18	100.0	23	100.0	36	100.0	29	100.0

FEELINGS ABOUT THE ASSOCIATION. Positive reactions to the Association were fewer than those expressed toward the individual Local Action Groups (see Table 37). While more of the 116 respondents expressed positive views--40 per cent--than opinions in any other category, there were more who were either neutral or unable to say what they thought than there were who felt really favorable to the Association.

The picture presented by the several types of respondents is also different. While the county leaders remain the least positive and the most negative of the respondents, the most positive group is the general staff rather than the professional staff. The professional staff, leaders of the poor and board members have roughly similar orientations--somewhat positive (30 to 40 per cent) but with sizeable proportions both neutral (20 to 30 per cent) and negative (10 to 20 per cent).

The demands on the professional staff mounted often by the leaders of the Association during the year or so prior to the interviewing were no doubt related to the somewhat lower estimate of value placed upon the Association by the professional staff than that placed by the non-professional staff who were seldom the targets of Association aggression.

Finally, the large proportion of "don't know" responses among the county leaders (41 per cent) is thought to reflect the relatively weak position the Association actually had vis-a-vis any county issues or concerns beyond those of direct relevance to the Community Action Program's internal operations. In spite of the political potential which such a group might hold, many county leaders were

TABLE 37

REACTIONS TO THE ASSOCIATION OF LOCAL ACTION GROUPS

(Number and Per Cent of All Respondents and of All Respondents of Each Type Holding Negative and Don't Know Attitudes on the Association of Local Action Groups)

	Total		Professional Staff		General Staff		Board		Leaders of the Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Positive	46	39.7	3	30.0	12	66.7	9	39.1	14	38.9	8	27.6
Neutral	20	17.2	4	40.0	1	5.5	5	21.7	7	19.4	3	10.3
Negative	18	15.5	1	10.0	2	11.1	3	13.1	6	16.7	6	20.7
Don't Know	32	27.6	2	20.0	3	16.7	6	26.1	9	25.0	12	41.4
	116	100.0	10	100.0	18	100.0	23	100.0	36	100.0	29	100.0

scarcely more than aware that there was such an organization as the Association of Local Action Groups in Knox County.

ATTITUDES ON INVOLVEMENT OF THE POOR. After respondents were asked how they felt toward the Local Action Groups and the Association, a more general question was asked, "What do you think the main results are of this effort to bring the poor into participation in the program?" When answers to this question were also classed as "positive," "neutral," "negative," or "don't know," the results are those shown in Table 38. Altogether a higher percentage of respondents reacted positively to this general question than to the one about the Association, but a smaller proportion had such favorable feelings toward the participation idea than had such favorable feelings to the Local Action Groups themselves. It might be added that fewer people in this case said they did not know than said they did not know in either of the other instances. County leaders again were the ones most negative, and more were negative toward this general concept than toward either the Association or the Local Action Groups. Still, about 15 per cent more felt the results were good than felt the results were poor. Members of the Board of Directors were far more neutral and had the smallest per cent specifically positive of all the categories of respondents. As the policy-making body the Board seemed to say, in effect, "We know the difficulties this brings, but we also recognize it may be needed. We aren't against it; we just have mixed feelings about it." To some extent the professional staff also manifested misgivings. Fifty per cent were neutral to the idea.

TABLE 38

REACTIONS TO THE INVOLVEMENT OF THE POOR IN KCEOC PROGRAMS

(Number and Per Cent of All Respondents and of All Respondents of Each Type Holding Positive, Neutral, Negative and "Don't Know" Attitudes on Bringing the Poor into Participation in the Program)

	Total		Professional Staff		General Staff		Board		Leaders of the Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Positive	57	49.2	5	50.0	12	66.7	6	26.1	20	55.5	14	48.3
Neutral	32	27.6	5	50.0	4	22.2	11	47.8	9	25.0	3	10.3
Negative	20	17.2	0	0.0	2	11.1	3	13.1	5	13.9	10	34.5
Don't Know	7	6.0	0	0.0	0	0.0	3	13.0	2	5.6	2	6.9
	116	100.0	10	100.0	18	100.0	23	100.0	36	100.0	29	100.0

On the other hand a strong majority of the leaders of the poor, and especially the sub-professional staff members, contended the results of this effort had been highly satisfactory.

In general, it is clear that certain segments of the county population important to both community action operations and to county decision processes express generally favorable attitudes toward the idea of participation of the poor and toward the particular organizations designed to implement this idea in Knox County. The aspect of organization closest to the people in their neighborhoods--the local group--is in much wider favor than the county organization. This lack of comparable support for the county Association may result from its seeming to constitute more of a threat to the leaders than the local groups. But the leaders of the poor also react to it much less favorably. This suggests that the county Association is simply not viewed as effective in its sphere as the local organizations are in theirs.

Several cautions must be voiced regarding the face-value acceptance of these reactions to maximum feasible participation as being mainly positive. The first comes from the hesitancy noted among most knowledgeable persons in the county to express any strong criticism of a program which they recognize means so much to the county financially. In spite of this tendency, then, one must also note that it is only with regard to the <u>local</u> organization--not in relation to the <u>idea</u> of poor participation or to the county organization--that a clear majority of positive comment appears. In both

the other two instances, the weight of opinion that doubted or was negative to these innovations over-balanced that in which positive viewpoints were expressed.

Finally, the particularly vague form in which a considerable number of the positive responses were couched raises some question about the validity of the reactions recorded. Comments to the effect that "It's a good thing," or "It's been helpful," which were all too frequent as answers to "How do you feel about..." questions in this section probably were partly the result of the difficulty respondents had in articulating answers to such general questions. But in some instances their vagueness no doubt served to cover a more negative feeling which they hesitated to express. It is not thought that this was characteristic of any large number of people, but , joining this with other cautions, one may conclude that a somewhat less favorable attitude toward participation of the poor than here emerges from the leaders may be characteristic.

d) Impressions of Program Impact on County Decision Dynamics. To obtain some measure of the impact the KCEOC program had on some of the more elusive but important factors affecting Knox County decision-making processes, a set of interrelated questions (see questions numbered 53-56 in Appendix B) were designed for use with the 116 community-relations respondents. First, to identify the particular divisions and alignments most important to the outcome of important issues, each interviewee was given a list of twelve divisions of alignments (family and kin, factions, neighborhoods, parties, churches, younger or older people, management versus labor, well-educated

versus poorly educated, white-Negro, town-county, poor-well-to-do and newcomers-old-timers).[6] Then he was asked, with regard to each, whether he felt it often or seldom affected the outcome of important county issues. For each division or alignment he felt often did affect issue outcome, he was asked which, if any, had changed in their importance to issue outcome in the last few years. And finally, for each one he felt had so changed, he was asked whether he felt the KCEOC program had played any part in bringing about this change. The answers to these questions are summarized in tables 39, 40 and 41.

The divisions and alignments felt to be influential in the way things get decided by most respondents (see Table 39) are first, factions (66 per cent felt they often mattered), second, family (64 percent felt it important), and third, political parties (59 per cent thought them significant). These three elements were the only ones among the twelve thought to be significant by more than half those being interviewed. A second series of the divisions were said to affect important decisions often by about 40 per cent of the respondents. These were the poor versus the well-to-do (47 per cent), the town versus county division (45 per cent), the newcomer-old-timer division (43 per cent) and the well-educated versus poorly-educated (41 per cent). None of the other factors was felt to be significant by more than a quarter of the respondents. The degree of influence exerted on such decisions was thought to have changed by as many as half the respondents for only three of these seven divisions seen as most important. These were the alignments or divisions focused around

TABLE 39

IMPORTANCE OF DIFFERENT DIVISIONS AND ALIGNMENTS

(Number and Per Cent of Community Relations Respondents Who Felt Each of Twelve Different Divisions or Alignments Seldom or Often Affected the Outcome of Important County Decisions)

	Total		Don't Know		Seldom Does		Often Does	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
1) Family and Kin	116	100	27	23.3	15	12.9	74	63.8
2) Factions	116	100	31	26.7	9	7.8	76	65.5
3) Different Neighbors	116	100	49	42.2	38	32.8	29	25.0
4) Political Parties	116	100	30	25.9	18	15.5	68	58.6
5) Churches	116	100	46	39.7	49	42.2	21	18.1
6) Younger Versus Older People	116	100	46	39.6	43	37.1	27	23.3
7) Management Versus Labor	116	100	51	44.0	43	37.1	22	18.9
8) Well Versus Poorly Educated	116	100	38	32.8	31	26.7	47	40.5
9) Races	116	100	51	44.0	54	46.5	11	9.5
10) Town Versus County People	116	100	37	31.9	27	23.3	52	44.8
11) Poor Versus Well-to-do	116	100	32	27.6	30	25.9	54	46.5
12) Newcomers Versus Old-Timers	116	100	30	25.9	36	31.0	50	43.1

TABLE 40

RECENT CHANGE IN EFFECTS OF DIVISIONS AND ALIGNMENTS

(Of the Respondents Who Felt Each Different Type of Division or Alignment Did Often Affect Important County Decisions, the Number and Per Cent Who Felt the Effect of These Divisions and Alignments Had Changed or Not Changed in Recent Years)

	Total		Don't Know		Not Changed		Changed	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
1) Family and Kin	74	100	4	5.4	45	60.8	25	33.8
2) Factions	76	100	2	2.6	45	59.2	29	38.2
3) Different Neighborhoods	29	100	2	6.9	10	34.5	17	58.6
4) Political Parties	68	100	1	1.5	48	70.6	19	27.9
5) Churches	21	100	1	4.8	13	61.9	7	33.3
6) Younger Versus Older People	27	100	3	11.1	12	44.4	12	44.5
7) Management Versus Labor	22	100	1	4.5	8	36.4	13	59.1
8) Well Versus Poorly Educated	47	100	1	2.1	15	31.9	31	66.0
9) Races	11	100	0	0.0	6	54.5	5	45.5
10) Town Versus County People	52	100	3	5.8	21	40.4	28	53.8
11) Poor Versus Well-to-do	54	100	5	9.3	20	37.0	29	53.7
12) Newcomers Versus Old-Timers	50	100	6	12.0	26	52.0	18	36.0

education levels, around town-county relationships, and around the poor versus the well-to-do. Less than 40 per cent of the persons listing factions, parties, and families as important--the three thought by most to be of greatest significance--felt there had been any appreciable change in their effect on things in recent years.

With regard to these divisions where significance to county decisions were thought to have changed, a high proportion of interviewees felt that the community action programs had played a significant part in their change (see Table 41). Around 80 per cent of those claiming change felt that the KCEOC had had some role in it. While it should be noted that this 80 per cent is based on between 28 and 31 of the 116 respondents, one also should be reminded that, except for one other division, these were the ones on which respondents felt the program had the strongest influence.

While the over-all importance to the county is clearly less since most respondents claimed little change had taken place in the top-rated areas of family and factions, it should be noted that, of the approximately one-third of all respondents who claimed some change had occurred in these two basic divisions, more than two-thirds felt the CAP agency had been a contributing force.

All in all, the perceived impact of the KCEOC on Knox County's decision dynamics would seem to be modest but not unimportant. While no major changes in these processes can be documented, judging from the types and number of responses here summarized, some ferment in the interrelations of people and groups comprising the evolution of county decision processes seems to be taking place--part of it as a result of

TABLE 41

EFFECTS OF THE KCEOC ON CHANGES IN DIVISIONS AND ALIGNMENTS

(Of the Respondents Who Felt the Effect of Each Different Division or Alignment Had Changed in Recent Years the Number and Per Cent Who Felt These Changes Were or Wer Not Partly the Result of the KCEOC Program)

	Total		Don't Know		Not Result of KCEOC		Was Result of KCEOC	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
1) Family and Kin	25	100	6	24.0	2	8.0	17	68.0
2) Factions	29	100	7	24.1	1	3.5	21	72.4
3) Different Neighborhoods	17	100	4	23.5	2	11.8	11	64.7
4) Political Parties	19	100	7	36.8	5	26.3	7	36.9
5) Churches	7	100	4	57.1	1	14.3	2	28.6
6) Younger Versus Older People	12	100	4	33.3	2	16.7	6	50.0
7) Management Versus Labor	13	100	4	30.8	1	7.7	8	61.5
8) Well Versus Poorly Educated	31	100	4	12.9	1	3.2	26	83.9
9) Races	5	100	0	0.0	0	0.0	5	100.0
10) Town Versus County People	28	100	5	17.9	1	3.6	22	78.5
11) Poor Versus Well-to-do	29	100	3	10.4	0	0.0	26	89.6
12) Newcomers Versus Old-Timers	18	100	2	11.1	1	5.6	15	83.3

the Community Action Program.

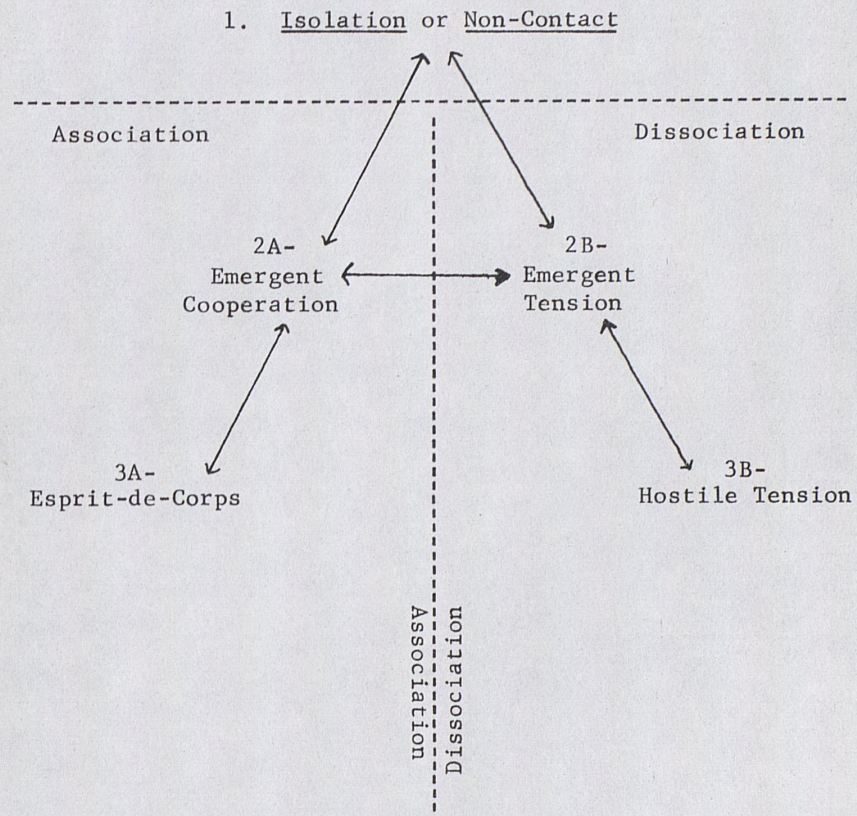
e) Images of Poor-Leader Relationships. As another step toward identifying the effects of the KCEOC program upon the relationships between the poor and the leaders in Knox County, a description of this relationship as it existed at the time of the interviewing in early spring of 1968 was sought from each of the 116 community relations respondents.

The specific question asked was put in the following fashion: "Efforts to improve conditions with the poor often lead to different relationships between them and the leaders who have major responsibilities and authority for various parts of community life. Could you describe the relation as you see it here in Knox County between these two groups--the leaders and the poor?" In the course of the discussion which followed, respondents were prodded with additional questions on whether the groups differed on goals, on issues, on approaches to problems, and whether there was much communication, liking or disliking, trust or distrust, etc. between them.

Since most answers expressed some explicit or implicit position about the degree or type of cooperation and/or tension manifested between the two population segments, it was found that responses could be classified within one of the five types of generalized relationships which emerged from consideration of the main forms of social interaction.[8] These are illustrated in Chart 2. From the descriptions of the relationship between the poor and the leaders in Knox County given by the community relations respondents, one judges that a significant number of these interviewees see these relationships as conforming to

CHART 2

TYPES OF SOCIAL RELATIONSHIPS



either the pattern of isolation, emergent cooperation, emergent tension or hostile tension.

Before observing the frequency of these different type descriptions, the ideas expressed by respondents which, taken together, characterize each of these will be briefly summarized. Responses classified in the "Isolation or Non-Contact" category can be called such only in relative terms. Most answers manifest the presence of some contact between leaders and poor, but the terms in which these contacts are described suggest that, by and large, the degree of meaningful interchange between the two groups is small. Such statements as the following illustrate this characteristic: "They trust each other"; "The poor and the leaders want the same things and see things the same way"; "After all the leaders win by big elections"; "The poor elect us--we represent them. Why would they elect us if they were going to distrust us." There was also an element of "noblesse-oblige" in some of these answers: "The poor seem to think the leaders will take care of them"; "Where the poor get into trouble, they go to the officials"; "Lots of the poor don't care about conditions of poverty, but leaders do and they try to help."

The point to be made about these descriptions is not that there is actually no contact described between the two groups. It is rather, that they strongly suggest a roseate, pollyanna attitude or atmosphere which would seem to function as an inhibitor to meaningful and realistic contact on matters of basic interest. At the level of reality and frank interchange, these answers say, in effect, the two groups hardly exist for each other. They are perhaps aware each "is," but on a

level of concrete significance, they are hardly involved. Characteristically such contact as is specified is that between super- and subordinate, not between equals.

The relationship situations classified as "Emergent Tension" and "Emergent Cooperation" both exhibit a somewhat common quality--that of being in touch with things that matter to each of two parties. The underlying direction or tone of the relationships is different but both attest to the actuality of meaningful interaction. In the case of "Emergent Tension" the over-all direction is toward dissociation, separation, and conflict, whereas, in the case of "Emergent Cooperation" the general trend is toward association, unity, and common purpose.

Among the descriptions of poor-leader relationships classed as "Emergent Tension," several sub-varieties were identified. First were those characterizations which were quite general in their indication of tension. When the community leader said, for example, "Generally, both these groups trust each other, but they don't see everything in the same way"; or when a staff member said, "The poor resent the leaders, but they don't know what to do about it"; or when a leader of the poor says, "Some poor trust the leaders and like them, and some don't"; these persons were taken as saying, in effect, there is some general tension here--the character of which is hard to describe specifically.

The second of these sub-varieties is typified by the presence of more specific complaints made about or attributed to one or another of the two parties. A general staff member's comment that leaders

promise lots but do not do much, or a statement by a leader of the poor that the poor feel leaders want to "fleece" them, or the comment by a community leader that "some of the poor thrive on being poor--the more they can get the better"--all illustrate relatively concrete complaints with considerable estrangement evident.

The third sub-category is that situation wherein one or the other party--the poor or the leaders--exhibits relatively overt pressure of some sort against the other. Such pressure is apparent in the following descriptive answers: "The leaders still can control things when they wish; the leaders don't distrust the poor--they feel they can control them in various ways; the poor are beginning to know their rights and this is upsetting the power structure; the poor are forcing the leaders to consider them; the poor now have their local Action Groups, and they stick together."

Two variants were found within the general relationship situation labelled as "Emergent Cooperation." In one the emphasis of descriptive statements seemed to be that one or another of the two parties had come upon more realistic interpretations of themselves or of the common problems both groups face and hence was able to develop a more constructive outlook. Such descriptions were thought to be manifested in the following comments by a county leader: "More poor people will go and talk to leaders more now; they feel they are more a part of things." A similar descriptive comment was made by a member of the board: "The poor now 'see' problems that leaders have seen for some time; the poor are asking more questions and finding out why things are the way they are and therefore are coming to understand problems better."

In the other "Emergent Cooperation" variant, emphasis was placed more specifically upon the fact of real communication and upon expected beginnings of common projects. One respondent said, "We now have a central place or point of communication between the leaders and the poor which we didn't have before." Another stated, "Each group knows better now where the other stands, though differences are not all resolved." And another added, "The two are really listening to each other now and starting to do some things together."

While there were, as already implied, some suggestions among a few respondents that the relations between the poor and leaders in Knox County might be approaching a warmth which would justify classification as "esprit-de-corps," it was clear no one as yet was giving this as an actual current situation. There were some few, however, whose characterizations did seem to suggest a level of tension beyond what might be labelled "emergent." While overt conflict--one form of hostile tension--was not suggested by anyone as an apt characterization of the leader-poor relationship in Knox County, hostility of a more latent type was suggested by a number. The outlook of those giving this type of description of relationships was illustrated by such comments as these: "People have been stirred up and relations are strained. The leaders are not going to give in; they are more determined than ever to hold on to what they have." "The two (poor and leaders) disagree on goals and on methods; they don't like or trust each other. They are miles apart."

Having briefly described the several types of situations which the 116 Knox County respondents seemed to be suggesting existed between

the poor and the leaders, it remains to be seen which of these views are dominant and sub-dominant, and whether the same pattern holds among all kinds of respondents (see tables 42, 43 and 44). Perhaps the main impression to be gained (see Table 42) is that of great diversity. Clearly no one type of situation was accepted by a majority of all respondents, and every one of the four was seen to have some adherents among all types of respondents with only two exceptions--none of the professional staff held "isolation" views and none of the general staff described the relation in terms of hostility. Indeed, except for these two, at least ten per cent of every type of respondent and of all types together held every variant view.

While the wide variation must be noted as the pervasive or general impression to be gained from the data, certain other more specific points should be emphasized. First,more than twice as many of all 116 respondents (53 or 45.6 per cent) described the relationships between the poor and leaders as one of "emergent tension" as described it in any other one way. Furthermore, among every respondent type this was the description which more persons used than any other. A very high majority (72 per cent) of the general staff characterized the situation in these terms. Perhaps not unexpectedly, the respondents with possibly the most responsibility for developing realistic cooperation among the poor and the leaders--the professional staff--were the ones who saw this characterization almost twice as often as any other group (40 per cent compared to the next highest group, the county leaders, with 20.7 per cent).

TABLE 42

CHARACTERIZATIONS OF POOR-LEADER RELATIONSHIPS

(Number and Per Cent of All Community Relations Respondents and of All Such Respondents in Each Type Whose Characterizations of 1968 Relationships Between the Poor and the Leaders Approximate Each of Four Types)

Relationship Types	Total All Respondents		Professional Staff		General Staff		Board		Leaders of Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1 - Isolation, Lack of Contact	24	20.7	0	0.0	3	16.7	6	26.1	10	27.8	5	17.2
2A - Emergent Tension	53	45.7	5	50.0	13	72.2	10	43.5	13	36.1	12	41.4
2B - Emergent Cooperation	19	16.4	4	40.0	1	5.6	3	13.0	5	13.9	6	20.7
3 - Hostile Tension	14	12.0	1	10.0	0	0.0	2	8.7	7	19.4	4	13.8
4 - No Answer or Not Classifiable	6	5.2	0	0.0	1	5.5	2	8.7	1	2.8	2	6.9
TOTAL	116	100.0	10	100.0	18	100.0	23	100.0	36	100.0	29	100.0

Turning to differences among those persons whose characterization of these relations was in terms of "emergent cooperation" (see Table 43), relatively little can be said with assurance since the basic numbers involved were so few. Altogether, a considerably larger number (63 per cent) described the relationship in terms of "realistic communication" than the number (37 per cent) who referred to the increase in realistic interpretation." Among the different respondents all possible situations were manifested in terms of the relative weights given to these two variant positions.

Among those people who saw the leader-poor situation as one of "emergent tension" (see Table 44), quite a diverse picture was presented. Over-all, twice as many (52.2 percent) described the situation "generally" as either specifically in terms of complaints (24.5 per cent), or in terms of particular pressures (22.6 per cent). Four patterns emerged among the five types of respondents. Twice as much as anyone else (80 per cent), the professional staff characterized the relationship in terms of manifest pressure. In this regard they were most similar to the county leaders, about 42 per cent of whom also used this description. However, like the total, more of the county leaders defined the relation in general terms.

The general staff and the leaders of the poor showed still different perceptions. They tended to conceive of this relationship in general terms much more strongly (each almost 70 per cent) than any one else; they recognized some specific complaints, but seldom if ever described the situation in terms of manifest pressure. Finally, the pattern most prominent among the people on the Board of Directors was one

TABLE 43

EMERGENT COOPERATION CHARACTERIZATIONS OF THE POOR-LEADER RELATIONSHIP

(Number and Per Cent of All Community Relations Respondents and of All Respondents of Each Type Who Characterized Relationships Between the Poor and the Leaders as Those of Emergent Cooperation and Whose Characterization of These 1968 Relationships Approximate Each of Two Sub-Types)

Relationship Sub-Types of Emergent Cooperation	Total All Respondents		Professional Staff		General Staff		Board		Leaders of the Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Realistic Interpretation	7	36.9	0	0.0	1	100.0	2	66.7	1	20.0	3	50.0
Realistic Communication and/or Common Tasks	12	63.1	4	100.0	0	0.0	1	33.3	4	80.0	3	50.0
TOTALS	19	100.0	4	100.0	1	100.0	3	100.0	5	100.0	6	100.0

TABLE 44

EMERGENT TENSION CHARACTERIZATION OF THE POOR-LEADER RELATIONSHIP

(Number and Per Cent of All Community Relations Respondents and of All Respondents of Each Type Who Characterized Relationships in Emergent Tension Terms and Whose Characterization of Poor-Leader Relationship of 1968 Approximate Each of Three Sub-Types)

Relationship Sub-Types of Emergent Tension	Total All Respondents		Professional Staff		General Staff		Board		Leaders of the Poor		County Leaders	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Tension	28	52.9	1	20.0	9	69.2	3	30.0	9	69.2	6	50.0
Specific Complaints	13	24.5	0	0.0	4	30.8	5	50.0	3	23.1	1	8.3
Manifest Pressure	12	22.6	4	80.0	0	0.0	2	20.0	1	7.7	5	41.7
TOTAL	53	100.0	5	100.0	13	100.0	10	100.0	13	100.0	12	100.0

with heavy relative emphasis on specific complaints.

These data document the fact that in the early spring of 1968 a wide variety of views on the relationships between the poor and the powerful in Knox County were held among persons located at points in the community structure with different perspectives on the Community Action Program. The view more characteristic than any other was that of "emergent tension" defined quite generally, but the community action professional staff and, to a less extent, county leaders tended to observe the existence of overt pressures from the poor toward the powerful and from the powerful toward the poor.

This 1968 description did not, except by certain indirect implication, assess the degree to which the KCEOC program had effected a change in these relationships. An effort was made to provide some information on this by asking the following question immediately after securing the previous description: "How about the way these relations between the poor and the leaders were before the CAP came to Knox County? Do you think, from what you know or have heard, they were any different then than from the way they are now?" If the respondent indicated they were different, he was asked, "In what way?"

Sixty-three per cent of the 116 persons interviewed (see Table 45) indicated they felt relationships between the poor and the leaders were considerably different from what they had been earlier before the Community Action Program. Similarly, in every one of the five types of respondents a larger per cent indicated change had occurred than stated there had been no change, though the variation in the difference between the two response categories varied from 100 to 4.3 percentage

TABLE 45

CHANGE IN LEADER-POOR RELATIONS

(Number and Per Cent of All Community Relations Respondents and of All Respondents in Each Type Who Felt That Relationships Between Leaders and the Poor in Knox County in 1968 Were Mainly The Same or Considerably Different From What They Had Been Before the KCEOC Program Began)

	All Respondents		Professional Staff		General Staff		Board of Directors		County Leaders		Leaders of the Poor	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Mainly Same	27	23.3	0	0.0	1	5.5	10	43.5	11	38.0	5	13.9
Considerably Different	73	63.0	10	100.0	14	77.8	11	47.8	17	58.6	21	58.3
No Answer	16	13.7	0	0.0	3	16.7	2	8.7	1	3.4	10	27.8
TOTAL	116	100.0	10	100.0	18	100.0	23	100.0	29	100.0	36	100.0

points. All the professional staff stated change had occurred, whereas change was favored by only 47.8 per cent to 43.5 per cent among the members of the Board of Directors of the KCEOC. Among the five groups, county leaders also showed only a modest 56 per cent majority who admitted change while more than one-third contended no change had taken place in leader-poor relationships.

Among the 27 respondents who felt that relationships between the poor and the powerful had not changed since 1964 (see Table 46), about a third, each felt they had always been good, always been poor, or had always been the same mixture of good and bad. No one among the ten professional staff and only one among the 18 general staff persons took this no-change position, hence, no break-down with these categories can be made. It is perhaps noteworthy that among those people who contended there had been no change, the type of respondent having the largest per cent to take the position that relations had always been bad was the leaders of the poor. Less than half this same proportion of the board members and of the county leaders took this critical stand. Clearly, among those asserting no change had occurred, leaders of the poor were much less satisfied with these relationships than were those having greater influence--board members and county leaders.

Those who felt significant change had taken place since 1964 in these relationships constituted a 63 per cent majority. Their responses were also classified into three types--those feeling relationships had improved, those feeling they had become worse and those somewhat ambivalent on the matter. Two general patterns are apparent among the respondents classed in this way (see Table 47). Both the total

TABLE 46

POOR-LEADER RELATIONS SEEN BY THOSE HOLDING THEY HAD NOT CHANGED

(Of All Community Relations Respondents and of All Those in Each Type Who Felt That Relationships Between Leaders and Poor in Knox County in 1968 Were Mainly the Same as They Had Been Before the KCEOC Program Began, the Number and Per Cent Who Felt They Had Always Been Good, They Had Always Been Bad, They Had Always Been a Mixture of Good and Bad, and Who Did Not Answer)

	All Respondents		Professional Staff		General Staff		Board of Directors		County Leaders		Leaders of the Poor	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Always Been Good	10	37.1	0	0.0	0	0.0	4	40.0	4	36.4	2	40.0
Always a Mixture	8	29.6	0	0.0	0	0.0	4	40.0	4	36.4	0	0.0
Always Been Bad	9	33.3	0	0.0	1	100.0	2	20.0	3	27.2	3	60.0
TOTAL	27	100.0	0	0.0	1	100.0	10	100.0	11	100.0	5	100.0

TABLE 47

POOR-LEADER RELATIONS SEEN BY THOSE HOLDING THEY HAD CHANGED

(Of All Community Relations Respondents and of All Those in Each Type Who Felt That Relationships Between Leaders and the Poor in Knox County in 1968 Were Considerably Different From What They Had Been Before the KCEOC Program Began, the Number and Per Cent of Respondents Who Felt These Relationships Were Better, Worse or a Mixture of Better and Worse in 1968 Than Earlier)

	All Respondents		Professional Staff		General Staff		Board of Directors		County Leaders		Leaders of the Poor	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Better 1968 Than Earlier	53	72.6	4	40.0	12	85.7	8	72.7	11	64.7	18	85.7
Some Better Some Worse in 1968	8	11.0	5	50.0	1	7.1	1	9.1	1	5.9	0	0.0
Worse in 1968 Than Earlier	12	16.4	1	10.0	1	7.2	2	18.2	5	29.4	3	14.3
TOTAL	73	100.0	10	100.0	14	100.0	11	100.0	17	100.0	21	100.0

respondents, and all the individual types except the professional staff show a strong majority--almost two-thirds or greater--for the position that relationships between the poor and the powerful had improved. Forty per cent of the professional staff also took this position, but slightly more felt they were a mixture of better and worse. It is also noteworthy that in this group of people who said relationships had changed a good bit since 1964, the type who felt, more than others, that things had got worse were the county leaders--those presumably with greatest influence and having experienced the greatest threat from whatever change had taken place.

The way people feel about change or lack of change in the relationships between the poor and the leaders was linked to their image of the role played by the KCEOC staff in these matters. To secure some picture of the way this staff role was viewed vis-a-vis these relationships, respondents were asked: "Supposing the leaders and the poor in a community do differ on important issues, which do you think the professional staff of the CAP should do--side with the poor, side with the leaders, or take some other course?" Responses for all respondents and for each of the types of persons interviewed are summarized in Table 48.

Only about five per cent felt the staff should side with the leaders, about 20 per cent suggested they side with the poor, while approximately 70 per cent said the staff should act in relation to the merits or particulars of the case. Some variations in feelings are to be seen among the different types of respondents. While a solid 50 per cent of the leaders of the poor agreed with the majority view

TABLE 48

ROLE OF STAFF IN POOR-LEADER RELATIONS

(The Number and Per Cent of All Community Relations Respondents and of Each Type Who Said the CAP Professional Staff Should Side With the Poor, Side with Leaders or Take Some Other Course)

		Total All Respondents	Per Cent
Leaders of the Poor	Side with Poor	16	44.4
	Side with Leaders	2	5.6
	Other Course	18	50.0
	No Answer	0	0.0
	TOTAL	36	100.0
General Staff	Side with Poor	4	22.2
	Side with Leaders	0	0.0
	Other Course	14	77.8
	No Answer	0	0.0
	TOTAL	18	100.0
Professional Staff	Side with Poor	2	20.0
	Side with Leaders	0	0.0
	Other Course	8	80.0
	No Answer	0	0.0
	TOTAL	10	100.0
County Leaders	Side with Poor	4	13.8
	Side with Leaders	2	6.9
	Other Course	21	72.4
	No Answer	2	6.9
	TOTAL	29	100.0
Board	Side with Poor	1	4.3
	Side with Leaders	2	8.7
	Other Course	20	87.0
	No Answer	0	0.0
	TOTAL	23	100.0
Total: All Respondents	Side with Poor	27	23.3
	Side with Leaders	6	5.2
	Other Course	81	69.8
	No Answer	2	1.7
	TOTAL	116	100.0

that the staff should not necessarily side with either of the parties, these respondents still suggested the staff should side with the poor by almost twice as high a proportion as among all respondents, by more than three times the proportion as among the county leaders, and by more than ten times the proportion found among board members. It is also noteworthy that while about 20 per cent of both the professional and general staff felt the professional staff should side with the poor, no one in either group felt a regular stand should be taken for the leaders.

After this response indicating how the respondent felt a CAP staff member ought to act, a follow-up question inquired, "Do you think the KCEOC professional staff has in general carried out this role?" Answers here were linked to the type of role position which the individual himself had suggested was the one he felt the staff should assume, and thus the distributions in the "had not" answer category (see Table 49) in a sense may be taken as an index of dissatisfaction with the actions of the KCEOC staff in regard to their role of mediating between the poor and powerful.

According to this index, it is to be noted that about one-third of those who contended the staff should side with the poor or with the leaders were not satisfied with the actual role which they felt the staff had followed. On the other hand this "dissatisfaction rate" was only about half as high among those who felt the staff should take some other course. By and large this suggests the staff had probably maintained a course which favord neither group.

TABLE 49

SATISFACTION-DISSATISFACTION WITH ROLE OF STAFF IN POOR-LEADER RELATIONS

(Of All Community Relations Respondents and of All of Each Type Who Said the CAP Should Side With the Poor, Side with Leaders or Take Some Other Course, the Number and Per Cent Who Felt the Staff Had or Had Not Followed This Course)

		Total All Respondents		Had Followed		Had Not Followed		Don't Know	
		No.	%	No.	%	No.	%	No.	%
Leaders of the Poor	Side with Poor	16	100.0	9	56.2	5	31.3	2	12.5
	Side with Leaders	2	100.0	2	100.0	0	0.0	0	0.0
	Other Course	18	100.0	13	72.2	2	11.1	3	16.7
	No Answer	0	0.0	0	0.0	0	0.0	0	0.0
General Staff	Side with Poor	4	100.0	4	100.0	0	0.0	0	0.0
	Side with Leaders	0	0.0	0	0.0	0	0.0	0	0.0
	Other Course	14	100.0	11	78.6	2	14.3	1	7.1
	No Answer	0	0.0	0	0.0	0	0.0	0	0.0
Professional Staff	Side with Poor	2	100.0	0	0.0	2	100.0	0	0.0
	Side with Leaders	0	0.0	0	0.0	0	0.0	0	0.0
	Other Course	8	100.0	5	62.5	2	25.0	1	12.5
	No Answer	0	0.0	0	0.0	0	0.0	0	0.0
Board	Side with Poor	1	100.0	0	0.0	0	0.0	1	100.0
	Side With Leaders	2	100.0	1	50.0	1	50.0	0	0.0
	Other Course	20	100.0	14	70.0	2	10.0	4	20.0
	No Answer	0	0.0	0	0.0	0	0.0	0	0.0
Community Leaders	Side with Poor	4	100.0	2	50.0	1	25.0	1	25.0
	Side with Leaders	2	100.0	1	50.0	1	50.0	0	0.0
	Other Course	21	100.0	9	42.9	5	23.8	7	33.3
	No Answer	2	100.0	0	0.0	0	0.0	2	100.0
Total of All Respondents	Side with Poor	27	100.0	15	55.6	9	33.3	3	11.1
	Side with Leaders	6	100.0	4	66.7	2	33.3	0	0.0
	Other Course	81	100.0	52	64.2	13	16.0	16	19.8
	No Answer	2	100.0	0	0.0	0	0.0	2	100.0

When these same percentages are inspected for each type of respondent, essentially the same pattern seems to be found whenever there is any sizeable base figure at all. If distributions within base figures of four or less are indicative of actual situations, then some evidence exists to suggest that a somewhat higher dissatisfaction with the role of professional staff in this connection exists among the county leaders and board members and some even among the professional staff themselves, than exist among the non-professional workers or among the leaders of poor.

f) Indices of Program Impacts on Poor-Leader Relations. In the 1968 community relations and head-of-household and homemaker sample interviews, several questions were asked which, taken together may suggest the presence or absence and, if present, the character of change in the relationships between the poor and powerful segments of Knox County society. To find out whether different parts of the population felt their own individual influence had increased or decreased during the years since the Community Action Program had begun, each respondent was asked this question in 1968, "In general how do you feel now about how much 'say so' you have about how things are run around here compared to how much you had three or four years ago?" Each then said whether he felt he had more influence now than before, less now than before, or about the same now as before. Among all respondents together only 19 per cent (see Table 50) indicated they had increased their influence. If, however, equal weight is given to each type of respondent--a process achieved by obtaining the mean per cent of all six types--it is observed that

TABLE 50

INDICES OF CHANGE IN RELATIONS BETWEEN LEADERS AND POOR

(Number and Per Cent of All Respondents and of All in Each Type Who Stated They Had More Influence in 1968 Than They Had Three or Four Years Before and Who Stated the KCEOC Program Had Improved Each of Seven Conditions Bearing Upon the Relationships Between the Poor and the Powerful)

Favorable Responses	Total All Respondents (N=734)*		Staff (N=28)*		Board (N=23)*		Leaders of Poor (N=30)*		County Leaders (N=29)*		LAG Members in Sample (N=79)*		Non-LAG Members in Sample (N=539)*		Mean Per Cent Of 6 Types
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Talk Between Poor People and Local Officials	419	57.5	26	92.9	15	65.2	29	80.6	17	58.6	57	72.2	275	51.5	70.2
The Way Important Things Get Decided in the County	364	49.8	24	85.7	11	47.8	25	71.4	12	41.4	51	64.6	241	44.9	59.3
Opportunities of the Poor to Get Together More and Talk About Their Problems	508	69.5	28	100.0	22	95.7	32	91.4	25	86.2	65	82.3	336	62.6	86.4
County Leadership	341	46.5	22	78.6	11	47.8	20	55.6	10	34.5	52	65.8	226	42.0	54.2
The "Say-so" the Poor Have on Important Matters	407	55.6	26	92.9	14	63.6	24	66.7	14	48.3	64	81.0	265	49.3	67.0
Neighborhood Leadership	401	55.0	26	92.9	18	78.3	29	82.9	19	65.5	59	75.6	250	46.6	73.6
Opportunities Poor Have for Organized Group Action	427	58.7	27	96.4	20	87.0	28	80.0	22	75.9	63	80.8	267	49.9	78.3
More Say-so Than Before	140	19.3	18	72.0	11	47.8	19	52.8	7	24.1	31	39.7	54	10.1	41.1

*Actual number of responses did not always total exactly the number of respondents given under each column because all the respondents didn't respond to these items.

slightly over 40 per cent felt their say-so had increased. There were, however, marked differences. It is significant that the two respondent types containing poor persons who had been given leadership roles by the Community Action Program--the staff and the leaders of the poor--were the types with the highest percentages of the members saying they had gained in influence. Also revealing is the fact that, except for the totally uninvolved--the large non-LAG member sample, only ten per cent of whom reported a gain in influence--the category with the fewest saying their "say-so" had increased was the county leaders, only one quarter of whom admitted to any increase in influence. These two related data, the relative infrequency with which county leaders--a group who in the normal course of a continuing career might be expected to accrue some additional influence--report any increase in their "say" and the relative frequency with which staff and leaders of the poor--groups somewhat less likely in their normal careers to add to their influence--did report greater "say," suggest that at least some change in outlook among the leaders and the poor has taken place in recent years in Knox County.

This conclusion also is the main thought to be drawn from an analysis of the data in the other seven items in Table 50. These items were parts of a larger question asking all respondents in 1968 to specify whether they felt the KCEOC program had improved, made worse, or had no effect upon some 17 different aspects of life. The seven selected here for special attention are those bearing particularly on relationships between the poor and the powerful.

The main significance of these data for identifying and understanding the relation between the poor and their leaders lies in

observing the items perceived to have been helped the most in each of certain significant categories and then noting the meaning of the differences in per cents for groups that may be specifically identified as representing the poor on the one hand and the powerful on the other. For this purpose it seems valid and useful to identify both the leaders of the poor and the LAG members as those being referred to as poor and to designate as leaders both board members and county leaders.

Seeking the broad perspective, it may first be observed that the two items on which most different categories of respondents felt the program helped the most were the conditions having to do essentially with opportunities for the poor--to come together and discuss their problems (where the mean per cent of all groups of respondents favoring this was 86.4) and to come together for organized group action (where some 78.3 per cent of all different respondent groups felt the program had helped). It is worth noting that these are the only items on which the percentage of leaders feeling the program had helped was as great or greater than the percentage of the poor who felt the program had helped. The relatively mild and non-threatening aspects of these items--especially the one pertaining to discussion--seem not unrelated to the high favor with which program effectiveness in regard to them seems so readily attested by the leaders. On all the other items in the list more of the poor consistently felt the CAP program had been helpful than did the representatives of the leaders.

This is not all. Just as the poor and the leaders agreed that the two "opportunity" items were the ones the CAP helped the most, they also agreed that the conditions the fewest people felt the program had helped were "county leaders" and "the way important things get decided." In each case, however, the per cent feeling the program had helped the item was considerably higher among the poor than among the leaders.

To sum up, it would appear from these data that the leaders seemed to be contending that the CAP had not really improved very much those conditions wherein an increase in influence of the poor might indeed constitute a challenge to the powerful--county leadership and the way important matters were decided--but, on these same items the poor felt much more strongly that the program had improved things. Either the leaders were refusing to acknowledge the change that was developing or the poor were overly optimistic in their judgment of how much the program had indeed brought improvement. One suspects both conclusions are partially valid.

FOOTNOTES

[1]The author had one interview with Mr. James Kendrick and two with Miss Irma Gall before their respective separations from KCEOC, and he or other members of the research team had such interviews with Mr. Hollis West and each of the other eight top supervisory staff people in KCEOC in the spring of 1968. It is primarily upon these interviews that this brief outline of major steps is based.

[2]More detail regarding these steps may be obtained both in the general summary of the program's development found elsewhere in this report, and in the Major Event Chronology found in this unit's Appendix A.

[3]For a while a Youth Council functioned at both neighborhood and county levels. More recently, in connection with the Early Childhood Program, a Parent Advisory Group has been organized in each neighborhood having such a program.

[4]Obviously a number of detailed steps were involved on each of these levels. A major change, not alluded to above, however, should be mentioned having to do with the make-up of the local action groups. When these units were first developed, they were called Neighborhood Councils and were constituted by those 10 to 15 persons elected as representatives of each of the 10 to 15 main geographic segments of the neighborhood which the residents of each area themselves established. These "representatives" were to keep in close touch with the people in their sub-areas and serve as two-way communicators for the program and for the residents. In practice, this did not work well. Some councils lost touch with their constituencies and became quite autocratic in their behavior. And, in nearly all, the distinction between "members," who could vote, and other persons, who came to the meetings but could not, caused great friction and difficulty. Hence a change was instituted: the "councils" were discontinued and "action groups" which had officers but little or no restriction on voting members were instituted in their stead. The Association of Neighborhood Councils' name was also changed to the Association of Local Action Groups. A final major change in these Local Action Groups was instituted with the terms of the OEO Community Center grant for 1968. This required that new by-laws be established in each Local Action Group with a required quorum stipulation of no less than ten people. The terms of this grant also made the Local Action Groups an integral part of the administration of the limited funds available to each area for the Home Improvement Program.

[5]The specific questions are numbers 36, 37 and 38 in the Community Relations Schedule. See Appendix B in this unit.

[6]Respondents were also asked to list any other similar factors not on the list which they felt were influential. Only a few other things were given and each by only one or two people.

[7]This one item was that of race. There is no question but that the program had brought Negroes into things more, but since only five respondents felt that the importance of this had changed, their 100 per cent is somewhat less significant.

[8]These types are not identical with those used by Kingsley Davis (1949), but they are mainly derived from his discussion. See pp. 147-167.

5. PERCEPTIONS OF PROGRAM IMPACT

a) Introduction. This section reports the results obtained from all head-of-household, homemaker and community relations respondents when they were asked what effect they felt the KCEOC program had had on different aspects of life in Knox County.

Of course just because groups perceive a program as effective does not mean it actually is effective, nor do negative perceptions necessarily prove the program's inadequacy. But images, especially vis-a-vis the political context of such programs, are important and merit systematic investigation. Whether most persons toward whom the program is aimed feel the procedures are helpful or hurtful, whether those administering or working in the action program feel the activity accomplishes little or much, whether those persons volunteering their time to policy boards feel the program is worthy or unworthy and whether community leaders generally view the program accomplishments in a favorable or unfavorable light are all data significant for future decisions about such programs. The purpose of this section, therefore, is to describe the differential perceptions of impact of the KCEOC program held by several different segments of the county's population in regard to different facets of life and to suggest the major factors which seem related to these variations in perception.

b) Measures of Perception of Impact. Two general types of impact--perception of general effectiveness and perception of directional effectiveness--will be discussed first. Perception of general

effectiveness was measured by respondents' responses to a question which was framed as follows:

> As you know, we are seeking to learn what the Knox County Economic Opportunity Program has meant to this county. We are going to mention several different aspects of life now, and, FOR EACH ONE, we would like you to tell us whether you think Knox County's Economic Opportunity Program--(Community Action Program)--has <u>improved things</u>, has <u>made things worse</u>, or has had <u>no significant effect either way</u>. Now, what would you say its effect has been on _____? (Inserting the first item) Would you say KCEOC programs <u>improved this</u>, <u>made this worse</u>, or <u>had no significant or appreciable effect</u>?

Each respondent was asked this question for every one of the following 17 items: 1) level of income, 2) talk between poor people and local officials, 3) health services, 4) hopefulness of the people, 5) the way important things get decided in the county, 6) job opportunities, 7) opportunities of the poor to get together more and talk about their problems, 8) county leadership, 9) organization for economic development of county, 10) educational opportunities, 11) the "say so" the poor have on important matters, 12) confidence in government, 13) neighborhood leadership, 14) opportunities the poor have for organized group action, 15) work skills of the poor, 16) the way "welfare" is handled, and 17) life in general here.

After inspection of a sample of the responses disclosed that a considerable majority of respondents viewed the program as having improved most of these 17 items, the categories of "made worse" and "had no effect" were "collapsed," both being considered responses <u>not favorable</u> to the program. A dichotomized code of either "favorable to" or"unfavorable to" the program for each answer was thus established.[1]

Later, answers on all 17 items were summed so that the total score, ranging from 17 (for a person answering all items unfavorably) to 34 (for one responding "improved" to all items) was obtained for each respondent. Inspection of the distribution of these scores revealed that the median was around 28. All persons below this median--all having a score of 17-28--were then defined as perceiving the effect of the program somewhat negatively, while those with scores 29-34 (above the median) were defined as having favorable perceptions of the impact of the program.[2]

Perception of directional effectiveness was the respondents' impressions of how well the CAP was reaching the target population. The question designed to obtain these impressions followed immediately the 17-item question just considered and was phrased as follows:

> Whatever your opinions about the KCEOC program's over-all or specific effects we would like to know your feeling about <u>which</u> part, if any, of all the people of Knox County it has helped the most. Of these four groups: a) the poorest people in the county; b) the poor, but not the very poorest; c) the middle income group; and d) the well-to-do, which, if any, do you think have been most helped by the KCEOC program?

In tabulating answers to this question, anyone checking either the poor <u>or</u> poorest was classed as perceiving the program to be directed at its target population while those checking any other response (including "don't know") were classed as perceiving the programs as not moving in the appropriate direction. One obtains from these two sets of answers, then, two measures of impact--the first representing a perception of <u>general</u> and the second a perception of <u>directional</u> effectiveness.

Perceived effectiveness of the CAP is also analyzed in reference to all the 17 items. The response patterns of the different segments of the community with respect to all the 17 items will fill in the picture held about the impact of KCEOC in different realms.

c) Perception of Impact of All Respondents. The results obtained for general and for directional effectiveness reveal that over half of the total respondents perceive the effectiveness of the KCEOC program quite favorably. (See Table 51.) Fifty-two per cent of the total respondents viewed the program as being instrumental in improving most conditions in the county, and about 55 per cent seemed to feel that the program benefitted the poor and poorest more than the middle income or the well-to-do of the community.

When all types of respondents are given equal weight regardless of their numbers--when a mean of the six different measures is taken instead of the score of all respondents--the results reveal a somewhat different picture. In this case about 64 per cent are favorable to the program's general impact, while about 60 per cent view its directional impact as favorable. This more favorable image is a result of reducing the influence of the 539 non-LAG members who make up the largest number of people in the survey and yet who are the ones least involved with the KCEOC program.

d) Differential Perception by Types of Respondents. When the perceptions held by different types of respondents on general effectiveness are observed (see Table 51), it is found that the staff holds the most favorable view of the program. Next in order are members of the local action groups, leaders of the poor, and board members.

TABLE 51

EXTENT OF FAVORABLE PERCEPTION OF GENERAL AND DIRECTIONAL EFFECTIVENESS

(Number and Per Cent of All Respondents and of All Respondents by Types Who Viewed the KCEOC Community Action Program as Having Had a Favorable General Impact and Having Helped the Poor More Than Other Parts of the County [a Favorable Directional Impact])

	Total All Respondents (N=743)		Staff (N=28)		Board (N=23)		Leaders of Poor (N=36)		County Leaders (N=29)		LAG Members in Sample (N=79)		Non-LAG Members in Sample (N=539)		Mean Per Cent Among the Six Types Respondents
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Favorable General Effectiveness	382	52.0	26	92.9	12	52.2	25	69.4	12	41.4	63	79.7	244	45.3	63.5
Favorable Directional Effectiveness	399	54.8	23	82.1	11	52.4	16	44.4	16	55.2	56	70.9	277	51.8	59.5
Diff. of Per Cent Between General Effectiveness and Directional Effectiveness				10.8		-0.2		25.0		-13.8		8.8		-6.5	
Rank Among Resp. Types on Impact			1		4		3		6		2		5		
Rank Among Resp. Types on Poor Helped			1		4		6		3		2		5		

The groups least impressed by the program's general effectiveness are non-LAG members and county leaders with 45.3 and 41.4 per cent respectively holding favorable views.

A somewhat different response pattern emerges with regard to directional effectiveness. While the staff and LAG members are again the groups viewing the program most favorably, the leaders of the poor perceive the program least favorably with board members and non-LAG members not greatly different from them, and with county leaders having perceptions that are comparatively unfavorable, but, nevertheless, placing them third--next to the staff and LAG members--in favorability.

It may thus be seen that while staff, LAG members, board and non-LAG members keep their respective first, second, fourth and fifth positions on both measures, the rank order of the leaders of the poor and of the county leaders are reversed on the two measures. County leaders who had the smallest per cent perceiving the KCEOC program to be helpful generally--only a little more than 40 per cent--had, both absolutely and relative to others, a much higher proportion viewing the program's directional effectiveness as favorable--55 per cent. On the other hand, leaders of the poor who showed relatively high appreciation of the general effectiveness of the program, ranking third on that measure with almost 70 per cent favorable, was the group with the smallest proportion perceiving the program to be helping the poor more than the non-poor.

The reason for this difference in perception by these two respondent groups seems to lie in their different identifications and

loyalties. County leaders identify themselves more with the general interests of the county than with the poor *per se*. Hence one would expect them to have higher aspirations for the improvement of county conditions than for helping the poor. More of them see the KCEOC as more helpful to the poor than as improving county conditions. Leaders of the poor, on the other hand, with a greater identification with the interests of the poor and less concern for general county conditions, less often perceive the program as helpful to the poor and more often see it as improving the general conditions of the county.

This undercurrent of differing identifications which seem to affect the perceptions of impact held by the different groups, is also illustrated by the differences between favorable general and favorable directional effectiveness within each type of respondent. Staff, LAG members, and leaders of the poor, all of whom are directly involved in the activities of the community action program, emotionally committed to the interests of the poor and less concerned with general county conditions, see the program's directional effectiveness as less favorable than its general effectiveness. Board members, with some but a more limited direct association with day-to-day operations of the program, with less commitment to the interests of the poor, and a concern for the county stronger than the first group but weaker than that of the county leaders, perceive the two impacts of the program with about the same favorability.

County leaders with no direct association with the program, little commitment to the special interests of the poor but great concern for general county conditions, perceive that the KCEOC helps the poor

considerably more than it improves county conditions.

Finally, there are the persons in the sample who have never been members of the local action groups and who have had no direct involvement with the program, who presumably have little concern for general county conditions but, because nearly all are themselves poor, would be expected to have identification with the poor. Yet more of them see the operation as helping the poor than perceive it as improving general county conditions. Their differences on the two measures is not great, and probably the key fact regarding them is not this difference but the fact that both are quite low.

e) Closeness to Program and Perception of Impact. Another analysis of the major factors influencing perception of impact starts with the idea that the degree of "closeness" to or "distance" from the program operation is the basic element conditioning perceptions of the Knox County Community Action Program. To some extent, the different sets of respondents were selected because of their assumed variation in social distance from the Knox County Community Action Program. However, on closer analysis this distance or closeness may be viewed in at least two different lights. One may be close or distant in reference to knowledge and information about the program, and/or he may be close or distant in reference to attachment to and sympathetic identification with the program. Furthermore, the location one has vis-a-vis others on one dimension may not be the same as his relative location on the other dimension.

No specific measure of knowledge of the program or of attachment to it was available, but on the basis of considerable observation of

both the program and all six types of respondents in the county, one may suggest with some confidence the social distance sequence of types which seem logical for each of the dimensions.

With regard to the knowledge and information dimension, clearly the respondents in closest touch would be the working staff. It also seems almost without question that, of the six groups, respondents with the next greatest knowledge of the program should be members of the KCEOC Board of Directors. At the third level, however, some question may be raised. It is not clear whether the leaders of the poor or the county leaders should have greater information. Each would seem to have had one type of advantage the other lacked, and the relative importance of the two seems problematic. While the leaders of the poor had some first-hand contact with the program which the county leaders did not have, the county leaders had a civic background and a range of social participation which the leaders of the poor lacked. With no sound basis for selecting one over the other, it was decided neither should be included within the test case.

Turning to the last two categories of respondents--the neighborhood sample personnel who were Local Action Group (LAG) members and those who were not such members, it is clear that the members should have more information than the non-members and hence should be placed "ahead of" them in the sequence. It also seems obvious that both the board members and the staff can be expected to have more information than such neighborhood group members. Hence the sequence of the four sets of respondents on a scale of greatest to least knowledge is the following: 1) staff, 2) board, 3) LAG members and 4) non-LAG members.

The same four sets of respondents seem to occupy a different logical sequence on the emotional identification dimension. Again, the staff is in first place--there being little question about their identification with the program especially when it is recalled that, for at least 50 per cent of the respondents in this set, their position on the staff represents the difference between having and not having a job. It is at the second and third positions that the sequence on this dimension is different from that on the knowledge dimension. As poor people who have become formally associated with an organization specifically established for them, Local Action Group members seem much more likely to feel emotional identification with the program than do the members of the Board of Directors.[3] Hence these LAG members are assumed to have the second greatest emotional identification with the program. Board members would seem to be the group with the third greatest attachment, while the non-LAG member part of the neighborhood sample is obviously least affected by the program.

For the purpose of testing the two hypothesized orders, each possible pair of respondent types drawn from the information and from the attachment sequences were arranged in units, each of which contained pairs of respondent types having the same degree of expected difference from the model. With the units arranged in a descending order of expected difference between the pairs and inspection of the pattern of relationships exhibited in the chi square values, then directions and amount of differences in per cents indicate whether the information

or attachment model sequence is supported or rejected by the general and/or directional data.[4]

The data are found in this format in tables 52 through 55. As can be seem in tables 52 and 53, neither the data on general effectiveness nor that on directional effectiveness exhibit the pattern predicted by the logic of the information sequence. In both cases there are greater differences between the per cents of the adjacent respondent types than between those types once removed from each other (those at the middle level for which the model would predict greater differences). In addition, most chi square values of these differences between per cents of adjacent respondent types are significant in both types, whereas those at the middle level predicted by the model to be more significant are not found to be significant.

On the other hand inspection of tables 54 and 55, where the sequence of respondent types is developed from the logic of different levels of expected emotional identification with the Community Action Program, reveals that both the perceptions of general and of directional effectiveness conform to this sequence. The respondent pairs with the largest percentage and chi square difference are those types the model suggests are farthest apart. The ones with the next greatest differences both in terms of chi squares and differences in per cents, too, are so predicted, and those respondents with least differences are those which the hypothesized order also would support.

Since the perceptions of both the general and the directional effectiveness conform to a sequence predicted on assumed differences in emotional attachment to the program, while neither of these perception

TABLE 52

INFORMATION SEQUENCE AGAINST GENERAL EFFECTIVENESS*

(Sequence of Respondent Type Pairs Arranged by Decreasing Degree of Expected Difference According to the Information Model, with Chi Square Values for Each Pair's Per Cents on General Effectiveness, a Check on the Direction of the Relationship, Difference in Per Cents Between Each Pair and the Mean of the Per Cent Difference in Each Similar Set)

Pairs Arranged by Order of Largest to Smallest Expected Differences		Significance Level for X^2	Is Direction Predicted	Diff. Between the Two Per Cents	Mean of Per Cent Differences
Greatest Difference Expected	Staff - Non-LAG Members	.001	Yes	47.6	47.6
Next Greatest Difference Expected	Staff - LAG Members	#	Yes	13.2	10.5
	Board - Non-LAG Members	#	Yes	6.9	
Least Difference Expected	Staff - Board	.001	Yes	40.7	
	Board - LAG Members	.001	No	-27.5	37.5**
	LAG Members - Non-LAG Members	.001	Yes	34.4	

* If data conform to the model, there is the greatest likelihood of chi squares of high significance at the top and the least likelihood of such chi squares at the bottom level. Also, if data conform to the model the direction of the relationship between the percentages will be as predicted, and the difference in percentages, especially in the mean of per cent differences in each set, will decrease from top to bottom.

** Mean of only positive values.

Not significant at .05 level.

TABLE 53

INFORMATION SEQUENCE AGAINST DIRECTIONAL EFFECTIVENESS*

(Sequence of Respondent Type Pairs Arranged by Decreasing Degrees of Expected Difference According to the Information Model, with Chi Square Values for Each Pair's Per Cents on Directional Effectiveness, a Check on the Direction of the Relationship, Difference in Per Cents Between Each Pair and the Mean of the Per Cent Differences in Each Similar Set)

Pairs Arranged by Order of Largest to Smallest Expected Differences		Significance Level for X^2	Is Direction Predicted	Diffs. Between the Two Per Cents	Mean of Per Cent Differences
Greatest Difference Expected	Staff - Non-LAG Members	.01	Yes	30.3	30.3
Next Greatest Difference Expected	Staff - LAG Members	#	Yes	11.2	5.9
	Board - Non-LAG Members	#	Yes	0.6	
Least Difference Expected	Staff - Board	.05	Yes	29.7	24.4**
	Board - LAG Members	#	No	-18.5	
	LAG Members - Non-LAG Members	.01	Yes	19.1	

* If data conform to the model, there is the greatest likelihood of chi squares of high significance at the top and the least likelihood of such chi squares at the bottom level. Also, if data conform to the model the direction of the relationship between the percentages will be as predicted and the difference in percentages, especially in the mean of per cent differences in each set, will decrease from top to bottom.

** Mean of only positive values.

Not significant at .05 level.

TABLE 54

ATTACHMENT SEQUENCE AGAINST GENERAL EFFECTIVENESS*

(Sequence of Respondent Type Pairs Arranged by Decreasing Degrees of Expected Difference According to the Attachment Model, with Chi Square Values for Each Pair's Per Cents on General Effectiveness, a Check on the Direction of the Relationship, Difference in Per Cents Between Each Pair and the Mean of the Per Cent Differences in Each Similar Set)

Pairs Arranged by Order of Largest to Smallest Expected Differences		Significance Level for X^2	Is Direction predicted	Diffs. Between the Two Per Cents	Mean of Per Cent Differences
Greatest Difference Expected	Staff - Non-LAG Members	.001	Yes	47.6	47.6
Next Greatest Difference Expected	Staff - Board	.001	Yes	40.7	37.6
	LAG Members - Non-LAG Members	.001	Yes	34.4	
Least Difference Expected	Staff - LAG Members	#	Yes	13.2	15.9
	LAG Members - Board	.01	Yes	27.5	
	Board - Non-LAG Members	#	Yes	6.9	

* If data conform to the model, there is the greatest likelihood of chi squares of high significance at the top and the least likelihood of such chi squares at the bottom level. Also, if data conform to the model the direction of the relationship between the percentages will all be as predicted and the difference in percentages, especially in the mean of per cent differences in each set, will decrease from top to bottom.

Not significant at .05 level.

TABLE 55

ATTACHMENT SEQUENCE AGAINST DIRECTIONAL EFFECTIVENESS*

(Sequence of Respondent Type Pairs Arranged by Decreasing Degrees of Expected Difference According to the Attachment Model, with Chi Square Values for Each Pair's Per Cents on Directional Effectiveness, a Check on the Direction of the Relationship, Difference in Per Cents Between Each Pair and the Mean of the Per Cent Difference in Each Similar Set)

Pairs Arranged by Order of Largest to Smallest Expected Differences		Significance level for X^2	Is Direction Predicted	Diffs. Between the Two Per Cents	Mean of Per Cent Differences
Greatest Difference Expected	Staff - Non-LAG Members	.01	Yes	30.3	30.3
Next Greatest Difference Expected	Staff - Board	.05	Yes	29.7	
	LAG Members - Non-LAG Members	.01	Yes	19.1	24.4
Least Difference Expected	Staff - LAG Members	#	Yes	11.2	
	LAG Members - Board	#	Yes	18.5	15.1
	Board - Non-LAG Members	#	Yes	0.6	

* If data conform to the model, there is the greatest likelihood of chi squares of high significance at the top and the least likelihood of such chi squares at the bottom level. Also, if data conform to the model the direction of the relationship between the percentages will be as predicted and the difference in percentages, especially in the mean of per cent differences in each set, will decrease from top to bottom.

Not significant at .05 level.

patterns support the sequence predicted from assumed differences in information about the program, it may be tentatively concluded that in Knox County people's "feeling about" the Community Action Program--their general emotional identification with, or rejection of, it--provides greater explanatory power for both the perception of who is most helped by the program as well as the perception of general effectiveness than does the amount of knowledge or information people have about the program. It may seem anachronistic that persons with greater information or knowledge of a program are not the ones with the most favorable image of its achievements. This may raise some question about the "reality level" upon which the generally favorable perceptions of the Knox County operation are based. On the other hand it may simply highlight questions about the relationships assumed between information and favorability of attitude. The data pattern just described may simply illustrate, on a broader social level, the tendency people often exhibit of selecting their facts and information in accordance with their value orientations.

Questions also may be raised about the assumptions surrounding the emotional identification variable and perceptions of the program's directional effectiveness. While the data from the four sets of respondents on perceptions of the groups helped most by the program do suggest that the program is helping the poor and the poorest more than others, two cautions must be added. First, this conclusion also rests on several intermediate assumptions--that those most identified with the program are also most closely identified with the poor and that their feeling about the program truly represents the feeling held by the poor. The other caution is a reminder that

the leaders of the poor, who should identify with and respresent the poor, were the very respondents who, in a higher proportion than any others, perceived the program as more helpful to higher income groups than to the poor and the poorest in the county. The most apt conclusion of all, perhaps then, is that while there is some evidence from Knox County to suggest that variation in emotional identification may be a weightier factor in differential perception than variation in information, other factors such as, for example, level of aspiration held by a person may also be quite important.

f) Perception of Impact: Program Content. Another way of viewing these reactions to the KCEOC program is to consider which types of items were viewed most favorably and which least favorably. Table 56 presents the general picture of how all respondents and all six types treated equally reacted to the 17 items used. As may be seen there the items judged by more respondents than any others to have been helped by the program were "educational opportunities," "health services," "level of income," and "job opportunities." More than 75 per cent of all Knox Countians interviewed said the Community Action Program had helped or improved each of these.

It may be noted also that these were the same items on which there was the least difference of opinion among the different types of respondents. The percentage difference between the group holding the most favorable and the group holding the least favorable perceptions on these items was only some 20 to 24 points.

At the other end of the scale, the conditions seen to have been improved by the program by the fewest respondents were: "the way important

TABLE 56

EXTENT OF FAVORABLE PERCEPTION OF IMPACT ON SEVENTEEN SELECTED ITEMS BY ALL RESPONDENTS

(Number and Per Cent of All Respondents, the Average Per Cent of All Six Types of Respondents, and the Highest, Lowest, and the Difference Between the Respective Highest and Lowest Per Cents Among the Six Types of Respondents Who Viewed the KCEOC Community Action Program as Having Helped or Improved Each of 17 Aspects of Knox County With the Rank Order of Each Item Within Each Category)

Items or Aspects	All Respondents			Average % of 6 Types		Among all Six Types			
	No.	%	Rank Order	%	Rank Order	Highest %	Lowest %	Diff. %	Rank Order of Diff.*
1) Educational Opportunities	618	84.5	1	90.5	1	100.0	79.3	20.7	1
2) Health Services	619	84.3	2	89.3	2	100.0	75.9	24.1	4
3) Level of Income	562	76.8	3	88.2	3	93.1	71.7	21.4	2
4) Job Opportunities	558	76.2	4	80.1	6	88.9	65.5	23.4	3
5) Life in General Here	525	71.9	5	81.4	5	100.0	67.6	32.4	6
6) Work Skills of the Poor	515	70.5	6	74.4	9	96.4	60.9	35.5	7
7) Opportunities of the Poor to Get Together More and Talk about their Problems	508	69.5	7	86.4	4	100.0	62.6	37.4	8
8) Hopefulness of the People	498	68.1	8	75.0	8	92.9	64.2	28.7	5

TABLE 56--Continued

Items or Aspects	All Respondents			Average % of 6 Types		Among All Six Types			
	No.	%	Rank Order	%	Rank Order	Highest %	Lowest %	Diff. %	Rank Order of Diff.*
9 Opportunities Poor Have for Organized Group Action	427	58.7	9	78.3	7	96.4	49.9	46.5	17
10 Talk Between Poor People and Local Officials	419	57.5	10	70.2	11	92.9	51.5	41.4	9
11 Organization for Economic Development of County	412	56.4	11	69.6	12	96.4	50.0	46.4	16
12 The "Say-so" the Poor Have on Important Matters	407	55.6	12	67.0	13	92.9	48.3	44.6	14
13 Neighborhood Leadership	401	55.0	13	73.6	10	92.9	46.6	46.3	15
14 The Way Important Things Get Decided in the County	364	49.8	14	59.3	14	85.7	41.4	44.3	12
15 Confidence in the Government	360	49.5	15	52.5	16	78.2	34.8	43.4	10
16 County Leadership	341	46.5	16	54.2	15	78.6	34.5	44.1	11
17 The Way Welfare Is Handled	321	44.0	17	47.1	17	75.4	31.0	44.4	13

* The smallest difference is rank 1, the largest difference is rank 17.

things get decided in the county," "confidence in government," "county leadership," and "the way welfare is handled." None of these conditions were viewed by as many as 50 per cent of the interviewees as having been helped. While three other items exhibit slightly greater disagreement among the different groups of respondents than these, the disparity between the high and low per cents of favorable perceptions on these four "unfavorable" items is almost twice as great as among the four top-rated items.

To sum up, far more respondents viewed the program as having helped in presenting services to people--educational, health, job opportunity and income--than saw it as having improved aspects of life more imbedded in the basic institutional structure of the society--county leadership, how things get decided, confidence in government and the way welfare is handled. Comparatively, these latter content realms, the interviewees seemed to say, were not helped very much.

This general point is also borne out if one observes the relative position of those items which have special pertinence for possible change in the relationships between the poor and the leaders: opportunities for the poor to get together and talk, opportunities the poor have for organized group action, talk between poor people and local officials, the say-so the poor have on important matters, neighborhood leadership, the way important things get decided, and county leadership. By and large these are the items seen to have been improved by a smaller percentage of respondents than most others.

When the responses of the several types of respondents are compared to each other (see Table 57), essentially the same pattern of reaction

TABLE 57

EXTENT OF FAVORABLE PERCEPTION OF IMPACT ON SEVENTEEN SELECTED ITEMS BY SIX TYPES OF RESPONDENTS

(Total Number of Respondents and Per Cent of These in Each of Six Categories Who Perceived the KCEOC Community Action Program as Having Helped or Improved Each of 17 Aspects of Life and the Rank Order of Favorability on the Aspects in Each Category)

Favorable Responses on:	TYPES OF RESPONDENTS											
	Staff		Board		Leaders of Poor		County Leaders		LAG Members		Non-LAG Members	
	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank
1) Educational Opportunities	100.0	2.5	95.7	2	91.7	1.5	79.3	4	94.4	1	81.6	2
2) Health Services	100.0	2.5	95.7	2	88.9	4	75.9	5.5	93.7	2	81.8	1
3) Level of Income	92.9	10	91.3	4	91.7	1.5	93.1	1	88.6	3	71.7	4
4) Job Opportunities	88.9	13	82.6	6	86.1	5	65.5	8.5	83.5	6.5	74.2	3
5) Life in General Here	100.0	2.5	78.3	7.5	75.0	9	82.8	3	84.4	4	67.6	5.5
6) Work Skills of the Poor	96.4	6	60.9	13	71.4	12.5	65.5	8.5	84.6	5	67.6	5.5
7) Opportunities of the Poor to Get Together More and Talk About Their Problems	100.0	2.5	95.7	2	91.4	3	86.2	2	82.3	8	62.6	8
8) Hopefulness of the People	92.9	10	69.6	10	74.3	10	65.5	8.5	83.5	6.5	64.2	7

TABLE 57--Continued

Favorable Responses on:	TYPES OF RESPONDENTS											
	Staff		Board		Leaders of Poor		County Leaders		LAG Members		Non-LAG Members	
	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank	Per Cent	Rank
9) Opportunities Poor Have For Organized Group Action	96.4	6	87.0	5	80.0	8	75.9	5.5	80.8	10	49.9	11
10) Talk Between Poor People and Local Officials	92.9	10	65.9	11	80.6	7	58.6	11	72.2	14	51.5	10
11) Organization for Economic Development of County	96.4	6	73.9	9	72.2	11	51.7	12	73.4	13	50.5	9
12) The "Say-so" the Poor Have on Important Matters	92.9	10	63.9	12	66.7	14	48.3	13	81.0	9	49.3	12
13) Neighborhood Leadership	92.9	10	78.3	7.5	82.9	6	65.5	8.5	75.6	12	46.6	13
14) The Way Important Things Get Decided	85.7	14	47.8	14.5	71.4	12.5	41.4	14.5	64.6	16	44.9	15
15) Confidence in Government	57.1	17	34.8	16.5	58.2	15	41.4	14.5	78.2	11	45.3	14
16) County Leadership	78.6	15	47.8	14.5	55.6	16	34.5	16	65.8	15	42.0	16
17) The Way Welfare Is Handled	75.4	16	34.8	16.5	47.2	17	31.0	17	53.2	17	41.9	17

with regard to the items viewed as having been helped the most and the ones having been helped the least is to be noted. However, there are certain significant variations. Staff, board, leaders of the poor and county leaders all viewed the impact of the program on the opportunity the poor have to discuss their problems as quite high--it was the second-or third-ranked item for each of these sets of respondents. On the other hand, the perceptions of the program's effect on this were much lower by both the members and non-members of the local action groups. In addition it may be observed that while other respondents saw the program's impact as quite favorable on job opportunities and level of income, the perceptions of the staff suggested these items had not been nearly as well served.

Finally, in another perspective these data reveal quite clearly the groups who saw the program as most helpful and those who, comparatively speaking, saw it as least helpful. The group who perceived the KCEOC operation most favorably was the staff. A higher per cent of staff members than of any other group viewed it as helpful on 15 of the 17 items. On income, county leaders took the most favorable positions. The most favorable position on confidence in government was assumed by the local action group members. On the other hand, the county leaders and the general sample who never were members of local action groups were the respondent types perceiving the program as least helpful. On ten of the 17 items the non-LAG members had the smallest per cent of all respondent categories perceiving the program as helpful. On the other hand, on six of the other seven items, it was county leaders who showed the least appreciation

of the program's effectiveness. Interestingly, the one item where the lowest position was taken by neither non-LAG members nor county leaders was confidence in government. Perhaps it is not surprising that the group required to be the final arbiter in the inevitable frictions arising from such an operation--the Board of Directors--should be the group that perceived the program as least effective on this item.

FOOTNOTES

[1]Respondents were permitted a "don't know" or "no opinion" answer as a last resort. In the coding process these also were counted as responses not favorable to the program's effect.

[2]Since the basis for dichotomizing favorable and unfavorable scores was the median (at about 28) of all scores and not the midpoint (25.5) in the range of all possible scores, the respondents who were grouped as ones responding favorably on general effectiveness were in fact those who viewed the program as being helpful in improving two-thirds or more of the 17 aspects of community life enumerated.

[3]It should also be recalled that,as here used, board members did not include those persons who were a part of the board as representatives of the poor.

[4]This technique was developed after consultation with statisticians yielded no better method for measuring the degree to which a hypothesized order of values was actually approximated.

6. CONCLUSIONS

It is the purpose here to place the findings described in some detail in the preceding sections of this unit in a larger perspective and to seek to deduce from them the major meaning that the Community Action Program of the Knox County Economic Opportunity Council has had for leadership and community relations. Discussion will consider program impacts first with regard to activity participation, then in relation to neighborhood leadership, subsequently with regard to county leadership and finally in terms of the relationships between poor and powerful in the mobilization for action against poverty.

One of the most specific findings herein reported is the increase in collective neighborhood projects which people in CAP-served areas were able to report in 1968 compared to 1966. Not only was there a 15 per cent increase in total numbers of collective activities in these CAP areas compared to a decline in other neighborhoods, but the number of different types of such projects increased ten per cent more in center areas than in the non-center areas. A similar difference of about eight per cent was found between the two areas on the 1966 to 1968 change in the percentage of people who took part in voting-type meetings--center-served areas showing a small increase while non-center areas exhibited a similarly small decline. These findings suggest that community action operations are slowly getting people to take part in more formal meetings and are bringing about a considerable amount of collective activity on the neighborhood level. A major

question of course is whether such an increase would be self-sustaining should the OEO-supported work be interrupted. Because so much of the increase in such projects is accounted for specifically by components of the Community Action Program, there is some reason to doubt that it would be self-sustaining, but non-OEO activities, it should be recalled, did exhibit some small increase in center areas between 1966 and 1968.

Neighborhood leadership seems also to have been affected by the KCEOC program. Two facets of this were investigated. Persons active as major participants in the neighborhood collective projects were seen as one type of local leader, and whereas the mentioning of such persons declined between 1966 and 1968 in the non-center areas, such naming increased in center areas during the same time by 26 per cent. While this increase in activity leaders was related to the increase in activities, a large proportion of which were OEO-sponsored, the fact that there was only a four per cent increase in the percentage of those persons named active participants who had CAP jobs suggests the possibility that this increment of leadership was not entirely contingent upon the continuation of an OEO operation.

The other dimension of local leadership investigated was that of general neighborhood leadership reputation and how this seemed to be distributed. Here the main conclusion was that compared to the non-center areas, those having centers exhibited considerably more agreement on who the locality leaders were in 1968 compared to 1966. In center areas in 1968, fewer persons were listed as top leaders, but, at the same time, they received a larger proportion of all nominations. On the other hand, in the non-center areas a larger number of persons were

seen in 1968 compared to 1966 to qualify as top leaders, yet a smaller percentage of all nominations was given to them. Something different seemed to be happening in the two areas. It is plausible that the greater amount of collective activity in the center areas translated itself into a better understanding among the people as to who the persons were that most would regard as leaders. Within limits such increased agreement on leaders would seem to enhance the abilities of these neighborhoods to develop a sense ~~to identify and~~ of identification and an ability to act collectively.

Conclusions regarding the effects of the KCEOC on county leadership and on the relationships between the poor and the powerful require a somewhat more extended treatment. Four interrelated propositions regarding county leadership seem supported by the data already described and by general observations of recent happenings in the county. First, the leadership situation in Knox County was, and continues to be, one in which a relatively small number of people have great influence on what gets done and does not get done in the county. Some 10 to 15 persons seem to comprise the main members of this group, and, no matter what comes up, they tend to be the ones with the greatest "say" on what will and will not be done.

This conclusion is supported by several aspects of the data already reviewed. High agreement on the ranking of top leaders among different neighborhoods and between center and non-center areas support it strongly. In addition the fact that few people qualified as "key" and "top" influentials in the pre- and post-CAP sets of issues and that only 39 people altogether were active in one or more issues in both the

two periods also attest to its validity. Further, the very high proportion of all nominations which the top ten per cent of the leaders received in both years--over 65 per cent--similarly confirms the conclusion of major influence held by a small number of persons.[1]

It must be added, however, that this small powerful group is not without its challengers. Observation suggests that in spite of their dominance, there is within county affairs an air of constantly expected controversy where challenge is ever present just below the surface or just beyond the next decision. Thus while a clear leadership group of unquestioned power can be identified, their power is far from omnipotent. Instead of having unfettered freedom to do their will on any and all matters, a more realistic portrayal is that of a well-functioning small group husbanding its relatively strong, but not unlimited, resources of power by judicious application in an almost unrelenting struggle with certain others who would like to displace them.

By and large this influential group is somewhat less conservative in orientation to current problems than those seeking to challenge it. For a decade it has been a champion of new efforts to provide growth for Knox County, to build a flood wall, to build a new courthouse, to get a new municipal building, to institute community planning, to bring in and use outside programs of aid such as OEO. In general, members of this group are the ones who worked with OEO in securing the initiation of the CAP program in 1964-65 and who have remained a major force on the KCEOC Board of Directors. They have been challenged over this or that. On certain particulars they have

occasionally been defeated, but on matters regarded as basic or particularly important, they have remained in reasonably firm control throughout the period.

The second proposition is implicit above but should be made quite explicit. This dominant group in Knox County in 1968 consists of essentially the same people as it did in 1964. Supporting this contention are several segments of data already reviewed. For all the different areas, the lists of top-ranked county leaders derived from 1968 interviews are essentially the same as those derived from 1966 interviews. Indeed, the percentage of all nominations received by those leaders comprising the top ten per cent was larger in 1968 than it was in 1966 in every area. In addition, when people were asked in 1968 their impression of whether the main leaders of the county had changed since 1964, 60 per cent of all respondents together and more than 80 per cent of the persons classed as county leaders stated that no significant change had taken place.[2]

The third proposition is that, at the levels of leadership below the top-most group, some change has taken place in Knox County. A considerable shift seems to have occurred at the middle leadership level. A sizeable number of persons whose leader roles were based on specialized knowledge such as agency executives and branch office managers and who were quite active in Knox County affairs before 1965, had dropped such active roles, especially within the OEO program in 1967 and 1968. The great reduction between the pre- and post-issue periods in the number of persons from beyond Knox County mentioned as active in these projects lends support to this conclusion, and

the change in the relative contribution of leaders by different societal sectors in the two issue periods--government and health and welfare markedly decreasing their contributions while education and OEO sectors increased theirs--also is suggestive that notable changes took place in this stratum.

The loss of these middle-echelon leaders from those active in county affairs seems to have resulted mainly from the tension engendered by the opposing forces during the 1966-67 period of conflict between OEO agencies and county leaders. A number of the people active in development work in the county up to this time dropped out of leadership roles when this conflict developed, and only a few had returned to active participation by the end of the study's observation period in the spring of 1968.

Changes in these lower leadership levels were also manifest in the emergence of certain persons as new leaders. The fact of new personnel at lower levels is documented in the change in leadership from the pre- to the post-CAP periods in the analysis of issues. It is also implied in many of the comments from the leaders of the poor when they compared the 1968 situation of the poor with that of the pre-CAP period.

Three types of persons were observed to have moved into these lower level county leader roles. Some were long-time political challengers to the small group with dominant control. They had found in the new organizational forms brought in by the OEO program new channels for the expression of their continuing opposition. A second group was made up of a number of relatively substantial persons of lower-middle or

upper-lower class rank who had not previously filled a leadership role in the county but who now were projected into one or another lower-ranked position by virtue of OEO-established Local Action Groups, Association or Council. Among these were a number of public school teachers and others of stable but lower-income occupations such as grocers or bus drivers. The third group that moved into these lower leader positions was the poor themselves. Specifically as a result of the community action program a certain number of these came into positions where they had contact with at least some decision processes important at the county level.

One final point might be made about these changes in the lower strata of influence in Knox County. Their major effect, vis-a-vis the dominant group of leaders, seems to have been to enhance the relative influence of this small top stratum. As these middle and lower-order places formerly filled by people with education and experience have come to be occupied more by those with less experience, education, and skill in operating in decision circles, the strength of upper leaders seems likely to have increased.

The fourth conclusion about county leadership is that while little significant change in the personnel of the top leaders in Knox County can be noticed during the years covered by this study, some change has taken place in the manner in which influence is exercised and decisions made. This was documented by the comments persons made when asked about relations between the leaders and the poor. Many said incumbents of official positions and others informally powerful seemed to take the poor and their feelings and circumstances much more

into account in 1968 than they had earlier. Furthermore, because some representatives of the poor were in 1968 in occasional close contact with those who were influential, they were more able than before to secure sincere hearings for their views.

The final concern here is the changing relationship between the poor and the powerful. The data presented on this must also be viewed in a larger context. First, it should be clear that in Knox County a considerable effort has been made and with some reasonable success to involve the poor in the KCEOC program. The Local Action Groups, the Association of Local Action Groups, and the Council are all functioning. Their operations are not always efficient, but they are recognized in the community, and, as indicated in the data already summarized, receive something more than guarded approval. The poor also have had a part in policy matters through their seats on the Board of Directors. In terms previously applied to degrees and types of involvement of the poor in community action programs, the KCEOC pattern seems to approach what has been called "co-determination." (Shostak.) This is a pattern of program control in which the poor, after directly choosing their own members on a community action governing board, share with other board members the policy direction of the agency. One says the pattern approaches co-determination because in Knox County the representatives of the poor on the Board of Directors are not elected directly by the poor. They are selected indirectly either through the Council or the Association of Local Action Groups.

This has not meant, however, that the poor exercise a major

influence on the Board. They have shared in the decision function, but they have remained, if not relatively inactive, for the most part, relatively directed, rather than directing. One observes they have been frustrated more by their unfamiliarity with procedural conventions of formal organization than by selfish manipulation, more by the use sometimes made of their adventitious causes by those professing to be their allies than by the suspected machinations of those they thought were their opponents.

Approaching the program's meaning for the relationships between leaders and poor from another angle, it seems beyond question that such relationships are somewhat different today from the way they were before the program came to Knox County in early 1965. As already noted, more than 60 per cent of the 116 community relations respondents felt a change had occurred in these patterns, and the most frequently cited characterization of the 1968 situation was one of emergent tension. Relationships between these segments of the county were not as placid or calm in 1968 as they were in 1964, but neither were the two groups as unaware of each others' problems. In 1968 there was evidence of some hostility between the two, but there was also realistic cooperation. If certain elements of distrust had developed, more realistic communication was also evident. All in all the vast majority of the people who said the situation had changed also declared relationships between the two parties were better in 1968 than in 1964.[3] In these shifting relations people generally felt the CAP staff had acquitted itself well in assuming a stance neither always favoring the poor nor always supporting the powerful. And this would appear

to have been no easy feat, for while neither the staff nor the board wished it to be and indeed took pains to prevent it, nevertheless, the operation of the KCEOC was considerably affected by the intrusion of local politics. Questions before the board were seldom decided primarily on the basis of their merits, but all too often mainly on the basis of the group or faction perceived to be for or against or likely to be helped or hurt.

Several reasons might be noted why such difficulties were so frequently characteristic of the policy decision processes within the Board of Directors of the KCEOC. In the first place, as already indicated, Knox County's leadership situation was one in which a small number of people exercised major, though clearly not total, control. Within heavily centralized leadership situations, a tendency to magnify the significance of relatively minor incidents seems to exist (Rossi). If a possibility exists within such circumstances that a challenge to current leadership could be successful, then any item on which a division of opinion is manifest or developable may be siezed as a convenient weapon by those oriented to an on-going struggle for power. One observed this situation within the Board's deliberations all too often.

Other reasons why the KCEOC program was affected by local politics are related to the views people had of the program and to the over-riding quality of certain aspects of the indigenous culture. In the first instance, the KCEOC was defined by most local people mainly as a source of jobs and income for people who, up to then, had had relatively little economic opportunity. Further, in the local view certain

inevitable rewards go to the dispensers of jobs--at the minimum, good will, and beyond that, votes or influence. The community action programs did indeed have jobs to offer, and this fact thrust it, in spite of itself, directly into local political controversy and conflict. Over and over disputes and contentions over the agency's personnel decisions swept the Board's deliberations.

The pertinent point with regard to local culture here is the peculiar political and personal quality which seemed to suffuse most people's orientations to public questions and issues. A special brand of cynicism and suspiciousness was characteristic. Nearly everyone was expected to look out first for himself, and those in high places almost universally were seen as acting mainly from motives of selfish gain for themselves and those who supported them. Every decision was open for scrutiny in an effort to confirm regular allegations of selfish gain. It is not surprising then that people having such norms and being confronted with the difficult procedures of federally-funded programs should sometimes interpret routine steps as evidence of large-scale plots and that such interpretations would then subsequently become the basis for efforts to organize counter plots. It was through this mix of old values and new social experiences that the KCEOC had always to thread its way.

Pertinent also to understanding the relationships of poor and powerful in Knox County are the differential images of program impact held by the two groups. While it was found that the factors related to these different perceptions are probably quite diverse, the different orientations to the program by the poor and the leaders are well

illustrated by the relatively different perceptions held by the two respondent categories--the county leaders and the leaders of the poor. Thus, county leaders, who naturally were concerned about the impact of the program on general county conditions, perceived the program's help to these as relatively weak, whereas the leaders of the poor, less concerned with such matters, perceived the program's impact upon them as relatively strong. With regard to impact upon the poor themselves, however, the situation was found reversed. Concerned and identified with the poor segment of the population, the leaders of the poor were found far less satisfied with the program's help for the poor than were the county leaders who perceived this aspect of the program's impact to be much stronger than its help with county conditions.

By and large, a majority of respondents felt the program helped the poor more than the non-poor and that it rendered improvements to all aspects of life. But the things on which the greatest number of respondents felt the program had been helpful were items having to do with services--jobs, education, health. Those items the fewest of the people felt had been helped by KCEOC were those pertaining to certain basic components of the local social structure, such as the way important matters were decided and the nature of county leadership.

Thus the general purpose of community action--to help communities learn to work together on problems involved in ameliorating poverty--seems to have been seen only as a secondary goal. These data suggest that considerably more gearing of program strategies to basic cultural elements is needed if this goal is to be made relevant to Knox Countians.

FOOTNOTES

[1]In previous studies of several communities conducted by the author, the highest percentage of all nominations given to the top ten per cent of the leaders was 54 per cent. See Sutton, 1957.

[2]The leadership data from analyses of pre- and post-CAP issues do not confirm this thesis of continuity. However, subject, as the issue data are, to the vagaries of the particular issues used, it is not felt to be as valid as the other data here emphasized.

[3]Two things might be noted here. First, between the 1968 interview and the pre-CAP days of 1964--the two times between which a comparison was asked--a period of special tension between county leaders and poor and OEO leaders had taken place. How much this feeling of improvement in 1968 was influenced by the latter year's comparative calm over the earlier, stormier period (fall 1966--winter 1967) cannot be determined. The second is the general tendency of some respondents to want to portray situations related to the CAP program in a favorable light.

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APPENDIX A

MAJOR CHRONOLOGY OF EVENTS RELATED TO KNOX COUNTY
ECONOMIC OPPORTUNITY COUNCIL PROGRAM
1964 THROUGH MARCH 1968

The following chronology of events is presented to facilitate a grasp of the main sequence of happenings and decisions which constituted the reality of the origin and functioning of the Community Action Program in Knox County Kentucky. The document encompasses the period of operation from January 1965 when Mr. James Kendrick was hired, to the end of March 1968 the last point in time for which the research team agreed it could seek systematic observations. A few events directly contributory to the start of the program in 1964 are also included.

The chronology does not pretend to be exhaustive of all pertinent events. Its main concern is to present, in sequence, those actions of the main policy-making and advisory units of the program which either constitute significant policy decision or illustrate characteristic modes of major activity at one or another time.

The chronology has been drawn mainly from official minutes of the following units: The Knox County Development Association, The Board of Directors of the Knox County Economic Opportunity Council, The Council itself, and The Knox County Association of Local Action Groups (earlier called the Knox County Association of Neighborhood Councils). Less important but significant items have also come from the three newspapers, the Barbourville Advocate, the weekly paper published in Knox County, the Corbin Daily Tribune (and its Sunday

Times) and the Middlesboro Daily News, dailies published in adjacent counties. In some instances items were drawn from direct observation by one or another member of the research team. Other sources used include press releases and miscellaneous reports put out by one or another unit of KCEOC.

To provide some feel of the unfolding character of events, each item is written in present tense. An effort has been made to provide sufficient contextual material to make the primary meaning clear, but obviously little of the richness of detail or "behind-the-scenes" flavor can be communicated.

Events are listed and numbered chronologically. Major events are given whole numbers and these are placed closest to the left margin. Wherever sub-events occur within larger events, these are given decimal sub-numbers starting with .01 and continuing through the same series. These numbers are indented slightly to the right for ready identification. Events within each year are numbered separately from January 1.

The dates of most events significant enough to be included are known with exactness, but in a few instances only an approximate date for an important event has been established. In these instances a statement giving the most likely period within which the event took place will be found in the "date" column.

--Willis A. Sutton, Jr.

1960-64

NUMBER	DATE	
1	Sometime in 1960	The Knox County Development Association is organized.
2.00	1964 Sept. 21	The Knox County Development Association meets.
2.01		The Development Association elects by acclamation Mayor Paul Buchanan, chairman, County Judge J. E. McDonald, vice-chairman; and Mrs. George Parry, secretary and treasurer.
2.02		The Development Association decides the Board of Directors will be composed of eight directors to include the chairman, vice-chairman and six other directors.
2.03		The Development Association asks Jesse Lay and Paul Buchanan to consult with the Kentucky Area Program Office and prepare tentative articles of incorporation and by-laws to be presented at the next meeting. (A--Sept. 21, 1964)
3.00	Oct. 13	The Knox County Development Association meets.
3.01		The Development Association amends the minutes of the previous meeting to read as follows: "That the Board of Directors be composed of eight Directors, to include the Chairman, Vice-Chairman, Secretary-Treasurer, and five other directors."
3.02		Dr. John Dotson suggests to the Development Association that persons selected for the board of directors be representatives of the public schools, Union College, health services and welfare services.
3.03		Upon Dr. Mahlon Miller's recommendation, the Development Council appoints Judge McDonald, Lyle Harmon, Coey Prichard, Mrs. George W. Parry and Paul Buchanan to serve as a committee to study and make recommendations regarding the needed by-laws, the articles of incorporation and a slate for the five additional members of the Board of Directors.

NUMBER	1964 DATE	EVENT
3.04		In a report on the work of the "Upper Cumberland Area Development Council," Dr. Mahlon Miller tells the Development Council of the community centers development projects, the clothing and the use of Camp Feltner for Job Corps camps proposals that will be presented to the council at its next meeting.
3.05		In a report on the "Coordinated Work-Study Project," Dr. Mahlon Miller tells the Development Council that the project will include both on and off campus work programs designed for community improvement, educational enrichment, county-wide recreation and extension of existing programs.
3.06		At the Development Association Meeting, John Dotson volunteers to assist in the preparation of adult centered projects with the aid of Miss Gall.
4.00	Oct. 15	The first proposal for the Knox County Community Action Programs prepared by Irma Gall and John Dotson is sent to the office of Economic Opportunity in Washington.
5.	Sometime in Nov.	Consultants hired by the KCEOC Council present principles and criteria for community center programs.
6.00	Nov. 1	The Knox County Development Association meets.
6.01		The Development Association accepts the following directors in addition to the officers already elected: Jesse Lay, resident agent, John Dotson, Wilbert Earley, Mahlon Miller, Owen Cottrell and Harry Viall.
6.02		In a report on the proposals for local and regional projects being prepared for approval under the OEO act of 1964, Dr. Miller tells the Development Association that the Community Center project has received a favorable reception by Washington officials on his recent trip, that the CAP under Title I is not being expedited and that proposals under the work-study program appear most likely to receive immediate consideration.

NUMBER	1964 DATE	EVENT
6.03		In a report on projects that will come under the administration of Union College, Dr. Miller tells the Development Association that the county will have to show that it wants a "Vista Training Center" and explains the camp on campus for high school students from culturally deprived areas.
6.04		The association appoints a committee representing local agencies to work with the faculty committee in the planning of the "Vista Training Center" proposal as follows: Wilbert Earley, Agricultural Extension Office; Mrs. Lanien W. Scent, Division of Public Assistance; Peggy Kemner, Lend-A-Hand Center; and Mrs. Veronica Click, Knox County Health Center.
6.05		After considerable discussion of the problems of recruiting young people from mountain communities, the Association decides to support the preparation of a proposal for the establishment of a summer camp of teenage young people at Union College as part of an overall community action program.
6.06		The Association discusses the Administrative requirements of a community action program such as the proposed Community Centers Program.
7.00	Dec. 14	The Board of Directors of the Knox County Development Association meets at Union College.
7.01		The Knox County Development Association Board of Directors determines that a new organization to be named "The Knox County Economic Opportunity Council, Inc." should be formed having as its main emphasis the development of human resources in contrast to the Knox County Development Association's which will emphasize the development of physical resources.
7.02		The Board of Directors of the KCDA gives approval to the final form of the Articles of Incorporation for the Knox County Economic Opportunity Council, Inc.
8.00	Dec. 17	OEO administration in Washington approves a development grant for Knox County and the Knox County Economic Opportunity Council is officially recognized by the State of Kentucky.

1965

NUMBER	DATE	EVENT
1	Jan. 21, 1965	As a part of the Knox County Community Action Program under the Economic Opportunity Act a Union College Work-study Program providing $1,120 annually to qualified students is announced by Dr. Mahlon Miller.
1.01		Chester L. Bower and Mrs. Audrey Faulkner of Resource Development Service, Pittsburg, hired recently by KCEOC as consultants on Economic Opportunity Act projects, suggest that first steps in getting such a program started is "to form Community Councils around the Community Action Centers planned for Knox County."
2	Jan. 22	The KCEOC meets and agrees for the Resources Development Associates to submit proposals for steps in establishing program planning.
3.	Jan. 29	Prior to board meeting this date KCEOC Board members interview applicants for the positions of program developer and community centers coordinator, James Kendrick and James Wyker respectively.
	Jan. 29	The Board of Directors of the KCEOC meet at Union College.
4.01		Motion is carried unanimously that if references by Mr. Kendrick prove satisfactory Dr. Dotson should negotiate a contract with James Kendrick to serve as program developer for KCEOC at a salary of $1,000 per month.
4.02		Motion is passed that James Wyker be hired as community centers coordinator at a salary not to exceed $1,000 per month.
5	Feb. 3	The Board of Directors of the KCEOC to hold special called meeting at Union College.
5.01		Because Mr. James Wyker, newly hired community centers coordinator, had expressed special interest in organizing economic cooperatives, an approach not entirely agreeable to the Board, it is agreed that Wyker should attend the February 8 Workshop in order finally to decide whether he wishes to work on the Board's programs plan.

NUMBER	1965 DATE	EVENT
6	Feb 4	Resources Development Associates Service submit a memorandum to the KCEOC offering proposals for next steps in establishing program planning which will be discussed at a workshop Feb. 8.
7	Feb. 8	The KCEOC meets for a workshop session on "Principles and Criterion for Community Center Programs," at Union College.
7.01		Paul Buchanan reports at the Council workshop that he has received budget fund vouchers from the OEO.
7.02		Council members at the workshop reach agreement on the following principles (among others): 1) Provisions are to be made for transportation for community members and personnel of centers. 2) Qualified community members are to be employed in jobs. 3) Activities are to be enriching and to broaden interests and skills. 4) Center programs are to be coordinated with community action programs.
7.03		Council members at the workshop agree that the procedure for starting a center will follow these lines: Assigned VISTA worker to be introduced to the Community by a local leader; VISTA worker to talk of program with local people and assist in the development of a local community council; a local leader or VISTA worker to be Center Director.
7.04		Motion is passed that community centers be developed first in the communities of Jackson, Taylor and Rosenwald schools.
7.05		Motion is passed to have James M. Kendrick prepare supplementary Community Centers Program Proposal to include all necessary building repair costs for ten centers.
7.06		Following James Wyker's strong emphasis on the establishment of cooperatives, the council expresses concern, offers to compensate him for his expenses, and thanks him for his services.

NUMBER	1965 DATE	EVENT
7.07		Motion passes that Jesse Lay invite John Souders to see Council concerning the position of community center coordinator.
8	Just prior to Feb. 11, 1965	First VISTA worker, Miss Alta B. Wolcott, is assigned to Knox County.
9	Feb. 16	The Board of Directors of the KCEOC meets in special meeting to consider the employment of a coordinator of community centers programs.
9.01	Feb. 16	Board decides that use of community centers by religious groups in local areas should be generally avoided.
9.02	Feb. 16	Upon recommendation by James Kendrick, Miss Irma Gall is appointed the coordinator of community centers programs effective Feb. 22.
10	Prior to Feb. 18	Directors of the Knox County Chamber of Commerce vote to enter the 1965 community development contest of the Kentucky Chamber of Commerce.
11	Sometime in Mar.	The Messer Community Center is established.
12	Mar. 2	After an announcement by James Kendrick that Miss Alta Wolcott seems to work best in the Rosenwald area, Board agrees that a community center should be developed immediately at Rosenwald.
13	Sometime in Mar.	The Rosenwald Community Center is established.
14	Mar. 2	The Board of Directors of the KCEOC holds special meeting to consider "Community Center Program Component" proposal.
14.01		After a few changes a motion is passed that the "Community Centers Component" proposal be approved and is sent to OEO in Washington.
14.02		Following a letter from Sargent Shriver urging Knox County participation in "Operation Head Start," Board encourages Jesse Lay to follow through on this program.

NUMBER	1965 DATE	EVENT
15	Shortly before Mar. 15	Kames Kendrick, in Washington, D. C., discusses the "Community Center Component" proposal with OEO staff.
16	Mar. 15	The KCEOC meets at Union College, Chairman Paul Buchanan presiding.
16.01	Mar. 15	After James Kendrick reports to the KCEOC that the proposal for the "Community Center Component" was well received in Washington but that the integration of different program activities under one proposal had created problems for the Washington staff, the Council passed a motion approving any modifications in the component to be worked out by James Kendrick.
16.02	Mar. 15	After Dr. Miller announces that the new work-study proposal included on an off campus work for under-graduates and graduates for the summer of 1965 and the coming school year, the Council approves a contract statement with the city of Barbourville for the use of students employable under this program.
16.03		A proposal that a "Summer Camp Program" proposal be prepared in consultation with prospective parents as a part of the CAP in contract with Union College is approved.
16.04		Motion is passed authorizing James Kendrick to prepare a work-training program proposal in cooperation with the Knox County Board of Education.
16.05		Jack Rival describes the Appalachian Book program.
16.06		Irma Gall reports that 110 residents of the area were present at an informational and planning meeting at the Rosenwald School Sunday when some 14 persons were elected to the area board, which will serve as a sub-unit of the KCEOC.
16.07		Irma Gall reports the Taylor and Jackson community wants to carry on alone until a VISTA worker is available.

NUMBER	1965 DATE	EVENT
16.08		Alta Walcott expresses needs for an adult education program and a recreation program in the Rosenwald community.
17	Mar. 15	The Board of Directors of the KCEOC meets at Union College.
17.01		A motion is passed accepting budget revisions as presented by Mr. Kendrick, the total $22,050 remaining the same.
17.02		The questions of whether at least one representative from each community center council should be a member of the KCEOC Council, Inc., and whether the name of the council should also be used by every community center organization are discussed.
18	Mar. 18	University of Kentucky extension workers, William Miller and Henry Pope, at a public meeting at D. & W. Cafeteria in Barbourville, urge each county in the Upper Cumberland Area Development Council to form an over-all development association to coordinate all project applications and development work.
19	Mar. 28	Fifty persons meet at Messer School on Stinking Creek and elect 14 persons to the Messer-Taylor Community Action Council in order to start the community center program in this area.
20	Sometime in April	Irma Gall and James Kendrick develop and present policies for local action councils in Knox County.
21	April 1	The Board of Directors of the KCEOC, Inc., meets at Union College.
21.01		A summer camp proposal with certain amendments is approved for presentation to the Office of Economic Opportunity for funding.
21.02		The Board passes a motion that a psychological consultant be added to the contract services of the educational development program at a fee of $4,500 for three months.

NUMBER	1965 DATE	EVENT
21.03		The Board passes a motion that the Council enter into a contract with the Knox County Board of Education to cooperate in coordinating the educational development program with the total CAP.
21.04		The Board passed a motion to present the educational development program to the OEO.
21.05		The Board discusses two future proposals; "College In the Country" and a "Youth Between 16 and 22 Out-of-School Training Program."
21.06		The Board passes a motion that the Council not allow any community centers or community council meetings to be used for political purposes.
21.07		After a suggestion by Mr. Kendrick that some group medical plan be made a part of employees under the Council, the Board takes no action.
21.08		After Mr. Kendrick raises procedural questions by hiring personnel, a motion to establish a personnel committee to study employment standards is tabled.
22	April 11	The Board of Directors of the Knox County Economic Opportunity Council meets.
22.02		Dr. Mahlon Miller announces approval of the work-study proposal.
22.02		After Mr. Kendrick recommends the formation of a personnel committee, the Board takes no action, but instructs him to write up suggested policies on personnel fringe benefits and present them for approval.
22.03		Mr. Kendrick's recommendations on procedures for hiring, firing, and suspension of employees are accepted by the Board.
22.04		Mr. Kendrick's recommendations regarding conditions under which and steps for sanctioning renovation of buildings for community centers (including the fact that no building be repaired as a center before its community has organized) are approved.

NUMBER	1965 DATE	EVENT
22.05		Board approves Mr. Kendrick's recommendation that a conduct and Administration proposal be prepared which would continue the work now financed under the development grant expiring in September.
22.06		Board approves Mr. Kendrick's recommendation on and directs him to prepare a proposal for a leadership training program which would train community residents to direct community center activities and would incorporate as new position of personnel coordinator.
22.07		Board approves Mr. Kendrick's recommendation on and directs him to prepare another proposal for the County Board of Education's work-training program.
22.08		Board approves Mr. Kendrick's recommendation on and directs him to prepare a proposal for a modest-sized Neighborhood Youth out-of-school youth in the fall in 1965.
22.09		Board accepts new Head Start proposal.
22.10		After discussion of "Unemployed Fathers" program, the Board agrees it needs further information on how it will be involved in the program.
23	April 12	Hearings on new year's OEO fund request opens in Washington before special House of Representatives Education and Labor Sub-committee headed by Adam Clayton Powell.
24	April 12	Second VISTA volunteer, Mr. Carl Lebold, a farmer from Ohio trained by VISTA at Camp New Hope, N. C., arrives to work in Knox County.
25	Between May 1 and May 6.	Knox County receives $162,590 for Neighborhood Yough Corps project to be coordinated by Mr. Jesse D. Lay for some 250 in-school youth.
26	May 7	The Board of Directors of the Knox County Economic Opportunity Council meets for a called session.
26.01		Mr. Kendrick reports the Head Start program for which the budget has been revised downward to $92,000 is to be activated May 15.

NUMBER	1965 DATE	EVENT
26.02		Mr. Kendrick reports the In-school Work-Training program is already underway--students are to receive work assignments tomorrow.
26.03		Mr. Kendrick reports that four VISTA workers are expected soon to work in the community center program.
26.04		Mr. Kendrick reports the summer camp program and the community centers program are expected to be approved in two weeks.
26.05		Mr. Kendrick reports that the KCEOC plans to put men who have applied under the Work Experience and Training program for unemployed fathers to work on Council projects.
26.06		Board unanimously approves suggestion that chairmen of all organized community center councils be invited to attend the next full Council meeting.
26.07		Board unanimously agrees to the use of unemployed fathers in community centers and to the submission of a project application regarding this to the State Department of Economic Security.
26.08		Board indicates interest in having ten more "specialist" VISTA workers.
27	May 17	The KCEOC meets for called session at Union College.
27.01		Dr. Miller reports that Mr. Kendrick is in Washington to promote an acceptable community centers proposal.
27.02		Dr. Miller reports that summer camp program may be set aside by OEO in favor of a demonstration program on campus for more gifted students from grades 5-8.
27.03		Irma Gall introduces Messer Council President Esco Smith and the new VISTA worker, Phil Ackermann, and reports that five work-training students are conducting a family service program and that a woman's club has been formed.

NUMBER	1965 DATE	EVENT
27.04		Irma Gall reports that the Rosenwald Community Center Council has organized a community clean-up, and members are learning to talk things over.
27.05		Irma Gall reports that the Flat Lick community is seeking a center.
27.06		Irma Gall reports that the Old Corbin Road Group is talking about a center but has found no school available.
27.07		Jack Rival introduces VISTA worker, Mariam Kasowitz, who has been assigned to Appalachian Volunteers and established in the Fount community; he also reports that AV's are developing centers--but in sections of Knox County not served by KCEOC.
27.08		L. H. Hardison reports that Rosenwald Community Center is still trying to plan for a recreation program.
27.09		Dan Chestnut, Head Start social worker, reports that Head Start will run from June 21 to August 13th and that 417 children have applied.
27.10		Adrian Dunaway, assistant director of Neighborhood Youth Corps, reports that 250 young people have been enrolled in the program and others are on a waiting list.
27.11		Mrs. Lanien Scent, supervisor of case work for the Work Experience and Training program for unemployed fathers, reports that 179 applicants have been received for this program.
27.12		Wade Buchanan, assistant superintendent of Knox County schools, reports 37 teachers are in training for certification under the State Department of Education to teach fathers with less than an eighth-grade education.
27.13		Joe E. Johnson of the State Employment Service reports his office will be administering aptitude tests to men in Work-Training and Experience program.

NUMBER	1965 DATE	EVENT
27.14		Lyle Harmon, of the Farm Home Administration reminds group of the availability of several types of loans for services for processing, purchasing and marketing of farm products.
27.15		Council carries motion to invite all VISTA workers residing in Knox County to all Economic Opportunity Council meetings.
27.16		Council carries a motion that the presidents of all community center councils automatically become members of the KCEOC.
28	Sometime early in June 1965	The Kay Jay Community Center is established.
29	Sometime in June 1965	The Jackson Community Center is established.
30	Sometime between June 3 and June 10 1965	Announcement is made by Senators Cooper and Morton and Congressman Tim Lee Carter that a $66,962 summer college work-study program is approved for Union College by US Office of Education.
31	June 13	A representative of Columbia University's Bureau of Applied Social Research arrives in Knox County for a two-month interview and observation study of the work of VISTA volunteers in Knox.
32	June 16	The Board of Directors of the KCEOC meets at Union College.
32.01		Mr. Kendrick introduces to the Board applicants for positions with the community centers program as follows: Gilbert Chancey, administrative assistant in finance; Steve Butt, research; and James Jones, family development program.
32.02		Board carries motion that administrative component prepared and presented by Mr. Kendrick plus any necessary revisions be submitted to the OEO.
32.03		Mr. Kendrick presents a staff policies statement, which is reviewed section by section and then approved as a whole as amended.

NUMBER	1965 DATE	EVENT
33	July 1	Telegram from Senators Cooper and Morton and Congressman Carter confirm approval by OEO of a $659,889 grant to Knox County for a network of neighborhood centers programs, including child care, training in home services, and in vocational, recreational and educational activities.
33.01		Approval of a "near three-quarters of a million dollars grant for the Economic Opportunity Council of Knox County" is greeted by edition of Barbourville Advocate with great enthusiasm.
34	July 2	The Board of Directors of the KCEOC meets.
34.01		Board accepts policy statement for local community action councils in Knox County as written except for section II which is to incorporate a clause specifying that no community center shall be available for use for religious activities.
34.02		Board hires nine new staff members and assigns Irma Gall to the position of community center director upon the recommendation of Mr. Kendrick.
34.03		Board leases mobile health unit truck from a Ford dealer in Lexington for $810 per month.
34.04		Board approves presentation to local Bar Association of a legal education program in which a lawyer may be employed on a $50-a-day basis to provide education regarding legal rights.
34.05		Board carries motion to advertise for bids for a dozen carry-alls, with positive-action rear end and including insurance and maintenance, to be leased for 24 months.
34.06		Board suggests bids be obtained for office furniture at GSA prices and discusses educational supplies and office equipment.
34.07		Board decides to obtain use of house owned by city of Barbourville for an early childhood development center.
34.08		Mr. Kendrick reports that Washington expects Board membership to include a member of the Negro race, a public assistance recipient, a public assistance worker, and two or more chairmen of local community center councils.

NUMBER	1965 DATE	EVENT
34.09		Board instructs Mr. Kendrick and Paul Buchanan to prepare the necessary changes in the by-laws and the articles of incorporation for presentation and voting at the next full meeting.
35	July 8	The KCEOC advertises for applicants for following jobs: community center coordinator, early childhood coordinator, youth activities coordinator, family development coordinator, health education coordinatir, public health nurse, truck and bus driver, early childhood program supervisor, home economist, home improvement supervisor, tutoring supervisor, counselors and secretaries.
36	July 12	The KCEOC Council meets in regular session.
36.01		The Council appoints the following persons to its membership: Mrs. Lanien Scent, a public assistance supervisor; Mrs. Willa Mae West, teacher; Grover Logan, Jr., chairman of a community center council; and Mrs. Lila Vermillion, a retired citizen.
36.02		Council appoints Mrs. Lanien Scent, Mrs. Willa Mae West, Grover Logan, Jr., and Mrs. Lila Vermillion to membership of the Board of Directors, subject to the necessary formal revision of the articles of incorporation and amendment of the by-laws of the Council.
36.03		Council enlarges the membership of the Board of Directors to "no less than 15 or more than 20 members" and so amends the articles of incorporation and by-laws.
36.04		Irma Gall reports to Council that centers have been organized at Messer, Rosenwald and Kay Jay, and that centers are in the early developing stages in the Grove, Cannon and Jackson areas.
36.05		Acting for Mr. Kendrick who is in Washington, D. C., Irma Gall reports that 33 persons have come to the council office to apply for jobs.
36.06		Acting for Mr. Kendrick, Miss Gall reports the community centers project has been approved and funds are soon to be released to the Council.
36.07		Dr. Miller tells Council that it is too late in summer to initiate the projected program for young people and that money is not available for "The Summer Camp Program" and the "Educational

NUMBER	1965 DATE	EVENT
		Program" as these proposals were laid aside in favor of the community centers programs.
36.08		Jesse Lay tells Countil that the Neighborhood Youth Corps program has led to the opening of 150 bank accounts and to a favorable change in children's attitudes toward school, and will be continued after the summer.
37	July 12	The Board of Directors of the KCEOC meets immediately following the KCEOC Council Meeting.
37.01		Board tables for further discussion the proposal that requires certain professional staff members to join KEA.
37.02		The Board tables the proposal that all staff members earning more than $2400 a year be required to join Blue Cross or take out some other form of hospital insurance.
37.03		Upon the recommendation of Mr. Kendrick who was absent, the Board hired the following: one homemaking aide and one secretary; Lawrence Teague, supervisor of Home Improvement Program; Mrs. Mildred Hacker as Early Childhood Program supervisor; Elbert Foley as Health coordinator; H. B. Harris as Center Director; and Carolyn Rucker in the Early Childhood Program.
38	July 19	The Board of Directors of the KCEOC meets.
38.01		Board accepts bid by John Mackey for kitchen equipment at a cost around $15,000, subject to the total being within the limits of available funds.
38.02		After some amendment, a bid for a two-year contract with Oscar Parsons of the Knox Motor Company for the rental of 12 Chevrolet carry-alls at a cost of $146.59 per vehicle each month was accepted.
38.03		Board accepts motion that there shall be no less than 15 or more than 20 members appointed to the Board of Directors.

1965

NUMBER	DATE	EVENT
38.04		Board signs legal document with the necessary articles of incorporation changes.
38.05		Dr. Miller announces to Board that "Becker House" is to be dismantled, yielding materials at a value of $10,000 for use in constructing a community center.
38.06		Board decides to convey the $2,500 budget for the lawyers educational services to the local Bar Assocation to administer.
38.07		Board hires the following personnel: Judy Scent Wilson, program supervisor for the Early Childhood Program; Mrs. Martha Beddow, music consultant for the Early Childhood Program; James Sproul, part-time supervisor of the tutoring program; Robert Cross, coordinator of the Family Development Program; a stocks clerk, two secretaries, a teacher, and a recreation aide.
38.08		Board releases from employment the following persons: Mrs. Mildred Hocker, program supervisor for the Early Childhood Program, and Mrs. Ames.
38.09		Kendrick announces to the Board that approval of a VISTA program allowance has been received and that it will boost the community center budget to over $687,000.
39	July 20	Some 146 people attend a Kiwanis-sponsored community and industrial development seminar in Barbourville to which state and industrial development leaders and Dr. Mahlon Miller of Union College spoke.
40	July 27	On local radio program, Mr. Kendrick says most of professional jobs with salaries up to $6,000 have been filled, but he announces about 125 unskilled people are soon to be hired with salaries of more than $1.25 perhour; denies influence of politics on hiring.
41	Early August 1965	The Cannon Community Center is established.

NUMBER	1965 DATE	EVENT
42	Aug. 2	The KCEOC meets with 20 members and about 50 other persons present.
42.01		Council accepts revision of by-laws which says the Board of Directors shall consist of the officers of the Council, ten other directors and an additional five elected members, making a total of twenty.
42.02		Council appoints Mrs. Mary D. Mitchell, training supervisor in Division of Public Assistance and Charles D. Black, executive director of the Barbourville Municipal Housing Commission, to membership on the Council.
42.03		Jesse Lay tells Council the NYC Program has been approved for extension until June 1966; Program involved grant of $261,920.
42.04		Jesse Lay reports that Head Start enrollment reached 453 this summer.
42.05		Jesse Lay announces the day-time teaching of adult classes will be changed to evening after Autust 16.
42.06		Jesse Lay commends unemployed fathers under the Work Experience and Training Program for their industry in clearing county roads; says "slighting" remarks about them were uncalled for.
42.07		Dr. Miller reports to Council plans to go to Washington, D. C., to discuss the "Summer Camp Program" and the "College in the Country Program."
42.08		Ora Chestnut reports his area's recognition of the value of Head Start, NYC, and Adult Work Training Programs.
42.09		Bill Sears reports that the center is developing in his area and that local labor and building-materials from Union College property being dismantled are available.
42.10		Escoe Smith outlines varied and extensive recreational programs being carried out at Messer Center.
42.11		Willa Mae West tells Council of success of the integrated Head Start Program at Rosenwald School.

NUMBER	1965 DATE	EVENT
42.12		Vista Alta Walcott demonstrates to the Council with drawings the progress of her sketching class of nine children at the Rosenwald Center.
42.13		Vista Phil Ackerman calls Council's attention to an NYC work project that built a park, held a successful "pre-social," the published paper. He cited the problem of gaining parents' approval for youth attendance at center programs.
42.14		Daisy Hampton, Director of the Kay Jay Center tells Council of the arrival of new recreational equipment at the center.
42.15		Lanien Scent, supervisor of social work of the WE&T program, tells Council that 172 unemployed fathers are now participating in the program and that 50 more will soon be assigned
42.16		Jack Rivel, area coordinator of Appalachian Volunteers, reports to Council that four volunteers from a recently completed VISTA training project have been assigned to the KCEOC.
42.17		Before Council, Mr. Kendrick says there are gaps in the CAP in the following areas: health needs, education, cultural enrichment, higher education, manpower job training projects, housing, eliminating prejudice, and community involvement.
43	Aug. 2	The Board of Directors of the KCEOC meets.
43.01		The Board accepts bid by Donald I. Bingham of Bargo Motor Co. on leasing of two "International Scouts" at $179.16 per month for 24 months.
43.02		With adjustments, the Board accepts bids for rental of 12 carry-alls at $150.06 per vehicle per month over a 24-mongh period and two Chevy vans at $152.50 per vehicle per month over a 24-month period.
43.03		Board accepts four income increase recommendations for Early Childhood Education teacher, stock clerk, coordinator and counselors.

NUMBER	1965 DATE	EVENT
43.04		Upon Mr. Kendrick's recommendation, Board hires ten aides, two teachers: Tommie Low Walden as Home Economist, Judith Baker as Community Center Project coordinator, Julia Gerth as temporary project coordinatir, Shirley Merida as Community Center director, and John Yatros as psychologist. Robert Cross was released from employment.
44	Aug. 9	At a meeting of the KCEOC, Mahlon Miller describes plans made to seek for Knox County one of ten centers for training men to operate heavy equipment, which are anticipated for Appalachia under a federal program.
45	Sometime mid-Aug. 1965	The Grove Community Center is established.
46	Aug. 23	The Board of Directors of the KCEOC meets.
46.01		After Mr. Kendrick reports the administrative component is being held up because of the lack of Community Center Council representation on the Board of Directors, the Board resolves to phone Washington or, if necessary, to send the chairman of the Board, the president of the council, and Mr. Kendrick to Washington to effect a solution.
46.02		Upon suggestion by Mr. Kendrick who reported that Washington officials are seeking cheap land for establishment of the Heavy Equipment and Training Program, the Board appointed the following committee to be chaired by Wilbert Early to deal with issues arising in connection with the heavy equipment training center: Joe Sams, Dr. Grancis Sommer, Roy Faulkner, Jerome Hieronymous, Charles Buchanan and Randy Bacon.
46.03		Board appoints special committee to be formed under chairmanship of Jack Hale to consider the possibility of establishing a permanent remedial reading clinic in Barbourville. Members of the Committee are Buford Clark, Charles Singleton, Dr. Howard Allen.
46.04		Board approves salary increases for the following salary categories: part time aides, literacy supervisors, director of Community Center project and Health Education coordinator.

NUMBER	1965 DATE	EVENT
46.05		Board approves hiring the following personnel: Edmond C. Rose, Youth Activities coordinator; Jim Lee Cox, social worker; Glenn Treadway, finance clerk; a dietician, four teachers, six teacher aides; Agnes Arman, home economics supervisor; a cook, eight health aides, five part-time home improvement aides, four part-time home economics aides; three recreation aides, a truck driver and a mobile health unit driver.
47	Aug. 31	Neighborhood Youth Corps Counselor, Mrs. Pat Hampton, reports that among the 50 employees are 22 students who work as community aides in the 5 community centers in operation within KCEOC.
48	Sometime in fall 1965	The Department of Psychological Services with two components--the Counseling Center and the Manpower Development Office--are organized.
49	Sometime in Sept. 1965	The Flat Lick Community Center is established.
50	Sept. 2	Knox County School Board enters into agreement with Barbourville Independent School Board whereby, if additional funds are granted to the Knox Board for the Neighborhood Youth Corps, ten percent of the enrollees for the Corps will be selected from applicants residing in the city of Barbourville.
51	Sept. 6	The Board of Directors of the KCEOC meets.
51.01		In response to criticism that the Council was hiring persons already employed locally, Dr. Mahlon Miller explains that of 86 persons employed to date by the Council only two persons had previously been employed full time.
51.02		After phone conversations with OEO officials in Washington, a reorganization plan is adopted for the "Administrative Component" which calls for an Association of Neighborhood Councils for channeling information among neighborhood councils; the Board of Directors to have a maximum of 27 directors and the full council hold, at least quarterly, meetings with no membership limitation.

NUMBER	1965 DATE	EVENT
51.03		Upon recommendation of OEO officials in Washington, Board discusses including a member of the United Mine Workers Association on the Board of Directors.
51.04		Board votes $1,000 annual salary increase for Mr. Kendrick in view of his increased responsibilities and a budget lea-way in the "Administrative Component."
51.05		Because of delay in receiving approval of the administrative grant, Board transfers Gleen Treadway and Luanna Hale to the Community Center Program as counselors.
51.06		Board hires the following personnel: Dalford Sherman, Cannon Center director; 2 full-time secretaries; a part-time secretary; two recreation aides; a health aide; two teacher's aides; seven teacher tutors; and Mary Alice Messer, public health nurse.
51.07		Because use is a factor in receiving the administration grant, the Board agrees to continue to use the Old City Office Building on a contributory basis.
51.08		After Kendrick reported recent Congressional approval of several new phases of Head Start programs, including a "Medical Follow-up," Board votes to institute such a "Follow-up" as soon as possible and to have Head Start again next summer.
51.09		Following announcement by Kendrick that proposal has been prepared for an out-of-school NYC Program to run January 1, 1966 through June, 1966 for 70 school drop-outs from 16 to 21. Board endorses proposal.
51.10		Mr. Kendrick enumerates new proposals that are in process of development as: College in the Country, Small Business Development Center, On-the-Job Training Center, Reading Program, Work Study Program, Program for the Elderly, Fundamental Literacy Project, and Sheltered Industry.

NUMBER	1965 DATE	EVENT
52	Sept. 6	First session-all-day of an in-service training program for KCEOC staff, called "Project Advance," held at Kay Jay School under leadership of Irma Gall and James Kendrick.
53	Sept. 8	Second session of in-service training, "Project Advance," for KCEOC staff, with panel from Council of Southern Mountains discussing the Cumberland Valley Environment, is held.
54	Sept. 9	Mrs. Luanna Hale, supervisor of personnel for KCEOC, reports in Advocate that number of employees now working is 105, 90% of whom are local, almost all of whom were unemployed prior to their current assignments.
55	Sept. 15	The Board of Directors of the KCEOC meets.
55.01		Mr. Kendrick reports to Board that OEO has approved the continuance of the use of program development funds beyond September 1 in view of the delay in approval of the administrative component.
55.02		After need for a representative on the Council from city schools and from the physicians is recognized and after it is recognized that such action requires a move of the full Council, the Board recommends that the Council meet Oct. 4.
55.03		Board hires the following personnel: Richard Rustay, Early Childhood Education coordinator; Lawrence Teague, Home Improvement supervisor; a teacher tutor, a clerical worker; two home improvement aides; three home economics aides; three recreation aides, three teacher aides, and four cooks.
55.04		After Bob Williams reports that a small business administration center may be obtained by making application, Board authorizes Mr. Kendrick to find a committee to obtain small business loan service.
55.05		Following report by Jack Hale that 3,500 or more persons in Knox County are illiterate, Board authorizes Hale to apply for funds for a teaching program from OEO or private foundations.

1965

NUMBER	DATE	EVENT
55.06		After examining a new proposal, "Project Advance," to provide for long range community planning, promote a "Sheltered Industry Program" and develop a housing program, Board authorizes Mr. Kendrick to seek public or private approval and funding for the project.
55.07		After getting Irma Gall's account of the Messer school trouble, the Board approves using the incident to encourage cooperative aid from other community center groups to rehabilitate the community center building.
56	Sept. 16	The KCEOC announces in the Barbourville Advocate that enrollment in the Early Childhood Program scheduled to begin in early October is to be limited entirely to children from culturally disadvantaged families.
57	Sept. 16	KCEOC announces in Barbourville Advocate, 1) that a new community center on the other side of town from Rosenwald-Boone is to be established to serve that area and 2) that a county-wide counseling center under psychologist John Yatros is to be established.
58	Sometime early Oct. 1965	The Grays Community Center is established.
59	Oct. 4	The KCEOC meets.
59.01		In order to have more representation on the Board of Directors of people of least opportunity, Council accepts a reorganization plan which calls for at least quarterly meetings of the Council, the formation of an association of neighborhood councils made up of three members from each neighborhood council, and the election by this association of nine members to the board of Directors which will have its own officers and by-laws and have 27 members.
59.02		A panel chaired by Dr. John Dotson discusses "How Many Organizations Can Make a United Effort for Community Development?" in a cooperative and coordinated manner.

NUMBER	1965 DATE	EVENT
59.03		In answer to Doug Adams' question as to how to get help to pave a vital 3/4-of-mile road serving 100 families, Council advises him to meet with property owners to secure the right-of-way and them to take request for paving to the fiscal court.
59.04		Council elects Charles Singleton, city school superintendent, and a local physician to be selected by the Medical Society, to Council membership.
60	Oct. 4	The Board of Directors of the KCEOC meets.
60.01		Board hires the following personnel: Ray Suttles to directorship of Grove Center, two recreation aides, two health aides, two home improvement aides, a cook, and an art consultant.
60.02		After Mr. Kendrick reports criticism by Negroes of hiring practices, Board orders personnel division staff to review hiring practices.
61	Sometime before Oct. 25, 1965	Dr. Mahlon Miller, Randy Bacon, Adrian Dunaway, James Kendrick, Irma Gall, Jack Hale, and B. A. Williams, Jr., represent Knox County at a regional conference on Washington rural projects of the National Community Action Program. Conference includes discussions about broad representation on local boards, use of sub-professional employees, educational programs, manpower and economic development programs, legal services and health and welfare programs. Mr. Kendrick participates in panel on sub-professionals.
62	Oct. 25	The Board of Directors of the KCEOC meets.
62.01		As requested at last Board meeting, Mr. Kendrick submits a summary report of application and job hirings which shows that 4% of persons hired were Negroes out of a Knox County population that is 1.7% Negroe.
62.02		After scrutinizing of details reported by E. J. Foley, Health Education coordinator, Board authorizes health staff to purchase a mobile health unit plus extras at a cost of around $18,000.

NUMBER	1965 DATE	EVENT
62.03		Board decides to provide travel and per diem expense for a local lawyer and a Council staff member chosen by Kendrick to attend a conference on legal education for the citizen at the University of Chicago Law School.
62.04		Following examination of the proposal, Board gives approval for the development of the proposal, "Head Start Follow-Up," to be submitted to the OEO.
62.05		Board hires the following personnel: Elizabeth Hollinde, director for Barbourville City Center; five secretaries; four teacher aides; a home improvement aide, and a teacher-tutor.
62.06		Following Conference on Rural Problems in Washington, D. C., Dr. Miller reports to Council that the new trend among OEO officials is toward consideration of economic development in the "pockets of poverty" and that someone in Washington has been assigned part time to work on the Heavy Equipment Training Program promotio.
62.07		Mr. Kendrick reports that administrative component proposal in hands of the OEO has progressed as far as "Central Review."
62.08		Mr. Kendrick tells Board that a small business opportunity center has been opened for business in an office in the Municipal Building.
62.09		Mr. Kendrick tells Council a labor survey is being conducted by the Council for information for the Manpower Training Program.
62.10		Mr. Kendrick reports to Board, Preston Bruce plans on November 1 to meet with the Cumberland Valley Economic Opportunity Council--reorganization of whose board of directors will be necessary for program approval for this area.
62.11		Mr. Kendrick tells Board that a proposal is being developed for training out-of-school adults ages 16 to 21 years.

NUMBER	1965 DATE	EVENT
62.12		Mr. Kendrick tells Board of a meeting regarding the establishment of a cooperative business venture to be held Oct. 29 and attended by members of the Council and Small Business Loan Committee.
63	Shortly before Nov. 1 1965	The KCEOC and the Kentucky Department of Economic Security plan to request funds for a Barbourville branch of the Corbin Employment Service.
64	Sometime early Nov. 1965	The Ketchen Community Center is established.
65	Nov. 4	Announcement is made in Barbourville Advocate that following an agreement between C. Leslie Dawson, Kentucky commissioner of economic security, and the KCEOC, the KCEOC is planning to request funds from OEO to finance a Barbourville branch of the Corbin Employment Office.
66	Nov. 5	Kendrick holds public meeting to discuss and answer questions about a proposal of Barbourville branch of the Corbin Employment Service.
67	Nov. 8	The Association of Neighbhorhood Councils meets with 15 members representing six community centers.
67.01		The Association of Neighborhood Councils elects the following officers: Homer Lee Jackson, president; Grover C. Logan, vice-president; and Glenna Sue Helton, secretary-treasurer.
67.02		The Association of Neighborhood Councils elects Mattie Trudeau, Andy Wilson, Mary Alice Messer, Daphne Helton, Richard Cox and Glenn Hammons to serve as members of the county board.
67.03		The Association of Neighborhood Councils chooses Homer Lee Jackson to represent Knox County on the area board.
68	Nov. 9	Kendrick, on weekly "The Citizen Wants to Know," radio program, reports the organization of the Association of Neighborhood Councils, says it is hoped this will increase people's ability to work together and that criticism directed toward the program results from people's failure to understand the agency's goals.

NUMBER	1965 DATE	EVENT
69	Nov. 11	Telegram from Congressman Tim Lee Carter announces Washington OEO had authorized a $86,040 grant to KCEOC to continue administration cost.
70	Nov. 17	The Board of Directors of the KCEOC meets.
70.01		Mr. Kendrick reports to the Board on the "Administrative Component" which provides for a director of personnel and director of coordination and disapproves such things as electric typewriters and adding machines; the non-federal cost share of the component has been taken care of mostly by the City of Barbourville and Union College.
70.02		Board votes not to decrease Mr. Kendrick's salary but to increase it if possible.
70.03		At BobWilliams' request, Board transfers $5,000 from personnel to other costs, particularly the renovation of centers; $2,000 from personnel to equipment, $3,000 from personnel to consumable supplies, $500 from liability insurance account to printing, and $1,000 from fidelity bond to postage.
70.04		Board authorizes the contract for employment service project and decides to submit it to OEO.
70.05		After Mr. Kendrick's presentation of the Head Start follow-up to members, Board decides on a contract arrangement with the Board of Education to carry it out.
70.06		James Wyker tells Board of the possibility of a wood-working plant initiated by interested people in Cannon who want to do something in industrial development.
70.07		Kendrick tells Board that seven members have been elected to its membership in addition to the officers of the Association of Neighborhood Councils. The officers are Homer Lee Jackson, Grover Logan, Jr., and Glenna Helton. Others elected are Andy Miller, Daphne Helton, Richard Cox, Glenn Hammons, Andy Wilson, Mallie Trudeau and Mary Alice Messer.

NUMBER	1965 DATE	EVENT
70.08		Board makes following personnel changes: hires a part-time home economics aide; Peter Rossamon, counselor; Elbert Neal, Flat Lick Community Center director; Biege Warren, Kay Jay Center director; five secretaries; and Irma Yatros, part-time counselor; and raises Elbert Foley's salary from $5,800 to $6,300 and releases Daisy Hampton from employment.
70.09		Following a report by Fire Marshall Inglow that Flat Lick and Rosenwald schools do not pass inspection, the KCEOC Board determines to comply as far as possible with the requirements of the fire marshall.
70.10		At Mr. Kendrick's suggestion, Board adopts the Federal Civil Service standards regarding sick leave and personal leave.
70.11		Board decides to send Dr. Miller and a VISTA to a conference on manpower December 8.
70.12		Because of a shortage of vehicles, Board authorizes Mr. Kendrick to advertise for bids for a 4-wheel drive truck.
70.13		Board decides to rent more space for the new administrative staff at the Blackstone Hotel.
70.14		Irma Gall tells Board that building can't be found for Grove Community Center.
70.15		Following a report on water sewage problems in Barbourville and Boone Heights, Paul Buchanan tells Board he has proposed to build a water impoundment and will meet with boards in Frankfort.
71	Nov. 18	Bureau of Apprentice Training Program meets and invites KCEOC Board of Directors to meet with it.
71.01		After New York Times announced the U. S. Bureau of the Budget "would prefer less emphasis on policy-making by the poor in planning community projects," OEO announces it will continue efforts to involve low income people, and KCEOC indicates it also will continue such efforts.
71.02		KCEOC announces in Barbourville Advocate that it has employed about 80 people who were formerly unemployed.

NUMBER	1965 DATE	EVENT
72	Nov. 19	The Association of Neighborhood Councils meets.
73	Nov. 29	The Board of Directors of the KCEOC meets.
73.01		Board authorizes chairman of Board to sign a project proposal and contract which will use CAP funds to finance general education and vocational classroom training for an out-of-school NYC project.
73.02		Board authorizes chairman to sign an informal agreement of cooperation with the Knox County Department of Health.
73.03		Board hires the following personnel: a secretary; Larry Barnett, director of the Personnel Department; Marilyn Berman, director of Coorination and Development; Lena Anlauf, coordinator of the Family Development Program; and Luanna Hale, special counselor Manpower and Development; and approves salary increases for all center directors.
74	Sometime early Dec. 1965	The Barbourville Community Center is established.
75	Prior to Dec. 3, 1965	Telephone threats allowing 24 hours for them to leave Knox County are made on the lines of Mr. and Mrs. Elbert Neal, a recently married white and Negro, and on Miss Irma Gall's.
76	Dec. 3	Dr. Miller learns of threats made on lines of the Neals and Miss Gall. and reports this to OEO in Washington; it is decided to request their presence immediately for a meeting in Washington.
77	Dec. 4	The Neals and Miss Gall leave for Washington.
78	Dec. 6	The Association of Neighborhood Councils meets with representatives of five community centers present.
78.01		The Association of Neighborhood Councils holds "a heated discussion" on the problems involving the dissolution of the Community Council and allowing the public of each community to vote and make plans concerning the center.
78.02		At the Association of Neighborhood Councils meeting, Mattie Trudeau and Daphne Helton are replaced as Board members because of their employment by the KCEOC, and Jean Smith of Jackson, Matthew Bargo of Gray and A. J. Senters of Ketchen are added to the Board's membership.

NUMBER	1965 DATE	EVENT
79	Dec. 7	The Neals and Miss Gall return from Washington; multiple threats are renewed.
80	Dec. 10	The Board of Directors of the KCEOC meets at 9:30 a.m. for a called meeting to acquaint directors with a critical situation percipitated by the inter-racial marriage of the two staff members, the Neals.
80.01		Following a detailed review of the circumstances related to the interracial marriage presented by Dr. Miller, Mayor Buchanan, Mr. Kendrick and Irma Gall, the Board request that Sheriff Baldie Frazier make every effort to give the couple protection and seek assistance from the State police.
80.02		Board decides to place Administrative Program funds in a checking account with the American Fidelity Bank to equalize the use of the two local banks.
81	Sometime between 9:30 am-7:15 pm Dec. 10, 1965	Sam Yett, administrative assistant to Sargent Shriver, called for and was given a number where he could reach the Neals.
81.01		Irma Gall conveys to the Neal's the Board's concern for their and her safety in seeking the sheriff's protection.
81.02		The Neal's decide to leave Knox County and submit their resignation.
82	Dec. 10	The Board of Directors of the KCEOC meets at 7:15 p.m. for a called meeting to discuss the Neal situation.
82.01		Following a review of the circumstances arising out of the Neal's interracial marriage, Board contacts again Sam Yett, Administrative Assistant to Sargent Shriver, to explain that the Neal's resigned of their own free will to avoid placing Council programs in jeopardy.
82.02		Jim Hickey, an assistant to the Kentucky Commission on Human Rights, attends Board meeting and speaks with Mr. Yett.

NUMBER	1965 DATE	EVENT
82.03		Kendrick announces to the Board that a study of Council programs will be carried out by a team from the University of Kentucky.
83	Dec. 14	At the call of Jack Ciaccio, a meeting of the Upper Cumberland Valley Area Economic Opportunity Council is held.
84	Dec. 20	The Board of Directors of the KCEOC meets in regular session.
84.01		In a report on the community centers, Judy Baker tells Board that a lease for Gray's center has been secured; Flat Lick does not have a director or recreational aide; Kay Jay has a new director, and that neighborhood councils function well in some centers but not in others.
84.02		Following E. J. Foley's report on the mobile health unit, Board asks Mr. Kendrick, E. J. Foley and the doctors ot the Medical Association to be present at a meeting Dec. 27, to discuss the unit.
84.03		Board accepts bids on pick-up trucks from the Bargo Motor Company.
84.04		Mr. Kendrick reports to Board on the Sheltered Industry Program, the College-in-the-Country Program, the pickle project, the Board signs proposals for the Out-of-School Neighborhood Youth Corps.
84.05		After the Payne and Valentine Branch Communities present Board with a petition for better roads, Board appoints a committee to meet with fiscal court Jan. 3, 1966 to see what can be done about the road.
84.06		Board accepts lease for the Grays Community Center.
84.07		Board hires the following personnel: two teacher tutors, a home improvement aide, a health aide; Lucy Rose, home economics supervisor; a teacher, and a receptionist.
85	Dec. 30	Congressman Carter and Senator Cooper announce KCEOC will receive $27,454 for Head Start Follow-Up Program to last for six months with work on health defects and parent involvement.

NUMBER	1966 DATE	EVENT
1	Jan. 3	The Association of Neighborhood Councils meets with representatives from eight centers present.
2	Jan. 7	The Board of Directors of the KCEOC meets in a special called session.
2.01	Jan. 7	The Board hires Francis Pick Conner as public relations director at a salary of $6,600 per year.
2.02	Jan. 7	Following the presentation of a statement of approval for the organization of the Cumberland Valley Economic Opportunity Council which represents an eight-county area and is preparing a proposal for a development grant to finance the development of multi-county programs, the Board defers signing proposal until more is learned about what the council specifically plans to do.
2.03	Jan. 7	Board decides to draft a resolution stating questions relevant to the recognition of the Cumberland Valley Economic Opportunity Council to be presented at the next regular Board meeting.
3	Jan. 10	A Medicare Alert meeting is held at the Rosenwald-Boone center.
3.01	Sometime between Jan 6-13 1966	Discussion is held with Knox County magistrates and Mr. Jack Waddell, director of a phase of the federal government's "food stamp" plan of the advisability of Knox County establishing this program in Knox County.
4	Jan. 17	The Board of Directors of the KCEOC meets.
4.01		Board hires the following personnel: 3 home economic aides; William Mays, Grays Center director; Carolyn Tucker, home economics supervisor; a teacher; a teacher's aide; H. B. Harris, supervisor of personnel; Arthur Talbert, Youth activities coordinator; Jerry Hammonds, assistant youth activities coordinator and recreation supervisor; and a cook.
4.02		Board releases Larry Barnett from employment.
4.03		Mr. Kendrick tells the Board that Out-of-School Neighborhood Youth Corps Program has been presented to the OEO and its fate should be known in one or two months.

NUMBER	1966 DATE	EVENT
4.04		Mr. Kendrick reports to the Board that the summer camp program proposal is being designed for at least an eight-coungy area, to be sponsored by a multi-county agency or Union College.
4.05	Jan. 17	Although the employment service project proposal has been presented to the OEO, Kendrick tells the Board further revision is necessary.
4.06		Kendrick tells the Board the deadline for the Upward Bound Program, a "Head-Start-in-College" type program to boost young people academically who come from low income families, is March 1.
4.07		Board approves the preparation of a proposal for Head Start Program for summer of 1966, which will include two units for city of Barbourville children.
4.08		Mr. Kendrick tells Board the coordinators are preparing plans for a rough draft of the Community Center Project Proposal for March 23 as the proposal is needed for April.
4.09		Board approves Medicare Alert Program proposal, which calls for 20 aides, 55 years of age or older, from lower income groups to inform eligible persons about Medicare Programs, and decides to use money already budgeted for personnel in the community center health program for the Medicare program financing.
4.10		Board sends resolutions regarding recognition of the Cumberland Valley Economic Opportunity Council, Inc., to the county councils concerned and to the Board of Directors of the Cumberland Valley Economic Opportunity Council.
4.11		In preparation for the re-organization of the KCEOC, the Board is giving copies of the proposed by-laws for the county council and the Board of Directors, and a committee is appointed to make recommendations regarding the by-laws and prepare a slate of nominations for directors.
4.12		Mr. Kendrick announces he will meet with a representative from Sheltered Industries and Sonny Osborne of the Council of Southern Mountains on January 26.

NUMBER	1966 DATE	EVENT
5	Jan. 21	The Knox County Economic Opportunity Council meets.
5.01		Upon a recommendation from OEO (Washington), the KCEOC reorganizes its structure so that the Board of Directors has 27 members.
5.02		Following a full KCEOC meeting, the Board of Directors of KCEOC meets.
5.03		Board approves the amended articles of incorporation of KCEOC for presentation to Washington OEO officials.
5.04		Board approves the By-laws of the KCEOC and asks Mr. Kendrick to present them to OEO officials in Washington.
5.05		The By-laws of the Board of Driectors of the KCEOC are approved by the Board on presentation in Washington.
5.06		Board hires the following personnel: one teacher-tutor; two teachers; Franklin D. Sams, center director; and Doris Moore, program supervisor for the Early Childhood Program.
6	Jan. 22-23	Some 23 administrative staff members of the KCEOC, staff members of the Council's community center project and center directors meet for a retreat at Cumberland Falls DuPont Lodge, to discuss various phases of the community action program.
7	Jan 24	Knox County is one of eight Eastern Kentucky counties approved by federal government for conversion from the commodity distribution program to the food stamp system.
8	Jan. 27	Story on Barbourville Center in Advocate that it is one of nine presently active under the KCEOC Community Center Project.
9.	Feb. 1-4	Mr. Kendrick goes to Washington, D. C., to confer with OEO officials there.
10	Feb. 2	Fiscal Court approves Food Stamp Program for Knox County.
11	Feb. 3	"Operation Medicare Alert" is approved by OEO and granted $6,455 according to Richard Martin, OEO program analyst.

NUMBER	1966 DATE	EVENT
12	Feb. 7	The Association of Neighborhood Councils meets with the representatives from nine community centers present.
13	Feb. 7	The Board of Directors of the KCEOC meets.
13.01		Board hires personnel (number undisclosed).
13.02		In a report on his trip to OEO officials in Washington, Mr. Kendrick tells Board that Dick Martin reviewed revisions to the articles of incorporation and new by-laws and suggested minor revisions.
13.03	Feb. 7	In a report on his trip to Washington, Kendrick tells Board that Washington officials stated that Head Start and follow-up can be combined into one contract for next year; that the Department of Research, Evaluation and Planning was pleased with information obtained from the trip to Knox County; and that Knox County may be one of the ten community action agencies to represent positive aspects of the National Community Action Program before Congress.
13.04		Following presentation by Jack Hale, Board accepts a comprehensive educational assistance proposal which provides adult basic education, academic classes, problem area classes, a reading center and a speech center.
13.05		Chairman Buchanan appoints a committee to be chaired by Dr. Miller to select members to expand the Board.
13.06		Board accepts contract with the Knox County Bar Association to provide legal education for the centers in the form of 50 lectures to be given throughout the county.
13.07		Mr. Buchanan appoints a Community Center Project Proposals Committee to study the proposals and keep the Board informed of progress made so it can improve the proposals.
14	Feb. 10	Thirty-six games of "skittles," "kick-it" and "caroms" made by men working under Lawrence Teague, KCEOC Home Improvement supervisor, are announced as being in use for recreation at the various community centers.

NUMBER	1966 DATE	EVENT
15	Feb. 1o	An eight-week training program is being offered at Berea College for persons preparing to teach in the Early Childhood Program. One Knox County person, Miss Ruth White, is attending the course.
16	Feb. 14	Notice is received by the Knox County Board of Education that it has been granted an additional $15,100 for employing an additional 35 enrollees in the Neighborhood Youth Corps--these added enrollees to be persons with residence within city of Barbourville as per agreement between county and city school boards signed September 2, 1965.
17	Feb. 17	Barbourville Advocate account reveals that KCEOC reserves the Union College swimming pool every Thursday night for use by people from all the various community centers.
18	Feb. 17	Approval is given by the Cumberland Valley Economic Opportunity Council of an application to OEO for a grant of some $317,211 to establish an eight-county antipoverty program with a staff of some 58 persons.
19	Feb. 20	Three new VISTA workers, Dottie Smith, 19 of Youngstown Ohio; Lila Jarko, 21, of Fitchburg, Mass.; and Scott Sanford, 22, of Philadelphia, have completed six weeks training in North Carolina, join KCEOC Community Centers program bringing the total number of VISTA's working in Knox County to seventeen.
20	Feb. 21	The KCEOC meets to discuss the role of the Council as a group and to appoint a committee to plan future programs and action.
20.01	Feb. 21	The KCEOC Board of Directors meets.
20.02		Board hires the following personnel: 4 recreation aides; 2 home improvement aides; Nannie Wagers and Grover C. Logan, community center directors; and one home economics aide.
20.03		Board authorizes salary increase for Judith Baker, community center director, and the cooks.
20.04		Board approves a Council loan to Grays Community Center.

NUMBER	1966 DATE	EVENT
20.05		Under stipulation that the lease be written so that no individuals will be responsible for any legal actions that result, Board approves a lease for Flat Lick Community Center building.
20.06		Board gives appropriate officers the authority to review and sign the Head Start project proposal.
20.07		Board approves a section of the Board's by-laws which states that the time and meeting place should be as convenient as possible for members.
20.08		Mrs. Willa Mae West resigns as a member of the Board of Directors.
20.09		Board accepts Charles Singleton to replace Mrs. West on the Board of Directors.
21	Between Feb.17-24, 1966	Mr. Kendrick, H. B. Harris, Bob Williams, and F. P. Conner attend meeting at Cumberland Falls State Park of the Kentucky CAP Directors Association.
22	Feb. 25	OEO authorizes KCEOC to obtain road-building equipment from federal government excess, though the obtainment is not assured.
23	Feb. 27	At meeting about 40 residents of Cannon Community hear Mr. Harold Wolfe, consultant to OEO, give ideas about a profit-making corporation to obtain subcontracts from industry; hear plans to erect a plant of about 5,000 square feet on donated land; and hear plan for the proposed corporation to be guided by a committee to consist of two representatives of the Cannon Community Council, two from the Association of Neighborhood Councils, two from the KCEOC, and a possible representative from business.
24	Sometime in March 1966	The Fount Community Center is established.
25	Sometime in March 1966	The Wilton Community Center is established.

NUMBER		1966 DATE	EVENT
26		March 1	The position of Youth Activities coordinator for the KCEOC is filled by Arthur E. Talbert.
27		March 6	Sargent Shriver reports that the March 5-6, 1966, meeting in Washington of the 28-member Community Representatives Advisory Council demonstrates that "effective, articulate leadership" has emerged from the poor as a result of encouraging maximum feasible participation of low-income people.
28		March 7	The Association of Neighborhood Councils with seven centers represented meets jointly with KCEOC.
	28.01	March 7	The Association of Neighborhood Councils selects Glenna Helton, John Mills and Richard Cox as board members.
	28.02		Glenn Hammons and A. J. Senters are chosen by The Association of Neighborhood Councils to represent them on the Cannon Industry Committee.
29		March 7	The Board of Directors of the KCEOC meets.
	29.01		The Board approves the summer camp program.
	29.02		The Board calls for the Association of Neighborhood Councils to develop plans for community buildings under the Housing and Urban Development Act.
	29.03	March 7	Board appoints Owen Cottrell and Wilbert Early to the Cannon Industry Committee.
	29.04		Board approves the Neighborhood Youth Corps subcontract.
30		Between Mar. 3-10, 1966	A steering committee for developing industry at Cannon is formed, consisteing of Wilbert Early and Cecil Wilson appointed by KCEOC, A. C. Senters, Jr., and Glenn Hammons appointed by the Association of Neighborhood Councils, Leslie Logan and Luther Jordan appointed by the Cannon Neighborhood Council and Dr. F. X. Sommer appointed by the Chamber of Commerce.
	30.01	March 15	Planning or steering committee of Cannon Industry, a wood products subcontract, meets at Cannon, selects a 2-acre site for the new civic

NUMBER	1966 DATE	EVENT
30.01 cont'd.		industry, and selects Leslie Logan and Luther Jordan, Cannon Neighborhood Council representatives, on the industry's board, to accompany OEO consultant Harold Wolfe and Council of Southern Mountains staff member, Sonny Ostorne, on trip to Pennsylvania to discuss proposed subcontract with Community Playthings Company and observe their plant.
31	Mar. 21	At 7:15, prior to the Board meeting, the nominating committee of the Board of Directors nominates Mayor Miracle, Cecil Wilson, Mrs. Bert Scent, Lyle Harmon, James Bowlin, Helen Westley, Lloyd Moran, Mrs. Hayden and Alex Gregory for Board membership and recommends Coy Pritchard, Emma Love, Jim Fuson and Woodrow Lock as alternates.
31.01		The Board of Directors of the KCEOC meets at the Grays Center upon the request of the neighborhood councils.
31.02		About 50 people from the Grays Community are present at the KCEOC Board meeting at their center to see how the Board operates.
31.03		Board voids the motion which selected Charles Singleton as a member of the Board of Directors.
31.04		Board raises salaries for secretaries and hires the following personnel: three recreation aides; a cook; James S. Farr, Jr., family and youth counselor; two health aides; an administrative secretary; three home economics aides; one teacher tutor; James E. Tye, recreational supervisor; and James Harper, temporary supervisor for the Rosenwald-Boone Center.
31.05		After a discussion concerning the formation of an executive committee to function between regular Board meetings, the Board instructed the chairman to make recommendations for the executive committee and a proposed statement for by-laws.
31.06		Following a discussion on the formation of a non-profit housing corporation to provide leadership in the construction of low-cost housing in Knox County, a committee of volunteers chaired by Lawrence Teague is formed to study the problem.

NUMBER	1966 DATE	EVENT
31.07		With the reservation that it have the right to pass judgment at a later date on any necessary details, the Board approves the Area Program.
31.08		Following a talk by Stewart Vetter on the various aspects of a credit union, the Board discusses the possibility of forming a credit union among the staff of the Council, among the Board members and the Neighborhood Association, andamong the staff of the Council, among the Board members and the Neighborhood Association, and among the people of the community centers.
31.09		Upon recommendation of the nominating committee, the Board elects Cordell Miracle, Cecil Wilson, Mrs. Bert Scent, Lyle Harmon, Helen Westley, Lloyd Moran, Mrs. Violetta Hayden and Albert Scent, to its membership and selects Coy Prichard, Emma Love, Jim Fuson and Woodrow Lock as alternates.
31.10		Board accepts contracts with the fiscal court for construction of community centers under the Housing and Urban Development grant.
32	March 24	Charge Card System, whereby people may purchase clothing at Barbourville Center any Tuesday or Wednesday between 1:00 and 3:00 from credit earned by work at $1.25 per hour at any of the centers or other specified non-profit agencies, as described.
33	Sometime just before March 28.	The Housing Committee of the KCEOC Board of Directors makes a trip to Berea to view low-cost housing there.
34	March 28	Messer Center observes its first anniversary with pot luck Sunday dinner and special program.
35	March 28	The housing committee of the KCEOC Board of Directors holds its first meeting.
36	March 29	Appearing on radio program "The Citizen Wants to Know" on WBVL, Irma Gall cites Cannon, Messer, and Grays as having shown greatest improvement, praises KCEOC for its accomplishments in 15 months, and says when all centers are completed there will be perhaps 20 altogether.

NUMBER	1966 DATE	EVENT
37	Sometime just before March 31	The Kentucky Office of Economic Opportunity is granted $179,835 in federal funds to help communities plan and coordinate anti-poverty programs.
38	Sometime in spring 1966	The citizens of Messer organized themselves into the Messer Community Incorporated to develop Lost Fork Park for which funding is expected from OEO.
39	March 30	Cannon Community representatives visit Farmington, Pennsylvania, plant to which their Cannon industry will serve as sub-contractor.
39.01		It is reported that an attorney in Washington, D. C. is completing papers for articles of incorporation for the Cannon industry.
40	April 4	The Association of Neighborhood Councils meets.
40.01		Following the resignation of Mr. Pedro Logan, the Association of Neighborhood Councils selects Glenn Hammons as Vice-chairman.
40.02		The Association of Neighborhood Councils chooses A. J. Senters and Andy Wilson to serve on the Cumberland OEO Mulit-county Association Project.
40.03		Dr. Joseph Russo, a VISTA worker in agriculture, tells the Association of Neighborhood Councils that a receiving station for the pickle project will be located in Barbourville.
41	April 5	At a meeting of the housing committee of the KCEOC Board of Directors, a non-profit corporation is formed to build houses for low-income people in Knox County.
42	April 7	Director of Knox County Neighborhood Youth Corps, Adrian Dunaway, says on occasion of end of first year's operation of the Corps that he sees a great improvement in the Corps' enrollees.
43	April 7	Congressman Carter announces Union College has been authorized a $67,000 grant from OEO for a work-study program continuation for the period summer 1966 through Dec. 1966.

NUMBER	1966 DATE	EVENT
44	April 8	Groups now represented on the KCEOC Board of Directors include the following: publishing, low-income groups, minority groups, business, the medical profession, labor, city government, county government, education, public housing and various other interests.
45	April 8	The Housing Committee meets and, as Board of Directors for the new non-profit corporation, Knox Quality Homes Incorporated, elects the following: W. R. Mays, Lena Olshenske, Lawrence Teague, Bob Williams, Randy Bacon, Robert Messer, Perry Jones, and H. B. Harris, and Ben Draughn.
45.01		After housing committee elects Board of Directors, committee adjourns and Board of Directors of the Knox Quality Homes Incorporated meet.
45.02		The Board of Directors of Knox Quality Homes elects following officers: Lawrence Teague, president; Bob Williams, vice president; and Lena Olshenske, secretary-treasurer.
46	April 14	Story gives names of all current members of 27-man Board of Directors of KCEOC and indicates 9 have just recently been elected.
47	April 14	A contest among community centers is announced for best proposal for improving their communities appearances--the Association of Neighborhood Councils to judge which is best so it can be submitted to OEO.
48	Prior to April 18	The U. S. Office of Economic Opportunity has agreed to hold government surplus equipment in its name for use by the Knox County Economic Opportunity Council to further the goals of the grants of the local council in county improvements and manpower training.
49	April 18	The Board of Directors of the KCEOC meets.
49.01		In a talk entitled, "An Immodest Proposal," Mr. Kendrick urges a goal to end poverty in Knox County by 1976, tells Board of the needs for more staff and other personnel, long term and comprehensive planning, and mobilization of resources on a larger scale and cooperation with state and national efforts to end poverty.

NUMBER	1966 DATE	EVENT
49.02	Apr. 18	After deciding that the next meeting date for the KCEOC will be June 27, Board decides the Council will regularly meet the fourth Monday night at the end of every quarter.
49.03		Board approves a lease for community center at Wilton for a five-year term.
49.04		Upon Mr. Kendrick's suggestion, the following committee concerned with establishing a heavy equipment program is appointed by the Board: Bill Sears, County Judge; Randy Bacon, WE&T supervisor; Jesse Lay, county schools; James Kendrick, Knox CAP; Owen Cottrell, business; WE&T crew leader; and Association representative.
49.05		Board learns that suggestions for road improvements to be made by the OEO's heavy equipment will come from two advisory groups: the fiscal court and the Association of Neighborhood Councils.
49.06		Lena Olshenske reports to the Board the progress made concerning Knox Quality Homes, Inc.
49.07		Upon certain condition, Board awards contract to Jerry King for the construction of wells at several community center sites.
49.08		Board hires the following personnel: Costello Bingham, Middlefork center director; A. J. Centers, Ketchen Center director; four recreation aides, one home improvement aide; and one home economics aide.
49.09		Board increases salary of Lee "Jim" Cox, social worker with the Health Department, from $5,800 to $6,300.
49.10		H. B. Harris presents Board members with a booklet about job descriptions and salaries.
49.11		For the Board, Marilyn Berman discusses the new public information policy which calls for all proposals submitted to OEO, job descriptions and salaries, quarterly financial reports and newsletters and minutes of all board meetings to be in the city library for public reference.

NUMBER	1966 DATE	EVENT
49.12		Following presentation of the final review of the Community Center Project by Miss Irma Gall and Mr. Kendrick, Board approves appropriate signing of the proposal.
49.13		Board authorizes Neighborhood Association to choose a community beautification project and submit it to OEO.
49.14		Mr. Kendrick tells Board that Barbourville has been designated as the location of the central office of the 8-county area Economic Opportunity Council.
49.15		Board elects by acclamation the following officers: Dr. Mahlon Miller, chairman; Jesse Lay, vice chairman; and Woodrow Lock, secretary treasurer.
49.16		After a discussion of the executive committee which includes Mahlon Miller, Jesse Lay, Woodrow Lock, Charles Singleton, Judge Sears, three representatives of the Association and one minority group representative, Board amends by-laws to so read that executive committee may conduct urgent business and that the chairman of the Board shall determine if business is urgent.
49.17		Board establishes a committee to make plans for a county-wide recreation building.
49.18		Board learns that OEO will train local people over 45 years old to be home health aides and that Medicare will provide them long term employment.
50	April 18	Following a year of effort by Messer Community working to get petitions signed and sending them off, daily mail delivery is instituted up Stinking Creek.
51	April 18	After the Board of Directors meeting, the Board members from the Association of Neighborhood Councils select the following as representatives to the executive committee: Matthew Bargo, Andy Wilson and Glenn Hammons.

NUMBER	1966 DATE	EVENT
52	During week before April 21	KCEOC staff members, Mr. Kendrick, Robert Williams, H. B. Harris, Marilyn Berman, Judy Baker, F. P. Conner, and Lena Olshenske attend two-day conference in Washington sponsored by Citizens Crusade Against Poverty where they heard following speakers: Walter Reuther, chairman of CCAP; Vice President Humphrey; Sargent Shriver, and various representatives from poor of different parts of the U. S.
53	April 21	Cecil Wilson, in his column "For What It is Worth" in Barbourville Advocate, praises Mr. Kendrick for his general talk to Board of Directors at its meeting Monday the 18th.
54	April 25	Interested communities submit proposed projects for beautification competition.
55	April 26	The Association of Neighborhood Councils meets for a called meeting for consideration of presentation of center beautification project.
55.01		Following the presentation of beautification projects from the Flat Lick, Gray, Kay Jay, Messer, Rosenwald-Boone, and Wilton Community Centers, the Association of Neighborhood Councils chooses the Messer project to be sent to Washington for possible funding.
55.02		The Association of Neighborhood Councils selects Richard Cox by acclamation vote to serve on the Heavy Equipment committee.
55.03		Following a request for city water from the Grove Community, the Association of Neighborhood Councils directs them to contact Lyle Harmon.
56	April 28	In stressing the opportunities poor people have to obtain low interest loans for family projects through OEO-supported financing with the Farmers Home Administration, Lyle Harmon, manager of Knox FHA office says eleven such loans had been made to Knox countians.
57	Sometime in April	Story reports that so far 813 people have applied for food stamps in Knox County and 696 have been approved for this program; stamps to be issued starting May s.
58	April 28	Two men from Cannon tell of their training in Pennsylvania plant as preliminary to work in the new Cannon industry.

1966

NUMBER	DATE	EVENT
59	Sometime in May	The Middle Fork Community Center is established.
60	Sometime in May	A special report on Manpower, Vocational and Employment service needs is issued by the KCEOC CAP staff.
61	May 3	The Executive Committee of the Board of Directors of the KCEOC meets to discuss and take action on the summer camp program to be held at Union College during the summer months of 1966.
61.01		Following Dr. Miller's presentation of the summer camp program, Board accepts his recommendation that the Advisory Committee for the program be composed of Union College faculty members and one member of the KCEOC Board of Directors, 2 CAP Directors, 2 target area representatives and one public school teacher to be selected from other counties.
61.02		Board nominates Albert Gregory minority group representative on the Board of Directors to serve on the advisory committee of the Summer Camp Program.
61.03		Mr. Kendrick tells Executive Committee of the Board of Directors the Upward Bound project under Eastern Kentucky State University will include 5 to 12 low-income boys and girls completing the 11th grade this year from Knox County may attend.
61.04		Board hires a teacher tutor and three recreation aides.
62	May 5	A $32,808 grant for a summer camp program for Cumberland Valley area is approved for Union College.
63	May 12	An "Encampment for Citizenship" to be held at Union College July 3 through August 13 involving 75 young people from various states and sponsored by Council for Southern Mountains and the Southern Regional Council is announced with plan for participants to give part-time service to KCEOC community centers.
64	May 16	The KCEOC Board of Directors meets at the Grove Center.

NUMBER	1966 DATE	EVENT
64.01		In Heavy Equipment committee report, Kendrick tells Board the committee hasn't met because equipment does not seem to be available due to the priority of overseas shipments.
64.02		Board authorizes R. A. Williams to let bids for two wells but not more than six wells.
64.03		In a report on the CAP credit union, Mrs. Luanna Hale tells Board the credit union is open to employees and volunteers who work directly with the KCEOC; one share is $5, and the interest rate is 1%.
64.04		Board authorizes R. A. Williams to let bids for asphalt play courts for eight community centers.
64.05		Board hires the following personnel: James R. Harper, Rosenwald-Boone Center director; a mobile health unit driver; 4 Youth Activities aides and a home economics aide.
64.06		Board increases salaries of nine center directors, a recreational supervisor and an administrative assistant and changes a half-time dietician to full-time employment.
64.07		With revisions, Board approves a community center budget that calls for one million dollars in 15 months.
64.08		In his talk concerning maintaining the quality of the program, Dr. Miller tells Board two things should be done as follows: stop careless driving in the blue vans and correct the cause of the lack of enthusiasm in the teacher tutors.
64.09		In his Upper Cumberland Valley KCEOC area report, Kendrick tells Board the space problem for the Area offices should be solved before the Area meeting May 18.
64.10		In Cannon Industries report, R. A. Williams tells Board the industry will be in operation in two weeks with six employees and one OEO supervisor.

1966

NUMBER	DATE	EVENT
64.11		In the legal intern committee report, Board is told that a University of Kentucky law student will work on informing the public of specific legal problems.
64.12		Board elects Judge Bill Sears to KCEOC Board with understanding that Lloyd Moran will serve if the judge is unable to do so.
64.13		Dr. Miller tells the Board that, in the Encampment for Citizenship to be held at Union College this summer, 75 young people, five from Knox County, will work with the people of the county.
64.14		Board has "discussion concerning establishing an employees' and volunteer workers union."
65	May 25	A seminar on "Comprehensive Community Planning" attended by 150 local citizens sponsored by KCEOC, held at Kay Jay elementary school, hears suggestions by Dr. Russo, VISTA agricultural specialist, that a demonstration farm be established, by James Kendrick, that a community industrial park with vocational training and recreation be set up, and by Dr. James Brown on population, by Dr. Paul Street, on education, by Dr. Stephen Cornet, U. S. Dept. of Health, Education and Welfare, David Lollis, of the Council of Southern Mountains, and by Lyle Harmon, Knox County Farmers Home Administration, and by Art Talbott of KCEOC.
66	May 26	Senator Cooper and Congressman Carter announce a grant of $94,614 has been approved by OEO for Knox County for summer head start and child development programs, the second grant of its type for the second year.
67	June 1	All day manpower development conference sponsored by KCEOC and held on Stinking Creek near Messer draws large crowd and many officials from federal and state departments urging better services for poor people; local people complain that money from federal programs somehow doesn't reach them.
68	June 1	Senator Cooper and Congressman Carter announce OEO 9-month grant of $249,337 for 8-county Cumberland Valley Economic Opportunity Council to provide for 30 professionals and 16 non-professionals.

NUMBER	1966 DATE	EVENT
69	June 2	Barbourville Advocate publishes over one full page devoted entirely to job descriptions and salaries of hired employees, and the makeup of the Board of Directors and the Association of Local Action Groups, and to a capsule summary of some 17 CAP sponsored, 5 CAP generated, 9 CAP Associated, and 7 "other" projects.
70	June 2	OEO announces a $10,223 grant for six months conservation and beautification project for Messer community (to develop Lost Fork Park).
71	June 2	Mobile Health Unit costing $18,800 and to be used in cooperation with the Knox County Health Department for screening, examinations and education arrives in Knox County.
72	Between May 26 and June 2	After interviews are arranged by KCEOC Manpower Development office between 33 Knox men and a representative of GHR Foundry in Dayton, Ohio, 23 men are hired.
73	June 6	The Association of Neighborhood Councils meets in the Barbourville city building.
73.01		Mr. Kendrick tells the Association of Neighborhood Councils about "some of the problems encountered" at the Messer Community Manpower meeting.
73.02		After the Messer Community representatives and Judy Baker presented a "paper" setting forth certain grievances against local government, school teachers, and merchants and asked support on the idea that the "paper" be put in a pamphlet and distributed, the Association of Neighborhood Councils passed a resolution supporting this move.
73.03	June 3	The Association of Neighborhood Councils accepts the motion to make present vice president (Mr. Hammons) president, and then elects Mathew Bargo to serve as vice president.
73.04		The Association of Neighborhood Councils is informed that surveys are being conducted on the water situation around the Grove Community.
73.05		The members of the Association of Neighborhood Councils are informed that all machinery is in for the Cannon Industry Project.

NUMBER	1966 DATE	EVENT
74	Sometime between June 7-20	The pamphlet critical of local government teachers and merchants previously developed by people at Messer Center and sanctioned by the Association of Neighborhood Councils is mimeographed in KCEOC office and distributed.
75	June 9	After its by-laws are changed so that only one person from education would be permitted on its Board of Directors, the Cumberland Valley Economic Opportunity Council accepts a federal grant of $249,337.
75.01		At meeting of Cumberland Valley Economic Opportunity Council, Richard Martin, OEO Field Representative for 27 counties in eastern Kentucky, states that the EOC program must operate beyond local political control, that all public and private agencies must be represented on the Board, that any decision made by an executive committee must be subject to ratification, and that the program should be governed in such a way that "no single individual can coerce or pressure anyone to be hired."
76	Between June 9-16	Work is begun by four men at Cannon Industries in temporary location making toys for firm in Pennsylvania.
77	June 13	The Board of Directors of the KCEOC meets. (Minutes unavailable except for "personnel report.")
77.01		In a personnel report to the Board, H. B. Harris, director of personnel, reports that 144 persons are presently employed by the KCEOC with Knox County residents numbering 127; non-local personnel 17; persons from the target group, 74; non-disadvantaged personnel, 93; and previously unemployed persons, 89.
78	June 15	The first of a series of new radio shows, "Knox County Communities in Action," to be aired each Wednesday on station WYWY features an interview with CAP Director James Kendrick and a series of taped interviews with the directors of 11 community centers.
79	June 20	Board of Directors of the KCEOC meets. (No minutes available.)

NUMBER	1966 DATE	EVENT
80	Sometime week of June 20-25	Knox County Fiscal Court, in retaliation for the "Messer Pamphlet," passes a resolution unanimously asking that Mr. Kendrick, Mr. Pick Connor (publications director for KCEOC) and anyone having a part in the preparation of the pamphlet be discharged, with copies of the resolutions and the pamphlet to be sent to Sargent Shriver and to the Attorney General of the United States, and with a presentation of the resolution to the meeting on June 27.
81	June 21	Adult Education Conference in Barbourville sponsored by KCEOC, is attended by state leaders.
82	June 22	The Radio program, "Knox County Communities in Action," presents a brief review of projects which have been completed, those which are underway, others which are now being planned and a list of coming events at the community centers.
83	June 22	Secretary to the Cumberland Valley EOC announces he is seeking applicants for the job of CAP director at a salary of $14,400 for the 8-county council.
84	June 23	Summer VISTA program, "VISTA Associates," some 350 volunteers in service to some 21 Kentucky counties and trained and supervised by Appalachian Volunteers, is announced by OEO for June 15 through August 20.
85	June 23	KCEOC Counseling Service announces a program to find employers needing housework help to find employees seeking such domestic jobs, and, if sufficient number are found, to institute a short training program for such potential employees.
86	June 27	At a public meeting attended by several hundred people called by Mr. Kendrick and Irma Gall to discuss the conflict ensuing from the Messer pamphlet, "both Kendrick and Gall explained the pamphlet did not represent their sentiments, but came from the local people." Dr. Mahlon Miller, chairman of the KCEOC Board, rejected the rumor that Mr. Kendrick was back of the criticism of officials. Local people and county leaders

NUMBER	1966 DATE	EVENT
		exchanged heated discussion on the validity of development efforts, and Jack Ciaccio, Washington OEO official on hand, commented that while he was not siding with or against the Messer people, this sort of development was good and exactly why OEO had been established.
87	Sometime between June 27 and July 7	Knox County Fiscal Court meets and rescinds resolution regarding discharges of Kendrick and others over Messer pamphlet.
88	July 7	At a meeting at Messer Community Center, Dr. Mahlon Miller explains various efforts county leaders have made toward getting industry and suggests the recent friction over the Messer pamphlet may have caused the county to lose its opportunity to secure the coming of a shoe factory which had been considering locating in Knox.
89	Between July 7-14	Construction is begun on the first low-cost house by Knox Quality Homes.
90	July 8	The Board of Directors of the KCEOC meets.
90.01		After discussion of the Messer pamphlet, the Board expresses hope that better communication between county officials, Board of Education and the people will result.
90.02		Board is told that U. S. Shoe Company may locate a plant employing 400 in Knox County.
91	July 12	The Association of Local Action Groups meets jointly with the Chamber of Commerce.
91.01		The Chamber of Commerce urges community centers to join its organization for $25 a year and send representatives to Chamber meetings.
91.02		One representative from each of the 13 community centers was appointed as a committee to announce sale of notes to help raise money to buy an industrial site in the county.

NUMBER	1966 DATE	EVENT
92	July 19-25	Six-part report on Knox County's War on Poverty written by Jim Lee Crawford is published in the Corbin Daily Tribune.
93	July 21	After being recommended by an eight-member screening committee, Mr. Kendrick is appointed program director for the 8-county Cumberland Valley Area Economic Opportunity Council.
94	July 26	A group of about 25 young men are lectured by Judge Bill Sears after admitting they broke and burned benches and chairs at the Jackson Community Center.
95	July 28	In his "For-What-It-Is-Worth" column, editor of Barbourville Advocate says he has been receiving letters quite critical of the "Encampment for Citizenship" young people.
96	July 28-30	With survey stations in each of the community centers and cooperative work by KCEOC and State Employment Service, a county-wide labor survey sponsored by the Chamber of Commerce after a request by an industry interested in Knox as a possible location, more than 5,000 forms indicating job interest status from residents are complete.
97	Sometime in Aug.	The Bethel Community Center is established.
98	Aug. 4	In his column "For-What-It-is-Worth," the editor of Barbourville Advocate discusses apparent criticisms of the "Encampment for Citizenship," concluding with the hope that the group's coming has not caused damage to Union College or Barbourville.
98		In his column in Barbourville Advocate the editor acknowledges that the many recent critical rumors about the "Encampment for Citizenship" young people may not have been justified.
99	Aug. 11	Kay Jay and Messer Community Centers are listed among the people and business firms who have already purchased $100 or more in shares, "voting notes," in the Knoxco Improvement Company, a group sponsored by the Chamber of Commerce to raise money and take steps to secure the location of industry in Knox County.

NUMBER	1966 DATE	EVENT
100	Aug. 11	Kay Jay, Jackson, and Rosenwald Community Centers are listed as new members of the Knox County Chamber of Commerce.
101	Aug. 2	The supervisor of KCEOC Recreation, nine community center directors and eleven Youth aides, and six others, complete a month-long course in recreation leadership given by James Pheane Ross of UK Extension Service and sponsored by KCEOC.
102	Prior to Aug. 15	James Kendrick resigns as Director of the KCEOC to become Area Director for eight counties.
103	Aug. 15	The Board of Directors of the KCEOC meets.
103.01		Following the disclosure that present funds for the Manpower Development office are about exhausted, Board decides to suspend the office until more funds are available.
103.02		Board selects Mr. Paul Buchanan to present the Community Center Project proposal to the Area Board on August 18.
103.03		KCEOC Board accepts Dr. Miller's resignation from the Board of Directors and the Council.
103.04		In order to find a new KCEOC Director, Board selects a committee of 5 to screen applicants for the position and be prepared to make recommendations to the Board at its next meeting. (Matthew Bargo, Reed Brewer, Owen Cottrell, James Blair and Albert Gregory.)
103.05		As a replacement for Dr. Miller, Board elects Jesse Lay by acclamation as chairman of the Board of Directors.
103.06		Board hires undisclosed number of personnel.
103.07		Following Jesse Lay's suggestion to Board that at least 5 of the Board meet with Mr. Harris and others responsible for making personnel recommendations and give their approval or disapproval before official recommendations are made, he appoints Lyle Harmon, Mrs. Scent, J. W. Bowlin, Glenn Hammons, and Charles Singleton.

NUMBER	1966 DATE	EVENT
1 103.08		An executive session of the Board was held after its adjournment.
104	Aug. 18	At a meeting of Cannon Community people, Assistant Foreman of Cannon Industries, Leslie Logan, tells group the industry is making money and the group approves the idea of stock sale at $1 per share with a $500 limit per individual.
105	Aug. 18	The Cumberland Valley Area Board meets.
106	Aug. 18	Mr. Kendrick names David L. Lollis, 28, a native of Danville, Kentucky, and currently on the Council of Southern Mountains staff, as his assistant, but appointment is delayed because of Lollis' absence.
107	Aug. 22	At a community meeting at the Wilton Center, following a discussion of alleged unsanitary and undesirable conditions at the Reese School, the group voted to ask the school board to have improvements made and not to rehire one of the teachers; and also it voted to keep children home from school in protest on Thursday and Friday.
108	Aug. 25	About 40 of 100 children expected, fail to report to Reese School in the Wilton area and some mothers and KCEOC workers picket the school.
109	Aug. 29	Letter to editor in Barbourville Advocate criticizes Mr. Lay for his apparent lack of concern for the problems at the Reese School.
110	Aug. 29	Story relates the success of Gray Community Center in developing its physical facilities and in securing and developing a park even though it was second to Messer in the beautification contest.
111	Sept. 1	On-the-job-training grant of $4,003 from the Department of Labor to Cannon Industries to train unskilled labor for wood work needed at the plant is announced by Congressman Carter.
112	Sept. 1	Successful community action resulting in new classroom and lunchroom added at Fount School is reported.
113	Sept. 6	Six man delegation from Knox County: Leslie Logan of Cannon Industries, Bill Baird and Verlon Golden of Kay Jay, Marshall Welch of Rosenwald, along with Pick Conner and Mr. Kendrick go to Washington to "lobby" for small industries, like Cannon, to be made available to Knox County.

NUMBER	1966 DATE	EVENT
114	Sept. 6	Messer Center requests Knox Fiscal Court to petition Kentucky Highway Department to build road to "Lost Fork Park."
115	Sept. 6	Cannon Community votes to launch a county-wide sale of stock, and Miss Gall and a number of other Center Directors present pledge their cooperation.
116	Sept. 8	Delegation of poor and CAP staff consisting of Verlon Golden, Leslie Logan, Bill Baird and Mr. Kendrick, among others, sell a share (at $1.00) of stock in Cannon Industries to Sargent Shriver in Washington who commends this development--the first factory to be owned and operated by the poor themselves.
117	Sept. 8	Middle Fork Community Center is announced as one of the purchasers of $100 in voting notes in the drive to raise money for purchase of site for new industry.
118	Sept. 12	The Association of Local Action Groups meets with representatives from twelve community centers present.
118.01		The Association of Local Action Groups elects Ruth Hinkle as secretary.
118.02		Grant Helton, Rahma Jackson, Jack Williams, Verlon Golden, Dovie Thompson, Richard Cox, and Ruth Hinkle volunteer to serve on a committee to study forms of by-laws and constitutions and draw up samples for submission to the Association of Local Action Groups.
119	Sept. 15	After some opposition on the grounds that the Council was hauling a "can of beans in a Cadillac," members of the Cumberland Valley Area Economic Development Council approve refunding application of a 93,928-dollar administrative staff including amounts for the Knox County CAP director.
120	Sept. 17	At a Kay Jay Community Center meeting a Kay Jay Industrial Development Board is formed with Russell Pine, Verlon Golden and Pedro Logan, Jr. the executive committee.

NUMBER	1966 DATE	EVENT
121	Sept. 19	The Board of Directors of the KCEOC meets.
121.01		Following presentation by Bob Williams and Marilyn Berman, Board accepts and decides to submit as read to the area Board the administrative proposal for refunding of the county's administrative staff.
121.02		Following the report of the committee for choosing a Knox County CAP director, that more time is needed for interviews, Board gives the Committee until the next meeting on October 17.
121.03		After Mr. Kendrick receives authority to transfer certain KCEOC administrative positions to an area level under the Cumberland Valley Board, the KCEOC Board approves this transfer.
121.04		Board elects Owen Cottrell as vice-chairman by acclamation.
121.05		For the purpose of hiring personnel, Board approves an executive committee session.
121.06		Personnel recommendations are to hire the following: Margaret Peggy Kemner, Health Education coordinator; Eleanor Hubbard, home economist; a home improvement aide; two home economic aides; a cook; John J. Jackson, Jr., family development coordinator; two Early Childhood teachers; Earl Eugene Hammonds, Flat Lick Community Center Director; a health aide and a youth aide; also recommended are raises for four persons.
122	Sept. 26	First stockholders meeting of Cannon Industries is held, offer of land by Leslie Logan on which to build the factory building is accepted, and Board of Directors of 7 are elected.
122.01		First meeting of new Board of Directors of Cannon Industries is held and directors agree to further sale of stock to raise funds for capital and for the new building.
123	Oct. 3	The Association of Local Action Groups meets with representatives from eleven Community Centers present.

NUMBER	1966 DATE	EVENT
123.01		Grant Helton is elected to Board membership to replace A. J. Senters by the Association of Local Action Groups.
124	Oct. 6	Senator Cooper announces that KCEOC has been approved for a grant of $677,000 for another 12-month funding of the community center and youth development programs.
125	Oct. 17	The Board of Directors of the KCEOC meets.
125.01		Board chooses Grant Helton, Crane's Nest, to fill the vacancy on the Board created by the resignation of A. J. Centers.
125.02		Mr. Lay reads the Board a telegram from the OEO giving approval of funding for the program for another year.
125.03		Upon Mr. Kendrick's suggestion, Board approves a change in the "Work Program" of the Community Centers Project.
125.04		Board votes to adopt a letter setting out the responsibilities of the CAP Director.
125.05		After Miss Lila Jarko, a VISTA worker, questions the legality of an executive session and Mr. Lay explains the procedure, Board votes to go into executive session.
125.06		Following a report of the screening committee on the applicants for CAP director, Board unanimously accepts the recommendation of the Committee to hire Chester Click as CAP Director.
125.07		Board hires the following personnel: Beatrice Lee, Bethel Center director; two youth aides; two home economic aides; and a health aide. Board also recommends raises for three persons.
126	Oct. 20	Cumberland Valley Area EOC Board challenges pay to consultant studying at Union College, but pays the amounts Kendrick certifies is owed; criticism of the program is voiced from Paul Buchanan of Knox County and others.

NUMBER	1966 DATE	EVENT
127	Nov. 7	The Association of Local Action Groups meets with representatives of 14 community centers present.
127.01		The Association of Local Action Groups (Neighborhood Councils) accepts a draft of its constitution and by-laws including the directive to have regular meetings of the Association on the first Monday of every month unless otherwise notified and providing for special meetings at the call of any officer, with these documents to take effect Nov. 17, 1966.
127.02		The Association of Local Action Groups elects Grant Helton and Mrs. Chester Bargo to serve as members of Area board.
128	Prior to Nov. 9	OEO officials in Washington, D. C. reject the Board's hiring of Chester Click as CAP Director.
129	Nov. 9	The Executive Committee of the Board of Directors of the KCEOC meets.
129.01		Upon the recommendation of Irma Gall, committee suspends Matthew Spencer until the full Board can vote on final suspension.
129.02		The executive committee votes unanimously to make an appeal to Lawrence E. Williams, acting regional director of OEO, concerning the decision about Chester Click's employment as CAP Director.
130	Nov. 17	In a conflict-ridden meeting, CVAEOC refuses to hire several of the people recommended by Mr. Kendrick and defies rule on executive sessions laid down by OEO representative, Larry Parachini.
131	Nov. 21	The Board of Directors of the KCEOC meets.
131.01		Board accepts resignation of Woodrow Lock as secretary-treasurer of the Board.
131.02		Following the report by Bob Williams that the lease is up on the Blackstone Hotel, Board votes to begin and end new lease with the dates of the program's funding.
131.03		Following a report by H. B. Harris, Board accepts the resignation of Matthew Spencer.

NUMBER	1966 DATE	EVENT
131.04	Nov. 21	In response to Henry Zingg's request for more information about Washington's refusal of the CAP director selected by the Board, Mr. Lay reads a letter from OEO Washington.
131.05		Jesse Lay expresses his opinion that Washington should let the Board run the program.
131.06		Owen Cottrell reads a letter from Mr. Kendrick. He has asked Edgar Allen, State OEO Field Representative, to help find Knox County a CAP director.
131.07		Cecil Wilson says the Board should have been informed of stipulations before hiring a CAP director.
131.08		Board decides to start advertising again for a CAP director, using the National Association of Community Development, OEO Rural Task Force, four or five state OEO offices, and the Council of Southern Mountains.
131.09		After Board authorizes Jesse Lay to appoint a screening committee for the rehiring of a CAP director, he announces Matt Bargo, Albert Gregory, Owen Cottrell, Reed Brewer and Cecil Wilson as members.
131.10		Board hires the following personnel: Anna Ruth Senters, Ketchen Center director; Paul B. Bain, Flat Lick Center director; a Youth aide; three home economics aides; a mobile health unit driver; a recreational supervisor; and a home improvement aide.
131.11		Board authorizes raises for the following personnel: all aides, all cooks, four center directors, a stockroom manager and deliveryman, and four secretaries.
131.12		Board accepts the resignations of John Lacefield and Carol Engle and terminates contract with Colleen White.
131.13		Board elects Glenn Hammons as new secretary-treasurer.

NUMBER	1966 DATE	EVENT
132	Nov. 22	Pedro Logan and Verlon Golden reveal plan to establish Kay Jay Industries hoping to sell $10,000 of stock at $1 per share--$500 having been pledged--to set up a wood products planing and sawing operation.
133	Nov. 30	As a part of the over-all CVAEOC administration program grant of $71,379, KCEOC Administration component is approved for two professionals and one non-professional.
134	Dec. 5	The Association of Local Action Groups meets but without enough members present for a quorum.
134.01		Members of the Association of Local Action Group express concern about the apparent lack of action by the Knoxco Improvement Corporation.
135	Dec. 9-14	CVAEOC office of community information invites members of the metropolitan press, a T V station, a wire service, and other news media to be on hand at the December 15 meeting of the CVAEOC in Barbourville to get state-wide attention for the problem of having the poor represented on the area Board.
136	Prior to Dec. 15	Acting Director of Mid-Atlantic Region of OEO, Lawrence Williams, sends letter to CVAEOC barring its board from acting on any new programs and from hiring or firing of personnel.
137	Dec. 15	In the midst of accusations of bad faith from Ed Adkins, Del Sams (co-chairman of UAC) and Douglas Arnett, and counter claims by James Wilson, CVAEOC secretary, and Paul Buchanan, Board member and Mayor of Barbourville, CVAEOC Board votes to reorganize by February 28, 1967 in accordance with OEO directives.
138	Dec. 19	The KCEOC Board of Directors meets.
138.01		Board accepts bid from Sauders Pure Oil for gasoline.
138.02		Bob Williams reports the funding of the administrative component and Board votes to accept the grant.
138.03		The appointment by Mr. Kendrick of H. B. Harris as acting CAP director for Knox County was announced.

NUMBER	1966 DATE	EVENT
138.04		Board discusses and adopts personnel policies by unanimous decision.
138.05		Board hires the following personnel: two health aides; one cook; two home improvement aides; and three youth aides.
138.06		Board raises Irma Yatros' salary.
138.07		Wilbert Earley resigns by letter and in person from KCEOC.
139	Dec. 22	Notice of KCEOC Board meeting for January 9 appears in Advocate with the assertion: "This meeting is so important that every member should plan to attend."

NUMBER	1967 DATE	EVENT
1	Jan. 6	The Association of Local Action Groups (Neighborhood Councils) meets with 28 members present.
1.01		Prior to the election of board members and officers for 1967, much discussion is held about nepotism rules and about election procedures.
1.02		The Association of Local Action Group elects Harry Corey, Mrs. Chester Bargo and Ed Bray to serve as KCEOC Board members.
1.03		The Association of Local Action Groups elects the following officers for the year 1967: Grant Helton as chairman, Andy Wilson as vice-chairman, and Thelma Smith as secretary.
2	Jan. 9	Neighborhood Youth Corps, Division of the Labor Department Washington, D. C., announces that the "Youth Project" of the Knox County Board of Education has been approved for this year at total cost of $244,445.
3	Jan. 9	A special called meeting of the KCEOC is held in municipal building.
3.01		After an announcement by Judge Sears, presiding officer at the meeting, that three additional vacancies on the Board of Directors of the Council existed, one of which resulted from the expiration of Mr. Jesse Lay's term of office, and after Irma Gall asks and is given permission to speak, Miss Gall appeals to the assemblage to give serious consideration to the election and outlines the steps in the election process.
3.02		After Judge Sears asks the nominating committee to meet briefly and then make a report listing nominees, and after Henry Zingg, one of the KCEOC center directors, moves that the nominating committee not make any report, the Council accepts his motion on a voice vote.
3.03		A motion by Henry Zingg that nominations be made only from the floor is passed by the Council.

NUMBER		1967 DATE	EVENT
3	3.04		A motion by Henry Zingg that all voting be done by secret ballot is passed by the Council.
	3.05		Following the nominations from the floor procedure, Cecil Broughton (who defeated Jesse Lay), Chester Bargo, and Paul Stamper are elected by the Council to fill the three vacancies on the Board of Directors.
	3.06		Following the Council meeting, the Board of Directors meets briefly but agrees unanimously to adjourn and meet the next Monday night.
4		Jan. 14	United Appalachian Communities meet in Barbourville.
	4.01		At CVAEOC meeting it is revealed that Ed Adkins, vice-chairman of UAC and a community center director in Clay County, had been asked by OEO officials to resign his Center job.
5		Jan. 16	The Board of Directors of the KCEOC meets.
	5.01		To be members of the Board for new three year terms, Board elects Judge Bill Sears, Jesse Lay, and Mrs. Raymond (Violetta) Hayden.
	5.02		Board names Owen Cottrell chairman, Jesse Lay, vice-chairman, and Rev. Charles Hansell, secretary-treasurer.
	5.03		The Board hires Mr. Darrell Lovitt as supervisor of the literacy program.
	5.04		After Mr. Lovitt is hired, Mr. Paul Stamper resigns from the Board of Directors.
6		Jan. 26	At meeting of CVAEOC Board of Directors, Mr. Kendrick and David Lollis, assistant, are suspended indefinitely, given 30 days severance pay; Cleophus Pursiful, Bell County developer, is made temporary area director.
7		Jan. 27	Kay Jay industries, which has sold $1,069 of stock, holds stockholders meeting and elects a board of directors of seven, indicates a small business loan is being sought.

NUMBER	1967 DATE	EVENT
8	Jan. 31	Mr. Kendrick says in interview he is not leaving the area but expects to lead an effort to organize the poor "into a voice of progress in Southeastern Kentucky."
9	Feb. 6	CVAEOC Member Glenn Westbrook says in news story that Mr. Kendrick and folks had sought deliberately to undermine the area board and that Washington OEO had wanted to remove local control from the program and set up a straight "power structure" from Washington to its paid staff members.
10	Feb. 6	The Neighborhood Council Association meets in the municipal building.
10.01		Chester Abner is elected member of the KCEOC Board of Directors from the Association.
10.02		Discussion is held of Area Board situation and the need to let Washington know how the group felt, of what was being done by the Chamber of Commerce to get industry, and of steps to help maintain the WE&T program.
11	Feb. 8	An informal meeting scheduled to discuss the crisis-ridden CVAEOC is postponed after Washington officials send word they cannot attend.
11.01		Lawrence Williams, OEO official, calls a public meeting for Monday, February 13 at Union College gymnasium.
12	Feb. 9	Announcement is made that Mr. Kendrick, recently "fired" CAP director of the CVAEOC, will take a job as manpower specialist for the Center for the Study of Unemployed Youth in New York City.
13	Feb. 10	Edgar Dean, CVAEOC Chairman, wires Lawrence Williams, OEO official, asking that the February meeting be postponed, stating time is too short to get the Board together, but Williams says meeting cannot be changed.
14	Feb. 11	Meeting of Knox County Association of Neighborhood Councils is held at Rosenwald Center.
14.01		A resolution supporting continuation of the WE&T program is passed by the Association of LAG.

NUMBER	1967 DATE	EVENT
14.02	Feb. 11	After discussion of recent "firing" of Messrs. Kendrick and Lollis--Lollis being present and one of the speakers--a resolution written by Grant Helton asking OEO Washington not to fund through the CVAEOC is passed and Helton is instructed to present this at the coming February 13 meeting.
15	Feb. 13	The Secretary of the CVAEOC tells the press that members of the Board of Directors do not plan to attend the February 13 meeting called by Lawrence Williams--that notice was too short after OEO had themselves cancelled an informal meeting which was to have been held on February 8.
15.01		A hearing attended by 750 persons, but by only 7 of the 48-member CVAEOC board is conducted by Lawrence Williams, community action program manager for Region II, OEO.
15.02		Del Sams, Chairman of CVAEOC calls for funds to be given to a different agency from the CVAEOC Board and for an economic instead of a "social" program; and, before resigning, Grant Helton also calls for funding a different agency.
16	Feb. 15	Tentative dismissal notices are received by about 36 workers of the CVAEOC.
17.	Feb. 20	The Board of Directors of the KCEOC meets.
17.01		H. B. Harris suggests to Board that two members of the Association of Local Action Groups on the Board be removed because they have relatives working for the Council.
17.02		After it is learned that several of the members attending required to constitute a quorum have relatives on the payroll and cannot therefore be members of the Board, and after consideration of the legality of actions taken by the Board with such members, Board decides to continue the meeting but with the following people resigning after the meeting: William Baird, Chester Bargo, Richard Cox, and Mrs. Chester Bargo.
17.03		Board hires the following personnel: Aubrey Lee, Cannon Center director; Mareka Lawson, center director; a home improvement aide; a secretary; a teacher tutor; a youth aide; two home economics aides.

NUMBER	1967 DATE	EVENT
17.04		Board authorizes raises for 5 center directors; John Jackson, Jr., Family Development coordinator; Lawrence Teague, Home Improvement supervisor; eight Early Childhood teachers; a dietician; teachers aides; Peggy Kemmer, Health Education coordinator; a recreation supervisor, and a Youth aide.
17.05		In a letter read by Mr. Harris, James Harper resigns as director at the Rosenwald-Boone center, and the Board reinstates him as Youth aide at the center.
17.06		Owen Cottrell reports to Board that H. B. Harris is officially acting CAP director and can exercise full legal authority until the position is filled.
17.07		Art Talbert, Youth coordinator, presents the Board a program of slides of county youth activities and Nancy Wilson, "Miss Knox County Beauty Queen," answers questions concerning the youth activities program.
17.08		Following reading by H. B. Harris, the Board accepts a lease for the Bethel Community Center property.
17.09		After meeting applicants for CAP director job, John Indick, Charles Crenshaw and Harry Wallace, the Board follows the recommendation of the screening committee and recommends selection of Harry Wallas as CAP director.
18	Feb. 22	OEO officials announce in Washington that the CVAEOC will no longer be funded and that the Council of Southern Mountains will act as temporary administrator of OEO funds for certain continuing operations in the area.
19	Feb. 27	The Board of Directors of the CVAEOC meets in Barbourville, announces it will continue in existence even though it has lost the CAP, and blasts OEO Washington for their allegedly false attacks on CVAEOC.
20	Feb. 28	Some 29 people are dismissed from employment as Cumberland Valley OEO is discontinued.

NUMBER	1967 DATE	EVENT
21	March 13	The Knox County Neighborhood Council Association meets at the municipal building.
21.01		To become representatives to the Board of Directors from the Association--to replace those who had to resign recently--the Association elects Allen F. Messer, Verlon Golden and Del Sams.
21.02		After discussion of starting a non-profit store is started by a representative from the Grove Center, the Association votes to support the project.
21.03		After VISTA Joe Russo explains a plan he has for Knox County, the Association votes to recommend him as new CAP Director for Knox County.
21.04		There is much discussion over the procedures and legitimacy of salaries and raises in salaries assigned to KCEOC workers, with a motion accepted that center directors should "draw" the maximum.
22	March 13	After it is noted that Dr. Russo, who wanted to have his term as VISTA extended, had not been approved for such extension by Irma Gall, a committee is commissioned to investigate.
23	March 14	At Senator John Sherman Cooper's suggestion, the Senate manpower and labor sub-committee investigating the anti-poverty program announces it will probe the recent dispute between OEO and the CVAEOC.
24	March 20	The Board of Directors of the KCEOC meets.
24.01		Three recently elected members attend the Board meeting and report they have no relatives working for OEO.
24.02		Mr. Stamper reports to Board that two Board members still have not been elected by the County Council because high water caused notices to be delayed and the meeting had to be called off.
24.03		Board decides to replace Cecil Broughton because he has never attended a Board meeting since his election.

NUMBER	1967 DATE	EVENT
24.04		Following an apparently negative report from Washington on Mr. Wallace, who had been chosen by the Board as CAP director, Mr. Harris tells the Board four new people will be interviewed as soon as possible for the CAP director's position.
24.05		The Board is informed by Mr. Tom Mustard of the Council of Southern Mountains that it will continue to operate the same way as when it was associated with the Cumberland Valley Area Program, only now it will get its money through the Council of Southern Mountains.
24.06		Board hires the following personnel: a teacher tutor; a part-time worker at Jackson; James T. Miles, Wilton Community Center director; Thomas Earl Stephens, Rosenwald Center director; Mary Reed, assistant Rosenwald Center director; two Early Childhood teachers; and Mrs. Lewis D. Scott, literacy supervisor.
24.07		Board authorizes raises for two persons.
24.08		Board accepts the resignations of Hattie Hamlin, Luanna Mitchell, Glenda Davenport, Veronica Click and Florence Bingham.
24.09		Following much discussion, the Board decides to seek more information submitted on the applicants for its positions.
25	April 10	KCEOC meets in the municipal building.
25.01		After a discussion about the presence of a quorum, Chairman Paul Stamper rules a quorum is present.
25.02		The following people were elected to be members of the Board of Directors from the Council to fill the vacancies indicated: Mrs. Vera Hembree to fill the vacancy caused by Paul Stamper's resignation; Mr. Tip Hinkle to fill the vacancy caused by Mr. Chester Bargo's resignation; and Mrs. Mossie Mills to replace Mr. Cecil Broughton whose place had been declared vacant by virtue of his lack of attendance.

NUMBER	1967 DATE	EVENT
25.03		After an appeal for help for the "Charge-Card Clothing Store", about $20 is collected from those present.
26	Apr. 17	The Board of Directors of the KCEOC meets.
26.01		Board votes not to overrule Miss Gall's decision not to extend Joe Russo's term as a VISTA in Knox County for another year.
26.02		In his personnel report, Mr. Harris announces resignations of the following KCEOC staff members: Ruby Scott, Veronica Click and Joyce Gabbard.
26.03		Board accepts the resignation of Willie Blankenship and dismisses James Harper--both Youth aides.
26.04		Board unanimously hires the following personnel: three youth aides; one health aide; an assistant home economics supervisor; and a teacher.
26.05		Board authorizes raises for five persons.
26.06		Following Irma Gall's statement that center directors were started below maximum pay to give them initiative and Escoe Smith's complaint that he has worked almost two years and still does not get maximum salary, Board gives all center directors a blanket raise of $25 provided this does not exceed the $350 maximum.
26.07		Owen Cottrell appoints the following committee to investigate the friction between the community center program director and the community center directors: Cecil Wilson, Randy Bacon, Del Sams, Bill Sears, and Charles Hansel.
26.08		When KCEOC CAP director job applicants Willard Summers, Phillip Meininger, and Hollis West are presented to give a resume of their qualifications, Summers withdraws his application.
26.09		After a review of job descriptions, a vote is taken on hiring Philip Meininger, Hollis West, or Joe Russo as CAP director: Seven votes for Joe Russo and fifteen votes for Mr. West.

NUMBER	1967 DATE	EVENT
26.10		When Mr. West is informed he has been selected as CAP Director, providing he accepts and is accepted by higher authorities, he promises to let the Board know his decision at an early date.
27	May 1	The Knox County Association of Neighborhood Councils meets at municipal building without a quorum present.
27.01		Harold Bargo and Thelma Smith resign from the Association.
27.02		A report is heard by the Association of recent efforts to obtain industry for the county, of the cooperative buying club and of the Youth Council.
28	May 11	Announcement is made that Charles Mills has been hired as supervisor of the Lost Fork project and that $11,461 will come to the community for the park.
29	May 15	The Board of Directors of the KCEOC meets.
29.01		After committee appointed to investigate friction between the community center program director and the community center directors does not have its report prepared, Jesse Lay appoints Rev. Hansel chairman of the committee and asks that a report be prepared for next month.
29.02		Following the reading of a letter to Washington justifying the qualifications of Mr. West and the reply stating that his qualifications and proposed salary are justified, Board hires Mr. West at $14,00 per year.
29.03		Following Jesse Lay's report that Board members have talked of resigning because of disorderly meetings, he requests meeting be orderly and not too long.
29.04		Upon Grant Helton's request, the Board asks Mr. Williams to prepare a report for the next meeting on the amount of money each community center has received expenditures, differentials and reasons for them.

NUMBER	1967 DATE	EVENT
29.05		Peggy Kemner, Health coordinator, presents the KCEOC Health Department program to the Board and tells of the various services available.
29.06		Board hires the following personnel: three youth aides; two health aides; one home economics aide; two teachers aides; a teacher tutor; an arts and crafts instructor; a home improvement aide; Sam Sampson for full-time work at Rosenwald until October; and an Early Childhood teacher.
29.07		Board authorizes a raise for a Mobile Unit driver.
29.08		Board authorizes Mr. Harris to find Early Childhood teachers and have them begin work immediately.
30	June 1	Knox County qualifies for Head Start for summer 1968, Congressman Tim Lee Carter announces.
31	June 5	Mr. West reports to work as CAP director.
32	June 5	The Association of Local Action Groups meets.
32.01		Mr. Hollis West, Knox County's new CAP director, is introduced to the Association.
32.02		Resignations of Harold Bargo and Thelma Smith from the Association are accepted.
32.03		Mrs. Jesse McFerrin is elected secretary of the Association.
32.04		Upon the chairman's calling upon each in turn, each of the center directors states how he feels about the program so far and what he thinks needs to be done--few specific changes but many emphases on harder work and more cooperation are stated.
32.05		Upon the chairman's request, Miss Irma Gall discusses the new Community Centers proposal being developed, indicating it proposes more of a key role for the center director.
32.06		Mr. Helton, Paul Stamper, Mr. Harris and Mr. Verlon Golden, each in turn comment on the program and what he would like to see done.

NUMBER	1967 DATE	EVENT
32.07		When Mr. West is called upon he suggests that time is needed to see where the program is and urges that all work together.
32.08		After a movie is previewed by the Association and expressions of approval are given, Association votes that the film should be bought and shown at the centers.
33	June 19	The Board of Directors of the KCEOC meets.
33.01		The new CAP director, Hollis West, is introduced to the Board.
33.02		Following Mr. West's explanation that a finance breakdown of all the different community centers will be difficult because of the way the books are kept, the Board follows his suggestion and a committee is formed to report at the next meeting.
33.03		In a report from OEO Washington, Dick Martin, OEO Analyst, tells the Board the new year will be tight financially and there is even the possibility the program won't be refunded.
33.04		In a report on his recent trip to Washington, Grant Helton tells of the legislative sessions for the betterment of OEO programs, and of Sargent Shriver's speech.
33.05		Board decides to advertise for bids on leases on vehicles since the two-year lease will be up July 21.
33.06		After Mr. West tells Board he has been working with three main projects since his arrival, re-vamping the present program, eliminating some parts of the program and new ideas, he recommends that an administrative committee be established to work with him on personnel problems and create a program of staff training.
33.07		Upon the recommendation of H. B. Harris, the Board hires Clifford Williams as transportation control manager.
33.08		After considerable discussion of surpluses and what should be done with them and of long distance calls, Board votes to accept the financial report.

NUMBER	1967 DATE	EVENT
33.09		Board authorizes raises for two persons.
33.10		Board hires three Early Childhood Teachers and three youth aides.
33.11		After the Board approves, chairman appoints Judge Sears, Albert Gregory, Jesse Lay, Grant Helton and Verlon Golden as a Committee to help Mr. West on personnel problems.
33.12		After the Board passes Verlon Golden's motion doing away with a personnel screening committee and requiring all job applicants to be considered directly by the Board, and after Mr. West indicates he would recommend that he now execute the screening function, the Board approves Mr. West's having this responsibility.
33.13		Board decides to call OEO in Washington to ask that Knox County be funded separately from other counties.
33.14		Owen Cottrell asks Charlie Mills, Escoe Smith, Judy Baker, Irma Gall, Rosie Cox and Mr. West to remain after the meeting to discuss the Lost Fork Park Project.
34	July 10	Association of Local Action Groups meets with 28 people present.
34.01		Upon recommendation of E. P. Hilton the chairman, the association votes to change the by-laws so that a quorum at a regular meeting shall be one-third of the members and at a meeting to elect officers or to change the by-laws, one half the members.
34.02		Mr. West discussed the nature of local action, urged poor people to learn about their government, not let others look down on them, and band together to work on their problems.
34.03		Chairman Helton appoints a committee of five to work with him, the chairman, on roads, and another committee of five to work on employment.
34.04		Mr. West urges the members to write their congressmen and other public officials.

NUMBER	1967 DATE	EVENT
35	July 17	The Board of Directors of the KCEOC meets.
35.01		In the community center, financial breakdown report for 1966-67, Bob Williams tells the Board that all centers share equally in the current budget with the exception of those not having a pre-school program, those which still have temporary use, and those centers which were formed too late last year to get renovation and recreation funds.
35.02		Randy Bacon, Matt Bargo, Charles Singleton, and Jesse Lay are named as a committee to discuss at the next meeting the new proposal which it was announced needs to be at the OEO regional office by Sept. 15.
35.03		After a request by Mr. West, the Board votes to meet on Aug. 14, a week earlier than its regularly scheduled meeting in August, in order to take action on the new year's proposal in time to meet OEO deadline.
35.04		Board hires two home-improvenent aides, a cook, an Early Childhood teacher and two secretaries.
35.05		Board authorizes raises for three persons.
35.06		After all personnel recommendations are accepted by the Board except one, Mr. Verlon Golden asks the Board to go into closed session and it does so.
35.07		Upon West's recommendation, after open session is resumed, the Board suspends Joyce Girdner because of her inability to get along with her supervisor.
35.08		After Mr. West recommends that the services of Irma Gall be terminated, the Board accepts the recommendation by a vote of 15 to 3.
35.09		Subject to its approval, the Board gives West the authority to hire and fire personnel in cases of emergency.
35.10		Board gives CAP director Hollis West the authority to hire a manpower specialist on a 2-3 month basis at $200 per week and a training officer at $9,500 per year.

NUMBER	1967 DATE	EVENT
35.11		After a letter of resignation from Lyle Harmon is read, the Board accepts his resignation.
35.12		Board elects Roger Meridith to replace Lyle Harmon.
36	Aug. 3	Leveo V. Sanchez, Mid Atlantic OEO director announces that a $9,217 supplemental 2-month grant is being made to the Lower Cumberland Area Development Council which includes Knox along with six other counties.
37	Aug. 14	The Board of Directors of the KCEOC meets.
37.01		After much discussion, a motion by Del Sams that Owen Cottrell resign the Board chairmanship, since he is in a political race and against open appeal meetings, is voted down nine to seven.
37.02		Miss Judith E. Baker's resignation as coordinator of local action groups is accepted by the Board.
37.03		Arthur E. Talbert's resignation as coordinator of the Youth Activities Program to become effective September 3 is accepted by the Board.
37.04		Mr. Williams is given Board permission to purchase 15 new vehicles for the CAP.
37.05		A request to OEO that the KCEOC be allowed to keep the surplus funds it has is approved by the Board.
37.06		After a committee set up to study the new year's CAP proposal recommends it, the Board approves the proposal and sends it to Washington.
37.07		West characterizes the next year's proposal the Board has just sanctioned as "striving for new concepts related to economic needs and development for Knox Countians while carrying on . . . basic services . . . offered previously."
37.08		Mr. Lay, after talks with Mr. Helton of the Vocational Education Dept., informs the Board that seven recently completed vocational education rooms in Knox Central High School can be used after hours for CAP-related training.
37.09		After much discussion the Board votes to have an open hearing for Irma Gall and Joyce Girdner August 15, 1967.

NUMBER	1967 DATE	EVENT
37.10		After a heated exchange regarding each other's political ambitions, Chairman Owen Cottrell states that he is indeed, as everyone knows, a candidate for state representative.
38	Aug. 15	The KCEOC Board of Directors meets in a special called meeting to hold a hearing regarding the dismissals of Miss Irma Gall and Miss Joyce Girdner.
38.01		After Chairman Owen Cottrell asks to be relieved of chairing the meeting, Vice-Chairman Jesse Lay, who took the chair, reads a statement from Cottrell resigning from the chairmanship of the Board effective August 16, 1967.
38.02		After Mr. West explains his resons for recommending Miss Gall's dismissal and Miss Gall indicates she does not wish her job back, but is merely seeking to insure better job security for other employees, the Board votes unanimously to take no further action on the case.
38.03		Miss Girdner states she does not wish to be reinstated, and Board closes this case also.
39	About Sept. 1	Training director, Tom Morse, joins the KCEOC staff.
40	Sept. 11	The Association of Local Action Groups meets in the municipal building.
40.01		After the chairman asks how many have written their congressman, four members indicate they have.
40.02		Mr. West reports to the Association that he is seeking to obtain sub-contracts for Knox County with industries elsewhere, and to combine these operations with job training and vocational education programs supported by different agencies.
40.03		After Mr. Golden introduces the problem of a woman who had her grandchildren taken from her by Welfare personnel and after Mr. West urges that the Association learn to use committees, Mr. Helton, chairman, appoints a committee to investigate.

NUMBER	1967 DATE	EVENT
40.04		After a bad road situation is reported in one area, the "road committee" is identified and asked to investigate.
40.05		After considerable discussion is held regarding the alleged difficulties under which the Association operates--lack of funds, lack of guidelines, etc.,--Mr. West states that copies of guidelines will be sent to each member.
41	Sept. 18	The Board of Directors of the KCEOC meets.
41.01		Board accepts Owen Cottrell's resignation as chairman of the Board.
41.02		Board accepts the resignations of Ed Bray and Vera Hembree.
41.03		After accepting the nominations of Jesse Lay and Grant Helton from the floor, Board elects Jesse Lay by 12 to 10 as chairman of the Board.
41.04		Following the nominations of Woodrow Lock and Tip Hinkle, the Board elects Woodrow Lock 13 to 9 as vice chairman of the Board.
41.05		When Mr. Del Sams asks why KCEOC staff members did not have the right of free expression in politics, Mr. Lay, Mr. Singleton and Mr. West explain the meanings of the Hatch Act.
41.06		In answering why so many new people have to be hired each month, Mr. West tells the Board that aides are underpaid and when offered a better job they take them.
41.07		After much discussion about personnel policies, about whether anyone could be hired before funding of the new proposal has been received, and after questions on these policies are raised by Verlon Golden and Del Sams, the Board accepts the personnel recommendations of Mr. West.
41.08		After alleging that KCEOC worker Miss Betty Hollinde had illegally removed certain children from their grandmother's home, Verlon Golden's motion that Miss Hollinde be dismissed from the staff dies for lack of a second, and a committee to investigate is authorized.

NUMBER	1967 DATE	EVENT
41.09		After Rev. Charles Hansel's appeal for financial support for Emergency Fund and Services Incorporated, the Board takes up a collection among its membership for this emergency fund.
41.10		Following much discussion of both sides of a conflict between Mrs. Kelley, a VISTA worker at the Wilton Center, and Mr. Jackson, the Board approves Mrs. Kelley's staying on and being on probation for one month.
41.11		Board accepts Del Sams' resignation from the Board of Directors.
42	Oct. 2	The Knox County Association of LAG meets at the municipal building.
42.01		After the chairman asks if anyone had written his congressman, three letters from Senator Cooper and Congressman Carter responding to members' inquiries were read.
42.02		After a report from the road committee chairman, one of the members reports that she has signatures of 50 people in her area to present tomorrow in the courtroom.
42.03		After Mrs. Nannie Profitt, Mr. W. F. Graham and Mr. Alford are nominated, the Association elects W. F. Graham to a vacancy on the Board of Directors.
42.04		After much discussion about alleged dictatorial ways of unnamed staff people, about opposition to a rumored closing of Wilton Center, and about the unwillingness of some on the Board to vote for poor people, the meeting adjourns.
43	Between Oct. 5-12	Senator Cooper and Congressman Carter notify KCEOC that a new grant of $494,449 for the Community Centers program and $229,573 for Head Start is approved by OEO.
44	Oct. 16	The Board of Directors of the KCEOC meets.
44.01		In spite of Mr. Verlon Golden's and Mr. Grant Helton's contention that Mr. Del Sams' resignation at the previous meeting had come after adjournment and therefore was void, Board accepts minutes stating that Mr. Sams has resigned and the Board has accepted his resignation.

NUMBER	1967 DATE	EVENT
44.02		In a committee report on the Partin family, Cecil Wilson tells the Board the Partin children are back in the home with their grandmother and commends the courthouse personnel for helping Mrs. Partin get sufficient furniture and supplies to properly care for these children.
44.03		Following numerous efforts by Mr. Verlon Golden to dismiss Betty Hollinde, Board decides to ask her to stop working on the Partin case and let child welfare take care of the situation.
44.04		In a report on the new funding, Mr. Dick Martin, OEO analyst, says that, including the $75,000 new manpower component, the program will have about $720,000 compared to the $740,000 it had last year, but he also tells the Board the program will be cancelled if certain requirements are not met for particular programs by the first of the year.
44.06		Mr. West tells Board members they won't get anything done if they do not quit bickering.
44.07		In response to Mr. Grant Helton's complaint that the Board is not recognized as a Board, Mr. West explains that the Board makes policies and the staff carries them out.
44.08		Board cuts two Home Improvement aides from full time to half time, terminates eleven teacher-tutor jobs, terminates five aide jobs, transfers one aide to another center pending the approval of the center director, authorizes a raise for a center director and Wanda Mays, and changes Lewis Lovitt's title from adult literacy supervisor to adult education coordinator.
44.09		The Board unanimously hires the following personnel: Bob Williams, business director; Glen Treadway, accountant; James A. Tye, supervisor of logistics; a purchasing and payroll clerk; a supply clerk; and an Early Childhood social worker; a motor pool supervisor, an Early Childhood teacher; a consumer education technician; a secretary; a home economics technician; and arts and crafts technician; Lawrence Teague, manpower workshop supervisor; and twenty-six community aides.

NUMBER	1967 DATE	EVENT
44.10		Board accepts Randy Bacon's resignation.
45	Oct. 27	The KCEOC meets in the municipal building with 150 people present--70 enrolled as voting members.
45.01		Chairman of the Council, Paul Stamper, directs that all present who want themselves to become members or who have names of others to add who want to become members of the Council should come forward and give their names to the secretary for recording.
45.02		Chairman Stamper announces that since this meeting is the third of the year and the Council is required to have four, another meeting will be held before the January, or annual, meeting.
45.03		For the two vacancies on the Board of Directors, the Council then elects Miss Willa Mae West (who defeats Rev. John Sullivan, 47 to 17) and James Blair (who defeats Tip Jordan, 47 to 18).
45.04		After questions are raised about the Council's by-laws and after complaints were made about the lack of adequate transportation available to people to get to Council meetings, Chairman Stamper appoints a committee to look into each matter.
46	Nov. 2	The Board of Directors of the KCEOC meets for a called non-business, training and information session with 15 present.
46.01		CAP director explains the over-all administrative organization of the KCEOC program.
46.02		CAP Director West outlines his plans in general for a manpower program including sub-contracts for manufacturing, Bureau of Apprenticeship Training efforts, and employment.
46.03		CAP Director West explains the modified concept of the community centers as multi-service centers.
46.04		OEO Analyst Dick Martin outlines for the Board the three main requirements which the Knox Program must meet to keep its grant: 1) on or

NUMBER	1967 DATE	EVENT
		before December 1, 1967 each of the local action groups must revise its by-laws including a quorum provision requiring at least 10 members present; 2) on or before Jan. 2, the Board must send in recommendations of LAG's about program and the responses to these planned by the Board; 3) certain stipulations must be met by LAG's in the use of funds from the Home Improvement program.
47	Nov. 6	The Knox County Association of Local Action Groups meets.
47.01		Summarizing efforts made by the road committee, a member reports that a petition had been taken to Fiscal Court but no action had been taken by the court on the request.
47.02		After much discussion in which allegations that inappropriate influence may have been used by one or more of several groups in regard to one or another of two contradictory elections at the Jackson Local Action Group of persons to fill Jackson's vacancies in the Association membership, the Association votes to validate the most recent election.
48	Nov. 9	The KCEOC Board of Directors holds a second non-business "training" meeting.
48.01		Finance Director Bob Williams explains the financial aspects of the newly funded proposal.
48.02		Early Childhood Program Director Richard Rustay explains the organization and operation, especially the Parent Advisory Groups, of the Early Childhood program.
48.03		After Mr. West indicates a desire to explore certain experimental efforts especially in the area of job provision and training and after he indicates the need he feels for less attention by the Board to personnel problems, the group agrees to propose at the next regular board meeting two new committees, a personnel committee to hear grievances and make recommendations and a program development committee to work with West on the formulation of new programs.

NUMBER	1967 DATE	EVENT
49	Nov. 20	The Board of Directors of the KCEOC meets.
49.01		Upon request that he report on Mrs. Kelly's probation, West says that her work is now satisfactory and without problem.
49.02		After some discussion, upon recommendation of Mr. West, the Board appoints a personnel grievance committee made up of Woodrow Lock, Roger Meredith, Verlon Golden, Matt Bargo and Violetta Hayden.
49.03		Upon West's recommendation, the Board appoints a committee for new programs to work with him on new ideas to be made up of Charles Singleton, James Blair, Mossie Mills, Grant Helton and Owen Cottrell.
49.04		Following a lengthy discussion of hiring and promotion practices for poverty employees compared to non-poverty employees, precipitated by the case of Mrs. Richardson, a poverty employee who had recently lost her job because of her poor car and because, therefore, she had been unable to consider a job at a center located farther from her home, the Board orders that Mrs. Richardson be given every consideration for a job when an opening occurs.
49.05		Because he had been quoted in the Courier Journal in a manner indicating lack of support of Community Action, Mr. Lay explains to the Board that his statements regarding the program were made to Congressman Carter only within the stipulated condition that funds would be so limited that some programs would have to be reduced.
49.06		Board hires an undisclosed number of personnel recommended by the personnel director and accepts the resignations of Tom Stephens, Julie Lee and Carolyn Hearne.
49.07		After Estil Bargo tells the Board that Irma Gall and Jim Kendrick hired him at Jackson Center and that he worked about 29 months without pay and should receive some $21,410.60 for the work, the Board refers the matter to the Personnel Grievance committee.

NUMBER	1967 DATE	EVENT
50	Dec. 4	The Knox County Association of Local Action Groups meets.
50.01		Upon request for reports of correspondence with congressman, one person reads a letter from one expressing his support of OEO.
50.02		Mr. West reports that as a result of signing the past week a subcontract to produce parts of some 500 chairs, three men are now at work, that, if the work is done well, other subcontracts may be obtained from the same firm, and that other contacts for subcontracts are also being explored.
50.03		Because notices had not been sent out about this meeting, an election of a member of the Association to replace Del Sams on the Board of Trustees is postponed.
50.04		Upon motion by Verlon Golden, the Assocation passes a resolution requesting the Board of Directors to hold a "Policy Board Meeting."
51	Dec. 11	The Knox County Association of Local Action Groups holds a special called meeting to elect a member to the Board of Directors.
51.01		To fill the vacancy on the Board of Directors of KCEOC, the Association elects Mrs. Dorothy Philpot.
52	Dec. 18	The Board of Directors of the KCEOC meets.
52.01		Jesse Lay tells Board members of the need for conducting the meeting according to parliamentary procedure and states that, in his opinion, the failure of the Area Board to comply with these rules is a major reason it was dissolved.
52.02		Upon Chairman Lay's request, Mr. West explains the nature of two conditions which have to be met before KCEOC can qualify for its new grant: 1) that all local action groups revise their by-laws by December 1 (accomplished) and 2) that by January 1, each local action group must submit recommendations on program (five have completed this phase).
52.03		In a report on the Employment Training Program, Mr. West tells the Board the agency received its first contract to manufacture 500 chairs which brought $400 in salaries into the county.

NUMBER	1967 DATE	EVENT
52.04	Dec. 18	Board authorizes Mr. West to appoint Mr. Cottrell, Mr. Blair, and Cecil Wilson to a committee to negotiate a working agreement among Cannon Industries, the KCEOC, the Employment Training Program and Washington in order to facilitate subcontracts and other types of manufacturing jobs.
52.05		Following the assurance that reports for Washington which are due January 2, 1968 will be submitted on time, the Board extends the staff's paid holiday to include the full period of December 24 through 29.
52.06		Upon Grant Helton's request, the Board decides to meet 30 minutes early at the next session to review the recommendations of the KCEOC by-law revision committee made up of Mr. Singleton, Mrs. Mills and Mr. Helton.
52.07		Following a discussion concerning the length of appointment of Board members, Mr. Helton asks for an up-to-date list of all Board members and the lengths of their terms; and Mr. Golden, Mr. Helton and Mr. Lay request copies of all memorandums sent from Washington.
52.08		After considerable discussion of job qualifications and hiring practices, the Board appoints a committee of Mr. Helton, Mr. Golden, Mr. Hinkle, Charles Hansel and Mossie Mills to investigate the family income levels of KCEOC employees.
52.09		Upon West's request, the Board decides to have the personnel grievance committee meet to review personnel problems at the Wilton Community Center.
52.10		The Board hires two community aides and a cook and promotes one person from cook to community aide.
52.11		Board accepts the resignations of a community aide and a teacher's aide.
52.12		Following discussion concerning Mrs. Syrena Richardson, a terminated employee, the Board refers her case to the personnel grievance committee, although Mrs. Richardson asks that the Board hear her complaint.

NUMBER	DATE	EVENT
52.13		Following the reading of Estil Bargo's unsigned deposition on his alleged employment without pay, the Board requests that Mr. West and Mr. Williams check their records concerning Mr. Bargo's employment.
53	Dec. 29	The Knox County Economic Opportunity Council meets with a quorum of 97 voting members present.
53.01		Following a report from the bus transportation study committee, the Council sends guidelines on transportation to the Board of Driectors for their approval.
53.02		In a by-law committee report, Grant Helton tells Council his committee's recommendations are already before the Board of Directors.
53.03		Council accepts to its membership new chairmen from six centers as follows: Grove, Ester Landrum; Jackson, Clint merida; Gray, Sharlene Engle; Wilton, Nannie Profitt; Barbourville, Vonda Collins; and Cannon, Earl Disney.

NUMBER	1968 DATE	EVENT
1	Jan. 1	New by-laws developed by each of the local action groups are put into effect by the Barbourville, Kay Jay, Jackson, Rosenwald-Boone, Middle Fork, Messer, Ketchen, Grove, Grays, Fount, Flat Lick, Cannon, Wilton and Bethel local action groups.
2	Jan. 2	The Knox County Association of Local Action Groups meets with 28 members present.
2.01		The Association elects the following three members to three-year terms as members of the Board of Directors of KCEOC: F. Allen Messer, Andy Wilson, and Chester Abner.
2.02		New officers of the Association for 1968 were elected as follows: Mrs. Rahma Jackson, chairman, Mr. Matthew Bargo, vice-chairman, and Vinda Collins, secretary.
3	Jan. 9	The Knox County Economic Opportunity Council meets.
3.01		After a long discussion about membership and who is present, it is established that a quorum does exist with 123 present out of a total current membership of 140.
3.02		After a report is given by Grant Helton, chairman of a committee to recommend Board of Director by-law changes, urging two-thirds membership be set as a quorum, that anyone using the Board politically be dropped from membership, that all Board meetings be held inside the county, and that changes in the by-laws require two-thirds vote of all present, the Council accepts the recommendations and orders them to be brought before the Board.
3.03		Council votes to count all people present for the December meeting if they were unable to attend because of bad weather conditions.
3.04		Council accepts Denner Gray, Dorothy Freeman and Lawrence O. Teague as new members.
3.05		The Council rejects a motion that all officers and Board members be reelected except the Rev. Charles Hansel who is no longer a member of the Council.

NUMBER	1968 DATE	EVENT
3.06		Council elects Owen Cottrell and Woodrow Lock to succeed themselves, and Mrs. Ethel Hammons to replace Rev. Hansel, to three-year terms on the Board of Directors of KCEOC.
3.07		Council elects the following officers for 1968: Wanda Mays, secretary-treasurer; Charles Singleton, vice-president; and Woodrow Locke, president.
4	Jan. 10	Grant of $724,022 is announced for Knox County by OEO for KCEOC for the next nine months including Head Start.
5	Jan. 15	The Board of Directors of the KCEOC meets at 7 p.m. in special session to discuss revision of the by-laws.
5.01		Because there had not been time to get a copy of the new by-laws to a board member before the meeting, the Board decides to postpone acting on the revisions until the February meeting.
5.02		Board agrees to meet again one-half hour early in special session before the regular meeting in February.
5.03		Upon Jesse Lay's suggestion, the Board approves the appointment of a committee made up of West, Charles Singleton, Woodrow Locke and James Blair to study the by-laws.
6	Jan. 15	The Board of Directors of the KCEOC meets at 7:30 p.m. in regular session.
6.01		After a discussion concerning whether or not to name names, the Board decides to hold the personnel grievance committee report until the executive session at the end of the meeting.
6.02		In a report on the Cannon Industries, West tells the Board the Cannon Industries is about ready to let the KCEOC take over its management and that a loan can be obtained to cover the industry's debts and still leave money for its operation.
6.03		Jesse Lay tells the Board the KCEOC has received a letter from the regional director stating that KCEOC is now a single administrative unit.

NUMBER	1968 DATE	EVENT
6.04		After a discussion of the conditions of the new grant, Jesse Lay tells the Board an examination of the minutes shows that all conditions for the grant have now been met.
6.05		Mr. West tells Board that by the end of January, Washington will have to react to the local action groups' recommendations, possibly eliminating some centers and putting restrictions on others.
6.06		Upon West's recommendation, Board appoints a committee of Mr. West, Grant Helton, Harry Corey and Owen Cottrell to work with Mr. West in changing personnel policies that are not in line with the guidelines.
6.07		Following the reading of a letter from Dick Martin of Washington stating that clothes for Early Childhood children should be provided locally, the Board appoints a committee made up of Mr. West, Richard Rustay, Albert Gregory, Betty Hollinde and Ethel Hammond to study the problem.
6.08		Board elects Cordell Miracle, Cecil Wilson and John Dixon to three-year terms on the Board of Directors.
6.09		By acclamation, Board elects Mr. Lay as chairman, Owen Cottrell as vice-chairman, and Dorothy Philpot as secretary for 1968.
6.10		Following discussion and some criticism of the OEO's addition of a farm specialist to the Farm Income Service Program, Jesse Lay asks Mr. West to run an ad in the local paper for job applications for farm specialist.
6.11		Geneva Steel, a representative from the Ketchen area, presents the Board a petition of 160 names asking that Mr. Killion be hired as the Ketchen Community Center director, but Mr. West states he feels he must wait until the Ketchen Community meets certain stipulations before anyone is hired.
6.12		Mrs. Nannie Profitt of the Wilton Local Action Group questions the legitimacy of the recently re-written Wilton Local Action Group by-laws which have been sent to Washington.

NUMBER	1968 DATE	EVENT
6.13		Members of the board of directors from the Local Action Groups are as follows: Allen F. Messer, Hammond; Andy Wilson, Cannon; Bill Graham, Grove; Grant Helton, Crane Nest; Verlon Golden, Kay Jay; Matt Bargo, Grays; Harry Corey, Fount; Chester Abner, Woolum and Dorothy Philpot, Barbourville.
6.14		Members of the Board of Directors from the Council are as follows: Mrs. Ethel Hammonds, Tip Hinkle, Woodrow Lock, Lewis Gray, Willa Mae West, Charles Singleton, James Blair, Mossie Mills and Owen Cottrell.
6.15		Members of the Board of Directors elected by the Board of Directors are as follows: Cordell Miracle, Cecil Wilson, Jesse Lay, Roger Meredith, James W. Bowlin, John Dixon, Bill Sears, Violetta Hayden and Albert Gregory.
7	Jan. 15-18	Mr. West consults toy manufacturing officials in Pennsylvania regarding Cannon Industries operations.
8	Feb. 1	Mr. West announces that England Manufacturing Company of Tazwell, Tennessee, lets three contracts with KCEOC to manufacture 30,000 component parts for chairs.
9	Feb. 6	The Knox County Association of Local Action Groups meets with 23 members present.
9.01		After Mr. West explains the Association's functions of helping to develop and carry out KCEOC programs, the Association sanctions a committee to work with Mr. West on plans and Mrs. Rahma Jackson appoints Walter Blanton, Chester Bargo, Dorothy Philpot, Dovie Thompson, and Matthew Bargo to this committee.
9.02		After questions are raised about Home Improvement procedures, Mr. H. B. Harris explains that applications first have to be approved by Local Action Groups, then must come to Home Improvement Director May's office and then are sent in lots of five to Washington for approval.
10	Feb 19	The Board of Directors of the KCEOC meets in special session prior to the regular Board meeting to consider revisions of its by-laws.

NUMBER	1968 DATE	EVENT
10.01		After making minor corrections, the Board accepts the recommendations of the revision committee for certain changes in the KCEOC by-laws.
11	Feb. 19	The Board of Directors of the KCEOC meets in regular session at 7:30 p.m.
11.01		Following complaints voiced by Verlon Golden concerning the Emergency Fund and Service Incorporated, Charge Card Store, the Board suggests that a committee meet with the EFSI Board to investigate the situation.
11.02		Following Mr. West's suggestion that the Board appoint a committee to evaluate the operation of community centers, Dick Martin and Richard Sheafer from the Mid-Atlantic Regional Office give further clarification of the role of a board committee to evaluate community centers, indicating that such evaluation should be a continuing process.
11.03		After a recent controversial local action group meeting at Wilton Center is discussed and the minutes of the Wilton meeting are read and changes are heard that the actions taken were irregular, the Board votes 8 to 5 to accept the minutes, thus ruling the controversial election of a new Wilton Local Action Group chairman valid and legitimate.
11.04		After the discussion of the Wilton Center meeting, the Board appoints a committee of Charles Singleton, James Blair, Verlon Golden, Matt Bargo, and Rober Meredith to visit and review all centers, and provide on-going evaluation and recommendations regarding the community centers.
11.05		Following a report by Mayor Miracle in which he reports the city council felt the rent for office space rented by the KCEOC from the city council should be higher, and after hearing a memorandum from Bob Williams concerning rent space, the Board appoints a committee made up of Hollis West, Bob Williams and Cecil Wilson to meet with the City Council, discuss the terms of the lease and consider the changes which had been proposed by the Council.

NUMBER	1968 DATE	EVENT
11.06		Board hires three community aides and 12 persons on a temporary basis as full-time employees of the KCEOC Manpower Program.
11.07		Lewis Gray resigns his Board membership as he is hired by the Board as a full-time employee of the KCEOC Manpower Program.
11.08		Board waives the policy that no two sub-professional can be hired from the same family and appoints Percy Grubb on a temporary basis.
11.09		Board takes the following action regarding personnel: transfers a community aide from part time to full time; transfers a community aide to teacher's aide; changes Shirley Merida from the Jackson Center director to the Cannon Center director; recommends a raise in salary for three center directors and a clerk-typist; changes John J. Jackson from Acting Community Center Project director to director; authorizes a raise for H. B. Harris, authorizes raises for two social workers, an Early Childhood Program deliveryman, a supply clerk, three home improvement aides, eleven cooks and twenty-three part-time community aides.
11.10		Board accepts the resignations of: a health nurse; Ted Jackson, center director; a community aide; and a home improvement aide.
11.11		After recommendation is made that an Early Childhood Program cook be terminated because of insubordination and physical violence against the center director, no action is taken but the case is referred to the personnel grievance committee.
11.12		Board accepts Verlon Golden's resignation from the personnel grievance committee and appoints Mr. Hinkle as his replacement.
11.13		Board goes into executive session.
12	Mar. 4	The Knox County Association of Local Action Groups meets.
12.01		After a report by the Committee previously appointed by the Association to work with Mr. West on new projects recommends that the Association pass a resolution asking the Board to take action to establish an arts and crafts

NUMBER	1968 DATE	EVENT
		store in Knox County which would both provide a sales outlet for products made and a training place for workers, the Association adopts such a resolution.
12.02		After an appeal by Mrs. Jackson, chairman of the Association, for all people in all local action groups to support the arts and crafts effort, representatives from each center either pledge materials or help to the project or promise to take the matter up with their local action group.
12.03		The resignations of Miss Vonda Collins as secretary and Mr. Andy Wilson as Board of Directors member are accepted.
12.04		Mrs. Jessie McFerrin is elected new secretary of the Association.
12.05		Mrs. Rahma Jackson, chairman of the Association, is elected as the Board of Directors member to replace Andy Wilson.
12.06		After Mr. West explains possibilities for new employment training programs, a committee of Bill Baird, Clint Merida, Loretta York, Ed Bray, and Richard Cox is appointed to work with Mr. West on plans concerning the WE&T program.
13	Mar. 18	The Board of Directors of the KCEOC meets in the courtroom of Knox County courthouse--with about 150 people present.
13.01		As a result of Mr. Helton's questioning, a part of the Board's minutes of the February 19 meeting regarding the change in chairman at the Wilton L A G, the Board is again embroiled in a lengthy discussion after which it reaffirms its previous action on the Wilton matter.
13.02		Following a report formulated out of a meeting between the EFSI Board of Directors and the clothing committee of KCEOC Board given by EFSI board member, Mr. Donald Freeman, Board recommends its committee meet and consider the suggestions and requests presented in Mr. Freeman's report.
13.03		The Board hears a report of the personnel grievance committee, that Mrs. Rosie Cox, cook at Messer, be transferred to another work location as soon as feasible.

NUMBER	1968 DATE	EVENTS
13.04		In a report from the evaluation committee for community centers, West tells the Board the committee is in the process of setting up criteria for judging the centers and will be visiting the community centers both as a group and as individuals in the near future.
13.05		Since the municipal building had not been large enough to accomodate recent crowds, it is reported that unanimous permission has been obtained from the County Fiscal Court for the Board to hold its monthly meetings in the county courtroom.
13.06		Following Mr. West's report on a new 15-county concentrated employment program, the Board authorizes the chairman to appoint 4 members to serve on the 15-county board soon to be set up for this program.
13.07		After Rahma Jackson's presentation of a resolution from the Association of Neighborhood Councils, calling for the establishment of an arts and crafts center and remarks from Ed Bray, Kay Jay, who calls for the poor and the merchants and the local business people to work together, the Board authorizes the signing of a lease for land on which the arts and crafts store will be built and the appointment of a committee to do planning and funds solicitation for the project.
13.08		Enthusiasm for the arts and crafts store is manifest in pledges of $500 by Owen Cottrell, of $300 by Mrs. Hatti Rowland, and of $100 by Mr. Hinkle.
13.09		Following West's report on the possibilities of establishing manpower training workshops in the county, the Board authorizes the executive director to negotiate with Washington for funds to assist in establishing these workshope and to negotiate for a lease for a building to provide needed space.
13.10		In a report on the farm income program for Knox County, West recommends that the Board hire Jerry Marks of Henderson Settlement on a half-time basis to develop a farm income program and that an aide be hired to assist him.

NUMBER	1968 DATE	EVENT
13.11		Board hires the following personnel: An Early Childhood teacher; a nurse; a purchasing and payroll clerk and Jerry Marks, farm income technician part-time.
13.12		Board takes the following action regarding personnel: transfers one person from part-time to full-time; transfers temporarily an employee to the KCEOC Manpower program; promotes R. A. Williams from business director to manpower specialist; promotes Glenn Treadway from accountant to business director; promotes James A. Tye from supervisor of logistics to accountant and promotes Darlene Rice from Early Childhood program teacher to Early Childhood coordinator.
13.13		Board accepts the resignations of Richard Rustay, Early Childhood program coordinator, and two Early Childhood teachers.
13.14		Prior to the adjournment of the Board meeting, Owen Cottrell and Jesse Lay commend Board members for their cooperative spirit and say this is the most constructive meeting they have attended since the program began.
14	Mar. 21	Barbourville Advocate headlines its story on the KCEOC Board's action March 18th: "Unified KCEOC Action Promises Growth for County."

APPENDIX B

Schedule Number_____

Master Code _____

COMMUNITY RELATIONS INTERVIEWS

Knox CAP Study
Feb-March 1968

A. Respondent_____

B. Categories of Qualification: (Check every one pertinent)

_____CAP Professional Staff (1)

_____CAP General Knox Staff (2)

_____Outside Knox OEO Staff (3)

_____Board Member (4)

_____Community Leader (5/6)

_____Organization Executive (7)

_____Leader of Poor (8)

If interviewee has been interviewed previously (as indicated by Master Code number) delete questions 1-6, 50, 51, 80-92, 100-107, and 110.

C. Date of Interview:_____1968

D. Place of Interview _____

E. Interviewer _____

F. Time Begun _____A.M. _____P.M.

G. Time Ended _____A.M. _____P.M.

H. Total Time of Interview in Minutes: _____.

I. Comments:

I. GENERAL EVALUATION

1. (1,2,4,5,6,7,8) As you know, we are seeking to learn what the Knox County Economic Opportunity program has meant to this county. We are going to mention several different aspects of life now, and, FOR EACH ONE, we would like you to tell us whether you think Knox County's Economic Opportunity program--(Community Action Program)--has IMPROVED THINGS, has MADE THINGS WORSE, or has had NO SIGNIFICANT EFFECT EITHER WAY. Now, what would you say its effect has been on _____? (Inserting the first item below, and following with the others, but adding for each one as it is mentioned:) Would you say KCEOC programs improved this, made this worse, or had no significant or appreciable effect? (Don't encourage "Don't Know" response but record it where necessary. Place an "X" in the appropriate column for each.)

Aspects	Improved	Made Worse	Had No Effect	Don't Know or No Opinion
1) Level of income				
2) Talk between poor people and local officials				
3) Health services				
4) Hopefulness of the people				
5) The way important things get decided in the county				
6) Job opportunities				
7) Opportunities of the poor to get together more and talk about their problems				
8) County leadership				
9) Organization for economic development of county				
10) Educational opportunities				
11) The "say-so" the poor have on important matters				
12) Confidence in government				
13) Neighborhood leadership				
14) Opportunities the poor have for organized group action				
15) Work skills of the poor				
16) The way "welfare" is handled				
17) Life in general here				

(Note: For item 17, seek the respondent's judgement on the general effect of KCEOC programs--taking all aspects together.)

Introduction for 2,3,4. Whatever your opinions about the KCEOC program's over-all or specific effects we would like to know your feeling about WHICH part if any of all the people here it has helped the most, and WHICH part if any, it has hurt the most.

(1,2,4,5,6,7,8) 2. Of these four groups: a) the poorest people in the county; b) the poor, but not the very poorest; c) the middle income group and d) the well-to-do, which, if any, do you think have been most helped by the KCEOC program? (Check one. Don't encourage "No One", or "Don't Know", but use if necessary.)

_____Poorest
_____Poor
_____Middle Income
_____Well-to-do
_____No one
_____Don't know

(1,2,4,5,6,7,8) 3. Now, think of the same groups which, if any, do you think was hurt the most? (Check one. Don't encourage "No One" or "Don't Know", but use if necessary.)

_____Poorest
_____Poor
_____Middle Income
_____Well-to-do
_____No one
_____Don't know

(1,2,4,5,6,7,8) 4. Again, think of the same groups, which, if any, do you feel has not been affected at all one way or the other? (Check one. Don't encourage either "all" or "don't know" but use if necessary.)

_____Poorest
_____Poor
_____Middle Income
_____Well-to-do
_____All
_____Don't know

(1,2,4,5,6,7,8) 5. There are several ways poor people and those who work with them try to get things done to help them. We are going to mention some that have been tried in one place or another and, for each one we would like you to tell us whether, to your knowledge, it has been tried with the poor people here in Knox County. Now, what about _____? (giving the first item below and then each successive one.) To your knowledge, has this been tried in Knox County? (If yes, ask Who tried it, or under whose auspices was it tried, or who led in this?

Devices	Don't Know	No	Yes	If yes: By Whom?
1) Sending delegations to school or local authorities				
2) Getting poor people to join an organization just for them				
3) Picketing, marching or demonstrating				
4) Having groups of poor people study and discuss the problems they face				
5) Preparing and distributing circulars				
6) Boycotting (refusing to buy from a store or attend a school, etc., until changes are made				
7) Demonstrating by those on "welfare" for higher welfare checks				
8) Organizing and operating a cooperative buying club				
9) Getting signatures and presenting petitions				

(1,2,4,5,6,7,8) 6. Now we would like to know how you feel--pro or con--about each of these devices or techniques. In general would you say you are all for it, mildly for it, neither for it nor against it, mildly against it, or strongly against it. (Check the appropriate column for each item. Use "Don't Know" only if necessary.

Devices	All For	Mildly For	Neither	Mildly Against	Strongly Against	Don't Know
1) Sending delegations to school or local authorities						
2) Getting poor people to join an organization just for them						
3) Picketing, marching or demonstrating						
4) Having groups of poor people study and discuss the problems they face						
5) Preparing and distributing circulars						
6) Boycotting (refusing to buy from a store or attend a school, etc., until changes are made						
7) Demonstrating by those on "welfare" for higher welfare checks						
8) Organizing and operating a cooperative buying club						
9) Getting signatures and presenting petitions						

II. MAJOR POLICY LINES

(1,3,4) 10. One of the reasons for establishing community action programs was to stimulate local communities to develop programs suited to their own particular problems. To what extent do you think this has been done in the Knox County case? Are there particular characteristics about the Knox County CAP that are unique or significantly different from all or most other Community Action Programs? How did these (if any) unique aspects develop? Under whose initiative? Within what conditions? What, if any, are the problems of keeping the program adaptable to changing conditions? Comment on the advantages and disadvantages of the ties with Washington and the problems of communication between the local program and the national administrators.

II. (continued)

(1,3,4) 11. We would like you now to think some about what seem to be the main assumptions about poverty and what to do about it which seem to underlie the community action program here in Knox County. Most programs have certain assumptions either implicit or explicit. We have developed three statements which express somewhat different positions about why people are poor and what the most important things to be done to help them are. Read these (giving respondent "Three Assumptions" card) and then give me your judgment on which one FITS MOST CLOSELY, and then, NEXT MOST CLOSELY the way the Knox County Community Action Program has actually run. (Record the number he selects for each.)

_____fits most closely; _____fits next most closely.

1. Poor people are poor mainly because they don't have the basic habits and education which will permit them to do good work and therefore hold reasonably good jobs. What is needed then is to provide them with basic education and training.

2. Poor people are poor mainly because they don't feel themselves worthy and they have almost no experience with using their influence to get what they need from people in authority. What is needed is to get them to organize themselves and win some dramatic victories as a group so they will learn they are worthy and can exert influence.

3. Poor people are poor mainly because the way they and others have usually thought about their problems prevents all of them from seeing any steps that can be taken to improve things. What is needed, then, is to get all the population, including all socio-economic levels to develop a new cooperative way of working so that what each can do about needs people themselves feel are important is not only recognized, but mutually supported.

II. (continued)

(1,3,4) 12. We would now ask you to help us get a clearer idea about the general development of the Knox County Economic Opportunity Council's program--how it started and has proceeded from January 1965 on to the present. Since this is a considerable period of time to remember and some of the things we want to ask about may have varied from time to time, we have developed a brief summary of the program in terms of five stages. We would first like to ask you to look this over (handing the "Five Stages" card) and tell us whether you would make any modifications about either the character or dates of the periods. Is there any important aspect we have missed? Would you like to change or add to the description of any stage? (IF YES,) How or in what way would you change or add things to present a fuller, more accurate account of the course of the program?

STAGE 1: THE IDEA STAGE. Roughly Jan. 1965 through July 1965. During this time James Kendrick and one or two others constituted the staff. The chief characteristic was the development of ideas and the formulation of proposals.

STAGE 2: STAFFING AND INITIAL OPERATIONS. Roughly Aug. 1965 through June 1966. The staff expanded from just a few to aroung 125. The number of community centers grew to 13. Major programs were organized and extended throughout the county.

STAGE 3: FIRST INTERIM STAGE. Roughly July 1966 through Jan. 1967. Kendrick became Director of an 8-County Area program. Increasing attention given to the organization of the poor. Tension develops between the Knox County Board of Directors and Washington OEO office over the appointment of a new director.

STAGE 4: SECOND INTERIM STAGE. Roughly Feb. 1967 through July 1967. H. B. Harris is appointed acting Director. Various programs run along much the same. A new Director, Hollis West is hired in April, assuming office in early June. Personnel changes in July.

STAGE 5: THE REORIENTATION STAGE. Roughly Aug. 1967 to date (March '68). New proposals emphasizing economic and employment training are submitted to and accepted by OEO Washington. Adaptations in program emphasis and staff organization are initiated and executed.

_____No major modifications.
_____Modifications of dates (Write these above those of any stage.)
_____Other changes--such as additional or different description. (Write below)

II. (continued)

(1,3,4) 13. Now, we would like you to think again about the three sets of assumptions we talked about a moment ago (handing him the "Three Assumptions" card). But this time, think of these in relation to the five stages of the program we have just been talking about (handing him the "Five Stages" card, if he doesn't already have it.) Which statement best fits the way the program seemed to operate in STAGE 1? Which, for STAGE 2? etc., etc. (Insert the number of the statement he feels fits best for each stage below. If he didn't know enough about the program at any one time, check under "not active". Use "don't know" only if unavoidable.)

	Not Active	Don't Know
Stage 1--Best fit_____.	_____	_____
Stage 2--Best fit_____.	_____	_____
Stage 3--Best fit_____.	_____	_____
Stage 4--Best fit_____.	_____	_____
Stage 5--Best fit_____.	_____	_____

(1,3,4) 14. If respondent added a stage or otherwise modified these five stages in his answer to question "12", then ask:
Which statement do you think is the best for the stage(s) you added just now? (or the stage modifications you made)?

_____is best fit for the first added or modified stage.

_____is best fit for the second added or modified stage.

(1,3,4) 15. Are there other ways the program changed significantly from one period to another? _____No. _____Yes.
IF YES, in what ways? And at what times?

III. ROLES IN KCEOC STAFF

(1,2) 20. As a staff member of the CAP here in Knox County, you have lots of kinds of jobs to do. Here is a listing of some of the types of things you probably have had to do (handing "CAP Worker Roles" card). Which three of these would you say take the greatest amount of your working time? And which three would you say take the least amount of your working time?

Greatest amount taken by: _____; _____; _____.

Least amount taken by: _____; _____; _____.

1. Taking part in meetings.

2. Writing or otherwise giving reports to superiors.

3. Giving instructions or explanations to subordinates.

4. Visiting and talking with people in their homes to help them understand and lead them to take part in the program.

5. Talking with leaders of other programs or organizations.

6. Helping local action group leaders plan their work.

7. Dealing with friction among workers.

8. Making recommendations on hiring, promoting and/or dismissing personnel.

9. Preparing proposals.

10. Talking with members of the Board of Directors about policies.

(1,2) 21. Are there any other kinds of jobs not listed here which take just as much or more of your time as any of those you said took the greatest amount of your time?

_____No. _____Yes.
IF YES, what?

IV. MAXIMUM FEASIBLE PARTICIPATION

(1,3) 30. As you recall them, in what particular ways did the Knox CAP seek to implement the "maximum feasible participation of the poor" policy? In what ways, if any, did the efforts to implement this policy change during the period of the program?

IV. (continued) Maximum Feasible Participation

(1,2,3,4,5,6,8) 31. Efforts to improve conditions with the poor often lead to different relationships between them and the leaders who have major responsibilities and authority for various parts of community life. Could you describe the relation as you now see it here in Knox County between these two groups--the leaders and the poor?

(Probe with such questions as: Do they differ much on their main goals? Do they differ on the way they see things or the way they approach problems? Do they differ on their stands on issues in the community? Is there much communication between them? Is there liking or disliking? trust or distrust?)

(1,3) 32A. Would you say that the relationship that exists today between the leaders and the poor here in Knox County is any different from what it was at any of the times of these different stages we outlined (handing the "Five Stages" card)?

_____No, no different from any of them.
_____Yes, different on some.
IF YES, ask: In which stages was it different and in what way?

Check, if different in

_____Stage 1. (Ideas--Jan. 65 - July 65). In what way?

_____Stage 2. (Initial--Aug. 65 - June 66). In what way?

_____Stage 3. (First Interim--July 66 - Jan. 67). In what way?

_____Stage 4. (Second Interim--Feb. 67 - July 67). In what way?

_____Stage 5. (Reorientation--Aug. 67 - date). In what way?

(2,4,5,6,8) 32B. Would you say that the relationship that exists today between the leaders and the poor here in Knox County is any different from what it was at any time since the program started?

_____No, no different. _____Yes, different.
IF YES, ask: When was it different and in what way?

IV. (Continued) Maximum Feasible Participation

(1,2,4,5,6,8) 33. How about the way these relations between the poor and the leaders were before the CAP came to Knox County? Do you think from what you know or have heard, they were any different then from the way they are now?

_____Same then as now. _____Different then from now.
IF DIFFERENT, ask: In what way?

(1,2,3,4,5,6,8) 34. Supposing the leaders and the poor in a community do differ on important issues, which do you think the professional staff of the CAP should do?

_____Side with the poor.

_____Side with the leaders.

_____Take some other course.
IF OTHER, explain

(1,2,3,4,5,6,8) 35. Do you think the KCEOC professional staff has, in general carried out this role? (In either case, ask for illustration.)

(1,2,3,4,5,6,7,8) 36. How do you feel about the Local Action Groups (Neighborhood Councils)? (Probe for their perceptions of usefulness, contributions, advantages for the poverty program and for getting rid of poverty.)

(1,2,3,4,5,6,7,8) 37. How do you feel about the <u>Association</u> of Local Action Groups (or of Neighborhood Councils)? (Probe in same way.)

IV. (continued) Maximum Feasible Participation

(1,2,3,4,5,6,7,8) 38. In general, what do you think the main results are of this effort to bring the poor into participation in the program?

(Probe with: In your estimation, has the achievement of the ultimate goal of reducing poverty been brought closer or made more remote by this stratagem? What other results have there been?)

(1,2,3,4,5,6,8) 39. Tell me what you can about the group or movement known as the UNITED APPALACHIAN COMMUNITIES

(Probe with: How did it start? In what ways, if any, did the KCEOC staff and OEO generally support or oppose UAC? In what way, if any, did it affect the KCEOC program? Did it bring or cause any division among Knox County citizens?)

(1,2,3,4,5,6,8) 40. Over-all which would you say--that the UAC movement HELPED or HINDERED the KCEOC program here, or do you think it had no appreciable effect either way?

_____UAC helped; _____UAC Hindered; _____UAC had no real effect.

V. LEADERSHIP

(1,2,3,4,5,6,7,8) 50. (Introduction--Now, we turn to a consideration of leadership in Knox County. As you know, one important effect of any big program in a relatively small place is its meaning for the area's leadership. So, we want to ask you some questions in this area. In some of these we will ask for the names of particular persons as you see them, but we are asking for these specific names so we can put your comments and those of others together to get an over-all picture--not to focus attention upon any one person or set of persons. /In addition, we assure you that these, like all aspects of our interviews with you, are confidential to our staff. So, we will greatly appreciate it if you will be frank with us./)

First, then, who would you say are the main leaders in Knox County?
(If it is asked how many we want, indicate we would like any and all names that the respondent feels deserve to be classed as major leaders, but indicate we know no one can think of everyone he might like to name, but that this will total up and average out, so that he need not ponder over his reply, just to give us those who come fairly readily to his mind.)

50. Name and Occupation	51. Source of Influence

(1,2,3,4,5,6,7,8) 51. (<u>After respondent has given all names he wishes</u>, <u>then ask:</u>) Where would you say each of these gets his influence? (Record answer above opposite name.)

V. (continued) Leadership

(1,2,3,4,5,6,7,8) 52. From what you know or have heard said, do you think the main group of persons having major influence <u>has changed significantly</u>, or has <u>not changed significantly</u>, in the last few years since KCEOC has been in operation?

_____Not changed. _____Changed.

<u>If changed, ask</u>: In what way has it changed? Would you say fewer people or more people have influence now than before?

_____fewer; _____more; _____about same number.

<u>If about same number</u>, what kind of change has there been? (If feasible, ask what persons have lost influence and which ones have gained?)

V. (continued) Leadership

(1,2,3) 53A. Now I would like you to think with me a little about the way decisions get made about the CAP (here) in Knox County. Certain alignments or divisions of people tend to affect the way things are decided in every county. We have developed a list of some of these groupings or divisions (handing "Alignments and Divisions" card), and I would like you to tell me which ones you think often do make a difference in the outcome of important questions before the KCEOC Board of the staff of the CAP (here) in Knox County.

Alignments or Divisions	53A Often Make Diff.	53A Don't Know	54A Rec. More Imp.	54A Rec. Less Imp.	54A Rec. No Chgn.	54A Don't Know	55A KCEOC Affect.	55A Don't Know
1) Family & kin vs. other family and kin								
2) One faction vs another								
3) One neighborhood vs another neighborhood								
4) Democrat vs Republican								
5) One church vs another church								
6) Young people vs older people								
7) Management vs labor								
8) Well-educated vs poorly educated								
9) White vs Negro								
10) Town people vs country people								
11) Poor vs Well-to-do								
12) Newcomers vs Oldtimers								
13) Other (specify)								

of these have

(1,2,3) 54A. Please tell me which alignments or divisions become more important or less important recently in their effect on the way things are decided about the KCEOC program? ___No; ___Yes. IF YES, ask: Check which MORE, and which LESS important and which HAVEN'T CHANGED recently in columns 54A.

(1,2,3) 55A. Do you feel the KCEOC program itself has had any effect on the relevance or significance of any of these divisions or alignments have for the way things are generally decided in Knox County? ___No; ___Yes. IF YES, ask: On which ones do you think it has had an effect? (Check above in column "55A".)

(1,2,3) 56A. If respondent felt KCEOC had had an effect on one or more alignments or divisions, ask: What effect do you think it had? (Record below by code number of divisions shown above.)

(Note: if respondent is willing, ask for the persons and groups generally identified with each important grouping. Record below.)

V. (continued) Leadership

(4,5,6,7,8) 53B. Now I would like you to think with me a little about how decisions get made here in Knox County. Certain alignments or divisions of people tend to affect the way things are decided in every county. We have developed a list of some of these groupings or divisions (handing the "Alignments and Divisions" card) and would like you to tell me which you think OFTEN DO MAKE A DIFFERENCE in the outcome of important questions here in Knox County. (Check in columns 53B).

(4,5,6,7,8) 54B. Thinking about the significance of these different divisions to the way things get decided here, also please tell me which, if any, of these has become MORE IMPORTANT, and which LESS IMPORTANT, and which HAVEN'T CHANGED since KCEOC program came in in 1965. (Check in columns 54B).

Alignments or Divisions	53B Often Make Diff.	53B Don't Know	54B Rec. More Imp.	54B Rec. Less Imp.	54B Rec. No Chng.	54B Don't Know	55B KCEOC Affect	55B Don't Know
1) Family and kin vs other family and kin								
2) One faction vs another faction								
3) One neighborhood vs another neighborhood								
4) Democrat vs Republican								
5) One church vs another church								
6) Young people vs older people								
7) Management vs labor								
8) Well educated vs poorly educated								
9) White vs Negro								
10) Town people vs country people								
11) Poor vs well-to-do								
12) Newcomers vs oldtimers								
13) Other (specify)								

(4,5,6,7,8) 55B. Thinking of the groupings you indicated had either grown or lessened in importance, do you think the KCEOC program has affected the significance any of these have had for the way things are decided here? That is, has the program been a part of the reasons any of these divisions have become more or less important or significant? (Check above in columns 55B any that KCEOC has affected.)

(4,5,6,7,8) 56B. If respondent felt KCEOC had had an effect on one or more alignments or divisions, ask: What effect do you think it had? (Record below by code number of divisions shown above.)

(Note: If respondent is willing, ask the persons and groups generally identified with each important grouping. Record below.)

V. (continued) Leadership

(1,2,3,4,5,6,7,8) 57. Now, let's think of specific groups like clubs or agencies, companies--private or public organizations. What would you say are the groups that have the most influence or "say so" on what gets done or doesn't get done here in Knox County as far as basic policy is concerned? (Again, suggest if he asks how many--to name as many as he feels have major influence.)

57 Organization or Faction Name	58A Less Important Earlier
1)	
2)	
3)	
4)	
5)	
6)	

(1,2,3,4,5,6,7,8) 58. From what you know or have heard said, do you think the organizations having major influence have changed any in the last few years since KCEOC has been in operation?

_____Not changed any. _____Changed.

If changed, ask: A) Which of the above you mentioned as important now, were much less important before KCEOC? (Check in above column 58A any mentioned as less important earlier.)

B) Are there any organizations which used to be important which have lost importance since KCEOC came in? (List below.)

1)_____

2)_____

3)_____

4)_____

VI. ORGANIZATIONAL ENVIRONMENT

(7) 60. I would like now to get your impressions of the "place" the KCEOC program has had as an organization within the range of all the programs and organizations in Knox County. To approach this, look first, at this card (handing him the "Eight Community Sector" card) and tell me the sector you feel your organization is more a part of than any other.

Record: _____sector number.

VI. (continued) Organizational Environment

(7) 61A. Now, with regard to this sector (mentioning the sector he chose in question 60), please give me your main impression about the type of relationships generally found between the KCEOC PROGRAM and the _____part of the Knox community? Would you characterize these relations as being mainly cooperative and friendly, mainly somewhat unfriendly and uncooperative, or neither one nor the other--just neutral? (Check in 1st 4 columns)

Sectors of Community	61A Coop.	61A Un-Coop.	61A Neutral	61A Don't Know	62A No Change	62A Change	62A Don't Know
1) Education & Communications							
2) Government							
3) Business, Industry, Agri.							
4) Health & Mental Health							
5) Welfare							
6) Civic & General Development							
7) Religion							
8) Recreation							

(7) 62A. Would you say there have been any changes in this situation--in the type of relationships characterizing KCEOC PROGRAM and this sector (the one he selected) at any time in KCEOC's history? (Check in last 3 columns above.)

(7) 63A. If change is indicated, ask: What kind of change and at what stage or point in KCEOC's history? What do you think accounted for the change? (Record these below.)

VI. (continued) Organizational Environment

(1,3,4) 61B. I would like now to turn to the place the KCEOC PROGRAM has occupied as an organization with the range of programs and organizations in Knox County. For the moment, think of Knox County's community life as divided into eight sectors (handing him the "Eight Community Sector" card). Give me, please, your main impression about the kind of relationships the KCEOC PROGRAM has experienced with each of these sectors of the community. First, what about "Education and Communications"? (Continue with each in turn.) How would you characterize the relationship between "Education and Communications" and the KCEOC PROGRAM? As Cooperative and friendly; as somewhat unfriendly and uncooperative; or as neither one nor the other--just neutral? (Check in one of first four columns.)

Sectors of Community	61B Coop.	61B Un-Coop.	61B Neutral	61B Don't Know	62B No Change	62B Change	62B Don't Know
1) Education & Communications							
2) Government							
3) Business, Industry & Agri.							
4) Health & Mental Health							
5) Welfare							
6) Civic & General Development							
7) Religion							
8) Recreation							

(1,3,4) 62B. Now, would you say there have been any changes in the relationships the KCEOC PROGRAM has had with any of these sectors at any time in its history? (For each of the above sectors, in turn, ask:) Has there been any change in KCEOC's relationships with "Education and Communications"? (Check in last three columns above.)

(1,3,4) 63B. For any sector where a change is indicated, ask: What kind of change occurred? What accounted for the change? About when did the change take place? (Note these changes below, using code numbers of sectors above to refer to different sectors).

VI. (continued) Organizational Environment

(2,8) 61C. I would like now to turn to the place your LAG has occupied as an organization with the range of programs and organizations in Knox County. For the moment, think of Knox County's community life as divided into eight sectors (handing him the "Eight Community Sector" card). Give me, please, your main impression about the kind of relationships your LAG has experienced with each of these sectors of the community. First, what about "Education and Communications"? (and continue with each in turn.) How would you characterize the relationship between "Education and Communications" and your LAG? As cooperative and friendly; as somewhat unfriendly and uncooperative; or as neither one nor the other--just neutral? (Check in one of first four columns.)

Sectors of Community	61C Coop.	61C Un-Coop.	61C Neutral	61C Don't Know	62C No Change	62C Change	62C Don't Know
1) Education & Communications							
2) Government							
3) Business, Industry & Agri.							
4) Health & Mental Health							
5) Welfare							
6) Civic & General Development							
7) Religion							
8) Recreation							

(2,8) 62C. Now, would you say there have been any changes in the relationships your LAG has had with any of these sectors at any time in its history? (For each of the above sectors, in turn, ask:) Has there been any change in LAG's relationships with "Education and Communications"? (Check in last three columns above.)

(2,8) 63C. For any sector where a change is indicated, ask: What kind of change occurred? What accounted for the change? About when did the change take place? (Note these changes below, using code numbers of sectors above to refer to different sectors).

VI. (continued) Organizational Environment

(2,8) 61D. I would like now to turn to the place the ASSOCIATION (of LAG's) has occupied as an organization with the range of programs and organizations in Knox County. For the moment, think of Knox County's community life as divided into eight sectors (handing him the "Eight Community Sector" card). Give me, please your main impression about the kind of relationships the ASSOCIATION has experienced with each of these sectors of the community. First, what about "Education and Communications"? (Continue with each in turn.) How would you characterize the relationship between "Education and Communications" and the ASSOCIATION? As cooperative and friendly; as somewhat unfriendly and uncooperative; or as neither one nor the other--just neutral? (Check in one of first four columns.)

Sectors of Community	61D Coop.	61D Un-Coop.	61D Neutral	61D Don't Know	62D No Change	62D Change	62D Don't Know
1) Education & Communications							
2) Government							
3) Business, Industry & Agri.							
4) Health & Mental Health							
5) Welfare							
6) Civic and Gen. Development							
7) Religion							
8) Recreation							

(2,8) 62D. Now, would you say there have been any changes in the relationships the ASSOCIATION has had with any of these sectors at any time in its history? (For each of the above sectors, in turn, ask: Has there been any change in the ASSOCIATION's relationships with "Education and Communications"? (Check in last three columns above.)

(2,8) 63D. For any sector where a change is indicated, ask: What kind of change occurred? What accounted for the change? About when did the change take place? (Note these changes below, using code numbers of sectors above to refer to different sectors).

VI. (continued) Organizational Environment

(1,4) 64B. Now, within the sectors you characterized as being cooperative with KCEOC PROGRAM, above, please list an organization, agency, office or program with which the KCEOC PROGRAM had warm, cooperative relationships. What were the important factors accounting for this cooperative situation do you think?

Organization (cooperative)	Factors accounting for

(1,4) 65B. Now, similarly, within each of the sectors above that you characterized as being "uncooperative" with the KCEOC PROGRAM, list an organization, agency, office, or program with which the KCEOC PROGRAM needed to have good working relationships, but with which, for various reasons, did not have them, or lost them along the way. What do you think were the most important factors accounting for these instances where cooperation was lacking?

Organization (uncooperative)	Factors accounting for

VI. (continued) Organizational Environment

(2,8) 64C. Now, within the sectors you characterized as being cooperative with LAG, above, please list an organization, agency, office or program with which your LAG had warm, cooperative relationships. What were the important factors accounting for this cooperative situation do you think?

Organization (cooperative)	Factors accounting for

(2,8) 65C. Now, similarly, within each of the sectors above that you characterized as being "uncooperative" with your LAG, list an organization, agency, office, or program with which your LAG needed to have good working relationships, but with which, for various reasons, did not have them, or lost them along the way. What do you think were the most important factors accounting for these instances where cooperation was lacking?

Organization (uncooperative)	Factors accounting for

VI. (continued) Organizational Environment

(2,8) 64D. Now, within the sectors you characterized as being cooperative with ASSOCIATION (of LAG's) above, please list an organization, agency, office, or program with which the ASSOCIATION had warm, cooperative relationships. What were the important factors accounting for this cooperative situation do you think?

Organization (cooperative)	Factors accounting for

(2,8) 65D. Now, similarly, within each of the sectors above that you characterized as being "uncooperative" with the ASSOCIATION (of LAG's), list an organization, agency, office, or program with which the ASSOCIATION needed to have good working relationships, but with which, for various reasons, did not have them, or lost them along the way. What do you think were the most important factors accounting for these instances where cooperation was lacking?

Organization (uncooperative)	Factors accounting for

VI. (continued) Organizational Environment

(7) 66. Now, how would you characterize the relationships between your organization and the KCEOC PROGRAM? Would you say they have been mainly <u>cooperative and friendly</u>, mainly <u>uncooperative and unfriendly</u>, or neither one nor the other, but just <u>neutral</u>?

_____Cooperative mainly; _____Uncooperative mainly; _____Neutral.

(7) 67. Has this type of relationship between the KCEOC PROGRAM and your organization remained essentially the same throughout the history of KCEOC, OR has there been some change?

_____Same throughout; _____Some change.
<u>If changed</u>, in what way? When?

VII. ROLE OF LEADERS OF POOR

(8) 70. What different positions of leadership have you had in any of the organizations related to the KCEOC PROGRAM? What about _____ (mentioning each in turn, and after the entire list, then ask: Have you held any others? (Add them, if any).

	71 Beneficial	71 Not Beneficial	71 Don't Know
_____1. Officer of Local Action Group			
_____2. Representative of LAG to ASSN of LAG			
_____3. Officer in ASSN of LAG			
_____4. Member of Bd. of Directors (KCEOC) elected from ASSN of LAG			
_____5. Member of Bd. of Directors (KCEOC) elected from Council			
_____6. Member of Bd. of Directors (KCEOC) by Bd. of Directors			
_____7. Officer of Parent Adv. Group of Early Childhood Program			
_____8. Officer in KCEOC COUNCIL			
_____9. Officer in Bd. of Directors (KCEOC)			

Others: List below

10. _____

11. _____

12. _____

(8) 71. Now, think about your experience in each of those positions. Would you say it was a good experience--beneficial to you in general; or not? (Check above, for each--asking, "What about____?" Would you say it was beneficial to you or not?)

(8) 72. Now, can you tell me why you think these were beneficial? (If any were). (Probe for relations with neighbors, with CAP staff, for feelings of significance and meaning.)

(8) 73. Can you tell me why or in what way these other experiences were not beneficial? (Probe for relations with neighbors, with CAP staff, with feelings of lack of consequence and meaning).

VII. (continued) Role of Leaders of Poor

(8) 74. As well as you can remember, tell me some of the main things you had to do when you carried out your responsibilities in these leadership positions.

(8) 75. Now, I would like to ask you about any talks or discussions or meetings you had while carrying out these leadership duties with a number of kinds of people. I'll mention each of several kinds of people, and I would like you to tell me whether, while you worked in any of these leadership jobs, you ever talked with or had occasion to see any of these? What about members of the Board of Directors of the KCEOC? (Than ask about each of the groups in turn, listed. If he did contact a particular party, then ask (after all have been checked): Can you remember how you happened to see this person or persons? What did you see them about mostly? How often?

Categories of persons	SAW: No	SAW: Yes	Don't Know	If Yes: how occur? What about? How often?
1. Members of KCEOC Board of Directors				
2. Members of the CAP Professional Staff				
3. Community Center Directors				
4. Aides				
5. VISTA's				
6. Other volunteers				
7. Your neighbors in your Center Area				
8. County officials				
9. Other county leaders				
10. Others (specify)				

VIII. VALUES AND ATTITUDES

(1,2,4,5,6,8) 80. People disagree about how much influence community groups--say just ordinary groups of citizens--can have. Do you think such groups can do a GREAT DEAL, SOMETHING, or PRACTICALLY NOTHING about:

	Great Deal	Some-thing	Practically Nothing
a) helping increase job opportunities	2)	1)	0)
b) organizing a neighborhood cleanup campaign	2)	1)	0)
c) getting taxes lowered	2)	1)	0)
d) getting road name signs put up around here	2)	1)	0)
e) improving their houses	2)	1)	0)
f) improving the schools	2)	1)	0)

(2,4,5,6,7,8) 81. In general, how do you feel now about how much "say-so" you have about how things are run around here compared to how much "say-so" you had three or four years ago? Which of these is the way you feel about this?

a)_____I have more "say-so" now than I used to.

b)_____I have less "say-so" now than I used to.

c)_____I have about the same amount now as I did a few years ago.

(2,4,5,6,7,8) 82. Would you be willing to move from Knox County if you could get (for "2" and "8", use:) good job (for 4,5,6, and 7, use:) a better job in some other state?

1)_____No

2)_____Yes

Other response_____

_____

(1,2,4,5,6,7,8) 83. Now, on the whole, do you think that people who have moved from Eastern Kentucky to Ohio, Indiana, and other places are better off or worse off than before they moved?

3)_____Better off after moving
2)_____No better off, no worse off
1)_____Worse off after moving
2)_____Unsure or other (specify)_____

_____

Why do you say that?_____

_____

VIII. (continued) Values and Attitudes

(2,4,5,6,7,8) 84. Do you think that God is more pleased when people try to get ahead, or when they are satisfied with what they have? Or, do you think that God is not concerned with these kinds of things?

2_____God is not concerned.
1_____Pleased with those satisfied with what they have.
3_____Pleased with those who try to get ahead.
2_____Unsure

(1,2,4,5,6,7,8) 85. Do you think the government is doing enough for the people, or too much, or too little?

1_____Too little
3_____Too much
2_____Enough
2_____Don't know

(1,2,4,5,6,7,8) 86. Do you think that quite a few of the people running the government are a little crooked, not very many are, or do you think hardly any of them are?

1_____Quite a few are
2_____Not very many are
3_____Hardly any are

(1,2,4,5,6,7,8) 87. Do you think that people in the government waste a lot of the money paid in taxes, waste some of it, or don't waste very much of it?

1_____Waste a lot
2_____Waste some
3_____Don't waste very much of it

(1,2,4,5,6,7,8) 88. How much of the time do you think you can trust the government in Washington to do what is right--just about always, most of the time, or only some of the time?

1_____Just about always
2_____Most of the time
3_____Some of the time

(1,2,4,5,6,7,8) 89. Do you feel that almost all of the people running the government are smart people who usually know what they are doing, or do you think that quite a few of them don't know what they are doing?

1_____Almost all know what they are doing
2_____Quite a few don't seem to know what they are doing
3_____Don't know.

(1,2,4,5,6,7,8) 90. Would you say the government is pretty much run by a few big interests looking out for themselves or that it is run for the benefit of all the people?

1_____Run by a few big interests looking out for themselves
2_____Run for the benefit of all
3_____Don't know

VIII. (continued) Values and Attitudes

(1,2,4,5,6,7,8) 91. What should most qualify a man to hold high public office? (Please check only one.)

1_____Coming fom the right kind of family
2_____Devotion to old and time-honored ways
3_____Being the most popular among people
4_____Being educated and knowledgeable

(1,2,4,5,6,7,8) 92. Which is the most important thing for the future of this country? (Please check only one.)

1_____Good luck
2_____God's help
3_____Good planning on the part of the government
4_____The hard work of people

IX. PERSONAL DATA (For every respondent, regardless of category)

100. Age: ____Years. 101. Sex: _____Male; _____Female. 102. Race: ___White;__Negro.

103. What was the last grade you completed in school? ____grade. ____Highest Degree.

104. Occupation (fully describe)_____

105. In which of these categories did your total family income fall last year? (Show card and record letter). Tell me the letter: _____letter.

Below $1,000 (a)	$5,000 - 5,999 (f)	10,000 - 11,999 (k)
1,000 - 1,999 (b)	6,000 - 6,999 (g)	12,000 - 14,999 (l)
2,000 - 2,999 (c)	7,000 - 7,999 (h)	15,000 - 19,999 (m)
3,000 - 3,999 (d)	8,000 - 8,999 (i)	over $20,000 (n)
4,000 - 4,999 (e)	9,000 - 9,000 (j)	

106. Are you a member of a church? ___No; ___Yes. IF YES, which?_____

107. Do you belong to any clubs or other organizations, such as PTA, unions, lodges, VFW, or hunting groups? ____No. ____Yes. If YES, what?

1)_____ 2)_____

3)_____ 4)_____

108. What is your P.O. mailing address?_____

109. What do you call the neighborhood in which you live in Knox County?

_____

110. How long have you lived in this same neighborhood? _____Years.

111. How long have you lived in Knox County? _____Years.

112. Are you a native of Knox County? _____No; _____Yes.

113. Where else have you lived besides Knox County for as long as a year?

1)_____ 2)_____

3)_____ 4)_____

114. Altogether, how many years have you lived elsewhere than in Knox County? _____Years.

115. Do you hold any public office now? ____No; ____Yes. IF YES, What?

_____

116. What, if any public offices have you held in the past?_____

_____

_____

Thanks very much.
(Board members only, answer next page:)

IX. (continued) Personal Data

FOR KCEOC BOARD MEMBERS ONLY:

117. About how long have you, or did you, serve on the KCEOC Board of Directors?

_____years _____months.

118. Did you serve out your complete term on the Board? _____Yes; _____No.

IF NO: Ask: What happened? or Why Not?

119. Have you ever been a chairman of a committee of the Board?

____No; ____Yes. IF YES, of what committee(s) _____

_____

_____

120. Have you ever been an officer of the Board? ____No. ____Yes.

IF YES, ask: What offices have you or do you now hold? How many times have you held this office?

Office	Number of times
_____	_____
_____	_____
_____	_____
_____	_____

(3) 121. How long have you held your present position with OEO?

_____years; _____months.

(3) 122. What other positions with OEO, if any, have you held? _____None;

_____

_____

(3) 123. Altogether how long have you worked for OEO in one or another capacity?

_____years; _____months.

APPENDIX "C"

Organization _____ Name _____ / / / / / / / / /
Q O I D C G I A

SOCIOMETRIC ANALYSIS OF ORGANIZATIONS RELEVANT TO KNOX COUNTY, 1967, SCHEDULE III-1
SUMMER 1967

ITEM 1: Every organization comes into contact with certain other groups, boards, etc. In carrying on its activity or work, how frequently, if ever, does your organization deal with each of the following organizations (offices, groups, etc.)?

PLEASE PLACE A CHECK INSIDE THE APPROPRIATE COLUMN FOR EACH ORGANIZATION

Column # 1----Never
Column # 2----Occasionally
Column # 3----Often

ORGANIZATION	1	2	3	ORGANIZATION	1	2	3
American Fidelity Bank, (Bar*)				Knox Co. Econ. Opport Council (KCEOC) Com. Action Prog.			
American Red Cross (London,Ky)				#Assoc. Local Action Grps.			
Appalachian Volunteers (AVs)				#KCEOC Community Ctr. Proj.			
Barbourville City Government				#Bar. Community Center			
#Bar.* Mun'pl Housing Comm.				#Bethel Community Center			
Barbourville City School System				#Cannon Community Center			
Bar.* Comm. Broadcast Co. WYWY				#Flat Lick Community Center			
Bar.* Community Television Corp.				#Fount Community Center			
Barbourville Mountain Advocate				#Gray Community Center			
Cannon Industries (Knox County)				#Grove Community Center			
Chamber of Commerce (Bar.*)				#Jackson Community Center			
Corbin Times-Tribune (Corbin)				#Kay Jay Community Center			
Council of Southern Mtns. (Bar)				#Ketchen Community Center			
Cumb'lnd Val. Athltc Assn.(Bar)				#Messer Community Center			
Cumberland Valley RECC (Gray Ky)				#Middlefork Community Center			
Daniel Boone Festival (Bar*)				#Rosenwald-Boone Com. Ctr.			
Eastern Ky Resource Development Comm. (EKRDP) (Quicksand)				#Wilton Community Center			
Farmers Home Adm. (FHA) (Bar*)				#KCEOC Counsl./Guidance Serv			
Fut. Farmers of Amer. (FFA)(Bar)				//////////////////////////			
Jellico Grocery Co. (Bar*)				#KCEOC Credit Union			
Jr. Study Club (Barb women)				#KCEOC Early Childhood Prog.			
Ky Area Develop. Off. (Frankfort)				#KCEOC Family Develop. Prog.			
Ky Dept. of Agriculture (Frankf.)				#KCEOC Head Start Program			
Ky Dept. Child Welfare (Frankf.)				#KCEOC Health Program			
#Bar. Child Welfare Off.				#KCEOC Youth Activities Prog.			
Ky Dept. of Commerce (Frankfort)				Knox County General Hospital			
Ky Dept. Econ. Security (Frankf)				Knox County Govt. (Fiscal Ct)			
#Econ. Sec. Employ. Off.(Corbin)				#Knox Co. Plan./Zoning Comm.			

"#"---a separate component of the larger unit above. Check each individually.

*"Bar."---abbreviation for Barbourville.

APPENDIX "C" (cont'd.)

ORGANIZATION	1	2	3	ORGANIZATION	1	2	3
#Knox County Public Assistance Office (The Welfare Office)				#Knox County Sheriff's Office			
Ky Dept. of Education (Frankfort)				#Knox Co. Tax Comm. Off.			
Ky Dept. of Health (Frankfort)				Knox Co. Ministerial Assoc.			
#Ky State Hospital (London)				Knox Co. Neighborh'd Y'th Corp			
#Knox Co. H'lth Ctr. (Co. H'lth Dept.)				Knox County Public Library			
				Knox County School System			
				Knox County Stockyards			
#Regional Hearing Conservation Center (Barbourville)				Knox County Teachers Assoc.			
				Knox County VISTA Workers			
Ky Dept. of Highways (Frankfort)				Knox County Work Experience & Tranining Prog. (Happy Pappy)			
Ky Dept. of Mental Health							
Ky Development Committee (Lex.)				Knox/Whitley Artificial Breed. Assoc. (Knox County)			
Ky Off. of Economic Opportunity (Ky CAP) (Frankfort)				Lend-A-Hand Ctr. (Knox Co.)			
Ky Soil Conserv. Service (Lex.)				Lions Club (Barbourville)			
#Knox Co. Soil Conserv. Ser.				London Groc. Co. (London Ky)			
Ky State Parks Dept. (Frankfort)				Pentecostal Orphanage (Bar.*)			
#Thomas Walker St. Park (Bar.*)				Peoples Gas Co. of Ky (Bar.*)			
#Levi Jackson St. Park (London)				Pineville Commun. Hosp. (Pine)			
#Pine Mt. St. Park (Pineville)				Red Bird Mission (Bell Co.)			
Ky State Police Office (London)				Save the Children Fed. (Berea)			
Ky Telephone Co. (Barbourville)				Sch. Handicapped Child.(Corb.)			
Kiwanis Club (Barbourville)				25E Highway Develop. Assoc.			
Knox Cash Jobbers (Bar.*)				Union College (Barbourville)			
Knox County Circuit Court				#Union Coll. Work/Study Prog			
Knox Co. Coop. Extension Serv.				Union National Bank (Bar.*)			
#Knox Co. Home Demonstrat. Off				United Mine Wrkrs (Middlesboro)			
Knox County Development Assn.				Viall Lumber Co. (Bar.*)			
Knox County 4-H Clubs				Warner Bros Slimwear(Bar.Corset)			

APPENDIX "C" (cont'd.)

Organization _____ Name _____ / / / / / / / / Q O I D C G I A

SOCIOMETRIC ANALYSIS OF ORGANIZATIONS RELEVANT TO KNOX COUNTY, 1967, SCHEDULE III-1

SUMMER 1967

ITEM 2: Organizations often consult other groups or agencies to get advice on questions they face. In making important decisions, how frequently does your organization seek advice from <u>each</u> of the following organizations (offices, groups, etc.)?

<u>PLEASE PLACE A CHECK INSIDE THE APPROPRIATE COLUMN FOR EACH ORGANIZATION</u>

Column #1----Never
Column #2----Occasionally
Column #3----Often

ORGANIZATION	1	2	3	ORGANIZATION	1	2	3
American Fidelity Bank, (Bar*)				Knox Co. Econ. Opport Council			
American Red Cross (London,Ky)				(KCEOC) Com. Action Prog.			
Appalachian Volunteers (AVs)				#Assoc. Local Action Grps.			
Barbourville City Government				#KCEOC Community Ctr. Proj.			
#Bar.* Mun'pl Housing Comm.				#Bar. Community Center			
Barbourville City School System				#Bethel Community Center			
Bar.* Comm. Broadcast Co. WYWY				#Cannon Community Center			
Bar.* Community Television Corp.				#Flat Lick Community Center			
Barbourville Mountain Advocate				#Fount Community Center			
Cannon Industries (Knox County)				#Gray Community Center			
Chamber of Commerce (Bar.*)				#Grove Community Center			
Corbin Times-Tribune (Corbin)				#Jackson Community Center			
Council of Southern Mtns. (Bar)				#Kay Jay Community Center			
Cumb'lnd Val. Athltc Assn.(Bar)				#Ketchen Community Center			
Cumberland Valley RECC (Gray Ky)				#Messer Community Center			
Daniel Boone Festival (Bar*)				#Middlefork Community Center			
Eastern Ky Resource Development Comm. (EKRDP) (Quicksand)				#Rosenwald-Boone Com. Ctr.			
				#Wilton Community Center			
Farmers Home Adm. (FHA) (Bar*)				#KCEOC Counsl./Guidance Serv			
Fut. Farmers of Amer. (FFA)(Bar)				//////////////////////////			
Jellico Grocery Co. (Bar*)				#KCEOC Credit Union			
Jr. Study Club (Barb women)				#KCEOC Early Childhood Prog.			
Ky Area Develop. Off. (Frankfort)				#KCEOC Family Develop. Prog.			
Ky Dept. of Agriculture (Frankf.)				#KCEOC Head Start Program			
Ky Dept. Child Welfare (Frankf.)				#KCEOC Health Program			
#Bar. Child Welfare Off.				#KCEOC Youth Activities Prog.			
Ky Dept. of Commerce (Frankfort)				Knox County General Hospital			
Ky Dept. Econ. Security (Frankf)				Knox County Govt. (Fiscal Ct)			
#Econ. Sec. Employ. Off.(Corbin)				#Knox Co. Plan./Zoning Comm.			

"#" ---a separate component of the larger unit above. Check each individually.

*"Bar."---abbreviation for Barbourville.

APPENDIX "C" (cont'd.)

#Knox County Public Assistance Office (The Welfare Office)					#Knox County Sheriff's Office			
Ky Dept. of Education (Frankfort)					#Knox Co. Tax Comm. Off.			
Ky Dept. of Health (Frankfort)					Knox Co. Ministerial Assoc.			
#Ky State Hospital (London)					Knox Co. Neighborh'd Y'th Corp			
#Knox Co. H'lth Ctr. (Co. H'lth Dept.)					Knox County Public Library			
					Knox County School System			
					Knox County Stockyards			
#Regional Hearing Conservation Center (Barbourville)					Knox County Teachers Assoc.			
					Knox County VISTA Workers			
Ky Dept. of Highways (Frankfort)					Knox County Work Experience & Tranining Prog. (Happy Pappy)			
Ky Dept. of Mental Health								
Ky Development Committee (Lex.)					Knox/Whitley Artificial Breed. Assoc. (Knox County)			
Ky Off. of Economic Opportunity (Ky CAP) (Frankfort)					Lend-A-Hand Ctr. (Knox Co.)			
Ky Soil Conserv. Service (Lex.)					Lions Club (Barbourville)			
#Knox Co. Soil Conserv. Ser.					London Groc. Co. (London Ky)			
Ky State Parks Dept. (Frankfort)					Pentecostal Orphanage (Bar.*)			
#Thomas Walker St. Park (Bar.*)					Peoples Gas Co. of Ky (Bar.*)			
#Levi Jackson St. Park (London)					Pineville Commun. Hosp. (Pine)			
#Pine Mt. St. Park (Pineville)					Red Bird Mission (Bell Co.)			
Ky State Police Office (London)					Save the Children Fed. (Berea)			
Ky Telephone Co. (Barbourville)					Sch. Handicapped Child.(Corb.)			
Kiwanis Club (Barbourville)					25E Highway Develop. Assoc.			
Knox Cash Jobbers (Bar.*)					Union College (Barbourville)			
Knox County Circuit Court					#Union Coll. Work/Study Prog			
Knox Co. Coop. Extension Serv.					Union National Bank (Bar.*)			
#Knox Co. Home Demonstrat. Off					United Mine Wrkrs (Middlesboro)			
Knox County Development Assn.					Viall Lumber Co. (Bar.*)			
Knox County 4-H Clubs					Warner Bros Slimwear(Bar.Corset)			

"#"---a separate component of the larger unit above. Check each individually.
* "Bar."---abbreviation for Barbourville.

APPENDIX "C" (cont'd.)

Organization _____ Name _____ / / / / / / / / /
Q O I D C G I A

SOCIOMETRIC ANALYSIS OF ORGANIZATIONS RELEVANT TO KNOX COUNTY, 1967, SCHEDULE III-1
SUMMER 1967

ITEM 3: Within the environment of every organization, certain groups are extremely important, others are somewhat important, and still others not at all important. How important TO YOUR ORGANIZATION'S WORK, ACTIVITY, OR PROGRAM IN KNOX COUNTY is each of these organizations (offices, groups, etc.)? PLEASE PLACE A CHECK INSIDE THE APPROPRIATE COLUMN FOR EACH ORGANIZATION

Column # 1----Not At All Important
Column # 2----Of Some Importance
Column # 3----Of Great Importance

ORGANIZATION	1	2	3	ORGANIZATION	1	2	3
American Fidelity Bank, (Bar*)				Knox Co. Econ. Opport Council			
American Red Cross (London,Ky)				(KCEOC) Com. Action Prog.			
Appalachian Volunteers (AVs)				#Assoc. Local Action Grps.			
Barbourville City Government				#KCEOC Community Ctr. Proj.			
#Bar.* Mun'pl Housing Comm.				#Bar. Community Center			
Barbourville City School System				#Bethel Community Center			
Bar.* Comm. Broadcast Co. WYWY				#Cannon Community Center			
Bar.* Community Television Corp.				#Flat Lick Community Center			
Barbourville Mountain Advocate				#Fount Community Center			
Cannon Industries (Knox County)				#Gray Community Center			
Chamber of Commerce (Bar.*)				#Grove Community Center			
Corbin Times-Tribune (Corbin)				#Jackson Community Center			
Council of Southern Mtns. (Bar)				#Kay Jay Community Center			
Cumb'lnd Val. Athltc Assn.(Bar)				#Ketchen Community Center			
Cumberland Valley RECC (Gray Ky)				#Messer Community Center			
Daniel Boone Festival (Bar*)				#Middlefork Community Center			
Eastern Ky Resource Development				#Rosenwald-Boone Com. Ctr.			
Comm. (EKRDP) (Quicksand)				#Wilton Community Center			
Farmers Home Adm. (FHA) (Bar*)				#KCEOC Counsl./Guidance Serv			
Fut. Farmers of Amer. (FFA)(Bar)				//////////////////////////			
Jellico Grocery Co. (Bar*)				#KCEOC Credit Union			
Jr. Study Club (Barb women)				#KCEOC Early Childhood Prog.			
Ky Area Develop. Off. (Frankfort)				#KCEOC Family Develop. Prog.			
Ky Dept. of Agriculture (Frankf.)				#KCEOC Head Start Program			
Ky Dept. Child Welfare (Frankf.)				#KCEOC Health Program			
#Bar. Child Welfare Off.				#KCEOC Youth Activities Prog.			
Ky Dept. of Commerce (Frankfort)				Knox County General Hospital			

"#"---a separate component of the larger unit above. Check each individually.
*"Bar."---abbreviation for Barbourville.

APPENDIX "C" (cont'd.)

Ky Dept. Econ. Security (Frankf)	Knox County Govt. (Fiscal Ct)
#Econ. Sec. Employ. Off.(Corbin)	#Knox Co. Plan./Zoning Comm.
#Knox County Public Assistance Office (The Welfare Office)	#Knox County Sheriff's Office
	#Knox Co. Tax Comm. Off.
Ky Dept. of Education (Frankfort)	Knox Co. Ministerial Assoc.
Ky Dept. of Health (Frankfort)	Knox Co. Neighborh'd Y'th Corp
#Ky State Hospital (London)	Knox County Public Library
#Knox Co. H'lth Ctr. (Co. H'lth Dept.)	Knox County School System
	Knox County Stockyards
#Regional Hearing Conservation Center (Barbourville)	Knox County Teachers Assoc.
	Knox County VISTA Workers
Ky Dept. of Highways (Frankfort)	Knox County Work Experience & Tranining Prog. (Happy Pappy)
Ky Dept. of Mental Health	
Ky Development Committee (Lex.)	Knox/Whitley Artificial Breed. Assoc. (Knox County)
Ky Off. of Economic Opportunity (Ky CAP) (Frankfort)	Lend-A-Hand Ctr. (Knox Co.)
Ky Soil Conserv. Service (Lex.)	Lions Club (Barbourville)
#Knox Co. Soil Conserv. Ser.	London Groc. Co. (London Ky)
Ky State Parks Dept. (Frankfort)	Pentecostal Orphanage (Bar.*)
#Thomas Walker St. Park (Bar.*)	Peoples Gas Co. of Ky (Bar.*)
#Levi Jackson St. Park (London)	Pineville Commun. Hosp. (Pine)
#Pine Mt. St. Park (Pineville)	Red Bird Mission (Bell Co.)
Ky State Police Office (London)	Save the Children Fed. (Berea)
Ky Telephone Co. (Barbourville)	Sch. Handicapped Child.(Corb.)
Kiwanis Club (Barbourville)	25E Highway Develop. Assoc.
Knox Cash Jobbers (Bar.*)	Union College (Barbourville)
Knox County Circuit Court	#Union Coll. Work/Study Prog
Knox Co. Coop. Extension Serv.	Union National Bank (Bar.*)
#Knox Co. Home Demonstrat. Off	United Mine Wrkrs (Middlesboro)
Knox County Development Assn.	Viall Lumber Co. (Bar.*)
Knox County 4-H Clubs	Warner Bros Slimwear(Bar.Corset)

"#"---a separate component of the larger unit above. Check each individually.

* "Bar."---abbreviation for Barbourville.

APPENDIX "C" (cont'd.)

Organization_____

NOW WE WOULD APPRECIATE YOUR GIVING US A FEW ITEMS ITEMS OF GENERAL INFORMATION ABOUT THIS ORGANIZATION . . . . . .

(All answers can be given with a check, a figure, or a word or two!)

1. About how old is this organization? _____years.

2. What is your position with it? _____

3. How long have you been affiliated with this organization? _____years.

A FEW QUESTIONS HAVING TO DO WITH SIZE: PLEASE GIVE THE APPROXIMATE FIGURE, OR IF THE MEASURE DOESN'T "FIT" YOUR ORGANIZATION, CHECK "NOT APPLICABLE."

4. About how many, if any, full-time employees does your organization have?

_____none; about_____full-time workers; _____not applicable.

5. About how many, if any, unpaid volunteer workers would you say your organization has? (Count as a volunteer anyone working as much as one day a week.)

_____none; about_____unpaid volunteers; _____not applicable.

6. About how many members or subscribers, if any, does your organization have?

_____none; about_____members or subscribers _____not applicable.

7. About how many, if any, clients, pupils, customers, cases, etc. would you say your organization works with or has?

_____none; about_____clients, etc.; _____not applicable

8. Look at the four items in questions 4 through 7 just above. Is one of them, or some other the measure most often used as indicator of organizational size for organizations like yours?

_____one of them. IF SO, please write the number of the item here: _____.

_____some other. IF "SOME OTHER," please write the measure most often used below and in terms of it, give the approximate "amount" or "size" of your organization.

Measure_____. About_____.

9. Now, using this criterion for size in organizations like yours, would you class your organization as small, medium, or large?

_____small; _____medium; _____large.

NOW PLEASE THINK ABOUT THE RELATIONSHIPS THIS ORGANIZATION HAS TO LARGER OR "HIGHER" UNITS. Organizations which are a part of larger bodies and have little autonomy of their own, we term branches. Others which have considerable autonomy but which are related in one way or another to other "higher" or larger organizations, we term affiliates. Others, almost totally unrelated to any "higher" or larger organizations are termed independent.

10. In which of these categories would you place this organization? (NOTE: Branch and Affiliate may both be checked if appropriate.)

_____a BRANCH of an organization

If "Branch" is checked, please give name of organization of which yours is a branch_____; Location_____.

_____an AFFILIATE of another organization

If "Affiliate" is checked please fill in here the approximate number of organizations with which yours is an affiliate and the name of the main organization with which yours is an affiliate.
Number of organizations affiliated with: about_____.

Name of main affiliate_____; Location_____.

_____INDEPENDENT of other organizations

NEXT PLEASE THINK ABOUT THE RELATIONSHIPS OF THIS ORGANIZATION TO SMALLER OR "LOWER" UNITS. This organization may be made up of others in the sense that it has a number of sub-groups closely integrated with it, though separately identifiable. We would term this an Administrative Organization. On the other hand, this organization may be made up of others in the sense that it has a number of MEMBER sub-groups NOT closely integrated with it or controlled by it though separately identifiable. This, we would term a Component Organization. Finally, your organization may have no sub-groups of any consequence within it. This we term an Unitary Organization.

11. In which of these categories would you place this organization?

_____an ADMINISTRATIVE ORGANIZATION (contains some closely integrated sub-groups.)

If "Administrative Organization" is checked, please write in here the approximate number of such sub-groups your organization has:
About_____.

_____a COMPONENT ORGANIZATION (has sub-groups as members, but with relatively little control over them or integration among them.)

If "Component Organization" is checked, please write in here the approximate number of such sub-groups your organization has:
About_____sub-groups.

_____an UNITARY ORGANIZATION (has no important sub-groups within it.)

FINALLY, ONE QUESTION ABOUT THIS ORGANIZATION AND THE KNOX COUNTY ECONOMIC OPPORTUNITY COUNCIL.

12. Does your organization have a representative on the KCEOC Board of Directors?
_____yes _____no

IF NO, has your organization ever had a representative on this board?

_____no _____yes

If yes, for about how long?

_____months.

THANKS VERY MUCH FOR YOUR INFORMATION. WE APPRECIATE YOU TAKING THE TIME TO FILL OUT THIS FORM FOR US.

Appendix "D"

POWER SOURCE ATTRIBUTION CODE CATEGORIES

Having named persons as leaders in the neighborhood, or in the County, respondents were asked the question, "Where would you say they get their power?" The following outline is the organization of categories developed to classify the unstructured answers to this question. Letters constitute the distinctions used in the study, though the large Roman Numeral Headings, as well as the smaller numeral headings and sub-types within each are included here for clarity.

I. POWER SOURCE ATTRIBUTIONS BASED UPON THE WORK OR OCCUPATION OF THE LEADERS, HIMSELF.

Occupation (in general); general occupation, job, vocation, his work.

Being a profession: lawyer, attorney, preacher, doctor, "Professional-Interests", Editor of Paper.

Business: Being owner of business; business owner merchant; Manager.

Education-related: School principal; teacher (not school supt.)

Health-related

Agricultural-extractive: Forester, Forestry Division.

Services: Bus driver, Mail man; post office.

B. Community Action or OEO-Related:

OEO, OEO and Center; Center Worker; Center Work; Center Teacher; Center Member; Community Center Director of Center Director or Center Chairman; Health Aide; Community Center; CAP Director.

C. Jobs Specifically Related To Local Conceptions of Politics.

Office; Office Held; County Official; Long Office Holder; Court Clerk; Judge; Justice of Peace, Magistrate, Squire; Road Commissioner; Sheriff; School Board Member; Superintendent of Schools; State Worker; Mayor; County Judge; Jailer.

II. POWER SOURCE ATTRIBUTIONS BASED ON PERSONAL CHARACTERISTICS

D. Power Derived from Certain Particular or generalized virtues of the person:

Fair; Friendly; Honest; Out spoken(ness); Reliable; Responsible (ility); Trust-worthy

Generalized:

Personal Characteristics; A Good man, just a good man; good person, good moral man; good individual; just being good people; just good people Morality; moral man; respected.

E. Power Derived from characterstics of person's relations with others, but indicative of personal attributes: active, aggressive, initiator, effective person: Ability to get things done; hard worker; very active; ability to get what he wants; charisma; leader in a lots of activities; sociable-popular; well liked; sociable; good mixer; social leader; neighborly' personality; disposition; prestige symbols; amiable.

III. POWER SOURCE ATTRIBUTIONS BASED ON INTERSTS IMPUTED TO THE PERSON

F. Individual Interests

Helps people; Helped people the most; Accomodating; Things he has done for people; good advisor, people value his judgments

Likes to be with people; works with people; is interested in people; likes to work with people.

G. Collective, Civic, or Community Interests

Is interested in community improvements; tries to help the community; Interested in improving the county; is trying to help the county; has interests of people at heart; repaying Knox Co.

A good leader; A good citizen; A good neighbor.

IV. POWER SOURCE ATTRIBUTIONS BASED ON POLITICALLY-RELATED PHENOMENA

H. Power imputed to rest on GENERAL Supporters He Has or on GENERALIZED RELATIONS He Has With Others:

The people; support of the people, the public; Support of the Public; Faith of the People; People's trust; people trust; votes; Everybody in the county; all in the county; from the community people; Neighborhood; people have confidence in him people like him.

Political work; political; politics; past political experience; his past performance everyone has dealth with him; contacts with people; contacts with other leaders; connections; connected to so many things; influence; local government; friends; neighbors, acquaintances, vocational acquaintances, well known

I. Power imputed to rest on MORE SPECIFIC categories of supporters or OFFICES OR POSITIONS OTHER THAN HIS OWN

(From Powerful Friends; Politicians; Other Political Leaders; other influentials, Leaders, or support of Frankfort; state government connections

Specific Persons Mentioned as sorce of power or knowing the county judge;

Papers, Newspapers;

All Republicans;

people in town; everybody in town;

all teachers; everybody in schools; schools

miscellaneous groups: Students, farmers, doctors, other doctors, customers, clubs and civic orgs.

Poor people

School Supte; sheriff; school board.

V. POWER IMPUTED TO REST ON HIS CONTROL OF REWARDS AND PAST REPUTATION

J. Legitimate

Patronage; big employer; roads; he has things people need and/or want; gives job patronage

K. Illegitimate

Bribery

L. Power Imputed because of what he had done or said and in terms of who he is for or against

speaks out for poor; strong feeling for poor; helped push OEO program

has done lots for schools

VL. POWER SOURCE ATTRIBUTIONS BASED ON FAMILY, KINSHIP, ETC.

M. Kinship and Family

Kinship; Kinship relations; relatives; all his kinsfolk family; married into some powerful people

VII. POWER SOURCE ATTRIBUTIONS BASED ON AGE.

N. Age, older, elder

O. Youth

VIII. POWER SOURCE ATTRIBUTIONS BASED ON EDUCATIONAL TRAINING QUALIFICATIONS

P. Education and Training

Education; Knowledge; General Knowledge; Information; well-informed; technical competence

IX. POWER SOURCE ATTRIBUTIONS BASED ON MATERIAL POSSESSIONS

Q. Money, Income, possessions, welathy, wealth

R. Landowner

X. POWER SOURCE ATTRIBUTIONS BASED ON RELIGION RELATED MATTERS

S. Religion

Church, Church-related; Church-member; religious acquaintance

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