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ABSTRACT
        This bibliography summarizes some recent documents on
the role of cities from a variety of sources, such as HEW-funded
demonstration projects, universities, and public interest groups. The
bibliography is not considered to be exhaustive but to reflect the
kinds of information obtainable through PROJECT SHARE on the present
topic. Cited documents deal with a variety of topics ranging from
administration of services and policy analysis to service delivery
experiences. The compilers hope that this collection of annotations
will offer useful insights into the role of cities in human services.
Order information is provided for documents announced in the "Journal
of Human Services Abstracts," for those available from PROJECT SHARE,
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Human Services

NUMBER 3   SEPTEMBER 1976

BIBLIOGRAPHY SERIES

Roles of Cities in Human Services

PROJECT SHARE

A National Clearinghouse
for Improving the Management
of Human Services

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We hope that this service is of help in your efforts to improve your planning and management of human services.

Any questions, comments or criticisms you may have concerning the Journal of Human Services Abstracts or PROJECT SHARE should be addressed to Mr. William Privett, Project Officer, at the following address:

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The views expressed herein are not necessarily those of the Department of Health, Education and Welfare or the contractor, Aspen Systems Corporation, but are those of the individual authors of the documents.

ROLES OF CITIES IN HUMAN SERVICES

As human services have expanded during the past decade, the difficulties associated with the planning for and delivery of human services have also multiplied. Many of these problems are associated with the increasingly complex set of intergovernmental relationships which have developed during this period. An object of the Department of Health, Education and Welfare's Capacity-Building Policy, ennunciated in March 1975, is to assist state, county and municipal officials in rationalizing the responsibilities for the planning, management and delivery of human services among various governmental units.

Recent projects across the nation, such as those of the California League of Cities and that of the New England Municipal Center, have helped in laying out alternative roles for cities in the planning, management and delivery of human services. This bibliography summarizes some recent documents on the role of cities from a variety of sources, e.g. HEW-funded demonstration projects, universities and public interest groups.

These documents have been drawn from the PROJECT SHARE document collection. They deal with a variety of topics ranging from administration of services and policy analysis to service delivery experiences.

We hope that this collection of annotations will offer useful insights into the role of cities in human services.

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6

Chattanooga - Hamilton County Community Action Agency,
Chattanooga, Tennessee. Neighborhood Services Program.
May 73   50p
SHR-0000487 . Available from PROJECT SHARE, $4.00.

The Chattanooga, Tennessee experience in carrying out the
objectives of the Pilot Neighborhood Services Program (NSP) is
documented. The program was designed to bring together the re-
sources of five Federal agencies in a concerted attack on inner-
city poverty. The concept of coordination of services was central
to the program and one of the main objectives of the NSP was the
development of a system of coordination. The structure of the
coordination mechanism developed in Chattanooga is discussed in
detail, as is the development of a planning system for NSP agency
activities. Development and implementation of the program's in-
formation system is also discussed. An assessment of the NSP
reveals that the system's primary advantage is that it allows
personnel at various levels to function in the coordination
process. The development of the coordination process had a
beneficial effect on the work necessary to accomplish planning
and information system activities. In the development of such
systems several crises had to be overcome: involved agencies
had to be convinced of the need for establishment of formal
systems, persons participating in the systems had to play a role
in the development process, and technical expertise needed to be
developed. A coordination system model for the delivery of urban
services is developed.

7

1

American Federalism: Toward a More Effective Partnership.

Proceedings are reported of the 1975 first National Conference on American Federalism sponsored by the Advisory Commission on Intergovernmental Relations. Following a brief overview summarizing some issues arising from the conference, the texts of eleven speeches are reprinted in their entirety. The Chairman, Robert E. Merriam, suggested a series of tests to be used in evaluating the performance of the Federal system and challenged participants to test the system against their own experiences. The delegates formed into small groups to discuss major American intergovernmental problems and possible solutions. Among the concerns expressed were: confusion about the roles and responsibilities of each level of government and between the public and private sector; fiscal and service disparities due to local differences; continued proliferation of categorical grants; weak and ineffectual local governments; and lack of accountability and credibility at all government levels. The reprinted papers deal with allotted functions of all levels of government; the roles of the State, local, and county governments in federalism; revenue sharing; Federal assistance including categorical and block grants; issues involved in public control, and the future of federalism. A list of participants is included.

8

2

Applying the Systems Approach to Urban Development.

Jack W. LaPatra.

California University, Davis.
1973 300p

    The theory of systems analysis is explored as a technique
for improving solutions to urban development problems. An in-
troduction to the systems approach gives an overview of systems
analysis and explores the tools or systems methodology, such as
linear programming, sensitivity analysis, simulation, planning-
programming-budgeting, gaming, cost-effectiveness analysis,
decision-making, and others. Development models and their
uses in urban renewal and development, transportation system
development, and regional analysis are discussed. Applications
of modeling to the analysis of various urban subsystems -- com-
munity health, justice, protective services, education, and
welfare -- are described in detail. The potential of the systems
approach for dealing with urban problems of the future is con-
sidered in the closing chapter. Charts, graphs, schematic flow
charts, and supporting data, and mathematical formulations
accompany the text. A bibliography is provided.

9

CAA's and Local Government.
Readiness for Revenue Sharing in Six Communities.

Western Federal Regional Council,
San Francisco, California.
Community Action Agency Transition Task Force,
17 Apr 74   48p
SHR-0000289   Available from PROJECT SHARE, $4.00.

The findings of a task force study undertaken to promote
effective transition of Community Action Agency (CAA) functions
to general purpose government in six communities are reported.
The task force was created in the fall of 1973 by the Federal
Regional Council in anticipation of discontinuation of CAA funding
under the Economic Opportunity Act. The communities visited were
ones in which the CAA had been influential in helping local govern-
ments address the needs of the poor; the intent of the task force
was to promote capacity building in local governments, and to
assist them in incorporating the skills developed in ten years of
community action. The areas visited were: Phoenix, Arizona; San
Joaquin County, California; Fresno County, California; San Mateo
County, California; Orange County, California; and Santa Barbara,
California. In all communities visited, the task force found that
a need to improve planning and management in local government
exists, that CAA's are important to this process, and that planning
and management requires citizen participation to be effective. In
all six areas, a destruction or weakening of the CAA was perceived
to impair local governmental capacity to plan and manage human
services programs. In some communities, social planning is carried
out either by or with assistance from the CAA; in others, the CAA
alone seems to have experience in operating certain kinds of pro-
grams, such as manpower. The task force concludes that the capa-
city to set up and carry out new or altered planning mechanisms
is the most serious need facing local governments during the
transition to Federal revenue sharing. It is further concluded
that a major goal of an effective transition effort to Federal
revenue sharing should be the integration into local government of
the experience gained through the CAA's. Recommendations are
presented concerning implementation of this transition and coordina-
tion of Federal capacity building efforts at the local level.

10

Chattanooga Human Services Delivery System.

The development of the Chattanooga Human Services Delivery
System, a comprehensive program for providing social, educational
and economic assistance to the disadvantaged, is described. The
heart of the program is a computerized urban management informa-
tion system that links various service-agencies and tracks their
clients through the assistance process. A study by city adminis-
trators revealed considerable disorganization in the Chattanooga
human services program; authority was fragmented and priorities
were ill defined. Service arrangement was inefficient and less
than totally effective, and there was a lack of data on program
productivity and costs. From a technical perspective, the
problem was primarily one of duplicative efforts resulting from
inadequate planning and lack of communication. With no one
agency equipped to coordinate all services, recipients normally
were shuttled from agency to agency in their search for assistance.
The initial development of Chattanooga's computerized information
system, undertaken in 1970 as part of the U.S. Department of
Housing and Urban Development's Neighborhood Services Program, is
described. The human services system later was expanded to in-
clude a 13-county bistate area. At the time of this report, 42
government and private agencies were participating in the system.
Most of these agencies utilize the five induction and referral
centers (neighborhood service centers) provided by the City of
Chattanooga for planning and coordinating client assistance.
In addition, the City manages the information system for storing
client data, processing individual assistance programs, following
up services delivery, and evaluating the entire process. Client
flow through the system is described. Factors of cost, scheduling,
personnel requirements and confidentiality that should be con-
sidered by communities contemplating a program similar to the
Chattanooga system are discussed. An organization diagram of the
urban management information system is included.

11

5

Cities, the States and the HEW System.

National League of Cities/U.S. Conference of Mayors,
Washington, D.C.
Dec 72   78p
Executive Summary available from PROJECT SHARE
SHR-0000110   Available from PROJECT SHARE, $5.00.

A study made in 1970-71 of State and local government rela-
tionships in the Department of Health, Education and Welfare
State Plan system is reported. The findings are based on field
visits to cities in Connecticut, Colorado, and Washington, and
on two conferences held in the winter of 1971 for officials from
State, local, and Federal government. Three programs were studied:
Comprehensive Health Planning under Section 314 of P.L. 89-749;
Title I of the Elementary and Secondary Education Act; and the
Vocational Education Act. The report describes the relationship
of cities and States to HEW State Plan programs; cites some of
the obstacles preventing cities from taking better advantage of
these Federal programs; and analyzes the steps or initiatives
presently being taken at the Federal, State, and local levels to
improve the workings of the system. Included are discussions of
the following: powers and responsibilities of cities, weak-
nesses in the intergovernmental system; politicization of social,
educational, and health programs; technical and political decisions;
the State Plan concept; State Plan and funds pass-through; formula
allocations; systems within the State Plan system; decision points
in the State Plan process; emerging issues of HEW's involvement
in the intergovernmental system; and Federal initiatives, such
as Model Cities, funding and fiscal pattern changes, and legislative
initiatives. Throughout the study it was observed that HEW State
Plan programs were confusing and that requirements for submission
of project proposals under State Plans often were unknown to
local officials. It was also observed that policy planning
coordination between State and local government did not exist,
but that both cities and States are seeking to improve overall
development policy.

City of Chattanooga Human Resource Development Program.
Final Report.

Jeanne Givens.
Chattanooga City, Tenn.
Aug 75, 212p
Executive Summary available from PROJECT SHARE.
SHR-000106 Available from PROJECT SHARE, $7.75.

The development and operation of the Chattanooga Urban
Management information system, including the city's on-line
system and the batch-mode system operational in the surrounding
region is documented. The information system, implemented in
Chattanooga by the Human Service Department's Neighborhood
Service Centers and in the region by neighborhood centers oper-
ated by Progress for People, Inc., is the heart of the city's
resource development program. The centers provide the system's
supportive services, including outreach, intake, assessment of
needs, referrals, follow-up and transportation. The project has
demonstrated the value of a management information system in the
services integration effort. In addition to a common data base
and supportive services, such a system promotes integration by
providing the structure for moving the client through the total
service system according to a plan and assuring that services are
received until the client's goal is attained. The Chattanooga
experience supports the argument that voluntary coordination has
little potential for assuring the integration of services. The
document provides an overview of the service area and a descrip-
tion of the background and concepts upon which the information
system was build. The design and operating procedures of the system
are described. Results of the resource development program are
analyzed with regard to accessibility, continuity, and efficiency
of service provision, and impact and effectiveness of the system
are reflected in the community's well-being. Appendices include
demographic data; client pathway and effects specifications; a
catalog of human resources; confidentiality policy; information
system job descriptions; in-put documents; computer applications;
operating manuals used by the Joint Planning Committee and
Technical Coordinating Committee; and other supporting materials.
A bibliography is provided.

13

. Evaluating Human Service Programs and Providers.
A Practical Guide for Municipal Decision Makers.

New England Municipal Center, Durham, N.H.
Apr 76   32p
SHR-0000179   Available from New England Municipal Center,
P.O. Box L, Durham, New Hampshire 03824, $2.50.

Practical approaches to evaluating human services are pre-
sented, with emphasis on the utility of these approaches for
municipal decision-makers during the municipal budgeting process.
It is noted that the purpose of evaluation is twofold: (1) to
provide decision-makers with a continuing assessment of the
desirability and effectiveness of a particular course of action
in achieving stated goals; and (2) to judge whether conditions
warrant a change in those stated goals and objectives.   For
organizations considering development of human service programs
the evaluation process requires that: (1) the need for the human
service program be justified during the planning stage; (2)
goals and objectives for the program be articulated prior to the
program's implementation; (3) the service provider be accountable
to the community and its funding sources through an evaluation
process; and (4) the need for the program be periodically
assessed.   In general, any evaluation system designed to meet
the needs of smaller local governments must relate to the
budgetary process, must not require extensive time or staff
capabilities for implementation, and must be versatile.   Evalua-
tion emphasis varies from municipality to municipality, and may
be placed in one of three areas: responsibility (control);
management (efficiency); or impact (effectiveness).   For each
type of emphasis critical assumptions, evaluation criteria and
evaluation methods are outlined, followed by a "critical ques-
tions" worksheet relative to the particular area of emphasis.
In addition, sample worksheets designed to provide municipal
officials with comprehensive but condensed information to be
used for evaluation purposes are presented.   A cooperative
evaluation model which would allow several small communities
to judge organizational responsibility and program management on
a regional basis while maintaining program impact evaluation at
the local level is outlined.

14

Factors Affecting Comprehensive Health Planning
in Large Urban Areas.

Results are reported of an evaluation of comprehensive health
planning agencies (CHP's) in large urban areas to determine which
factors contribute to success in achieving objectives and to dis-
cover which urban environmental factors contribute to agency de-
velopment. Six agencies were selected: Boston, Philadelphia,
Cleveland, St. Louis, the San Francisco Bay Area and Dallas-Ft.
Worth. Agency staff members, government representatives, and rep-
resentatives of nonaffiliated organizations were interviewed. In
all six areas CHP organization has been slow and under constant
revision. Organizational difficulties in large urban areas are
exacerbated by the large number of diverse interests and organiza-
tions. Funding requirements affect organizational progress; the
mix of funding available is less important than the size. Despite
organizational difficulties, CHP's are able to effect entry into
health issues when assisted by the States or the Federal Government.
Urban complexities which confront CHP's can be categorized as:
functional differentiation and specialization, social differ-
entiation and specialization, professional specialization, and
State and Federal influences. It appears that the factors affecting
the progress of comprehensive health planning in urban areas are
not quantitatively different from those in smaller areas.

15

Final Report on Contract HEW-RD-74-02.

Massachusetts League of Cities and Towns, Boston.
Jul 75   64p

Activities undertaken by the Massachusetts League of Cities
and Towns as of July 1975 under its contract, with the Department
of Health, Education and Welfare to provide technical assistance
to Massachusetts communities are described. At the time of the
report, the League had dealt with 23 cities and towns in specific
projects, such as coordination of human services, personnel clas-
sification, reorganization of building permit procedures, feasi-
bility study for a county-wide health department, cost-analysis
for a public-private human service council, model for human service
program evaluation, preliminary study on improvement potential
in a local fire and police department, rural development plan,
public works reorganization, formation of a town-wide human ser-
vices planning council, and others. The League provided both
consulting and facilitating services, and in some cases conducted
studies and wrote reports. A chart presents a summary of the
projects in which the League has participated or is participating,
with indications of the project activities, nature of assistance,
and project status. As samples of the type and quality of work
performed by the League, the document includes the Report on
Cooperative Purchasing, prepared for the towns of Hanson, Matta-
poisett, and Duxbury; the Report on Feasibility of a Health
Department for Franklin County, which covers 26 towns; and the
Report on Human Services Assistance prepared for the City of
Westfield. The document also includes a copy of the Seminar on
Human Service Technical Assistance Needs conducted in July 1975
by the League.

16

Future Cities Design for Policy Analysis.

Kenneth L. Kraemer, James N. Danziger, William H. Dutton,
Alexander M. Mood, and Rob Kling.

A proposed Urban Information System (URBIS) research design
for urban policy analysis is described. The URBIS design is
aimed at policy prescription for future cities rather than a
description of policies currently followed by city decision-
makers. The design departs from conventional survey mechanisms
in that, rather than using random samples, it samples at the
extremes of policy and samples in policy variables rather than
environmental variables. A severe form of stratified sampling
is used to assure adequate distribution of cases on seven variables
of major theoretical interest. Emphasis is on evaluation of
automated information systems within cities selected to maximize
policy variations. In the URBIS design, cities are the primary
unit for purposes of sampling. Individual role-takers are units
providing most of the data, and both the information processing
task and the types of role-takers are the object units of
analysis. This urban research design is best utilized in the
evaluation of rare policies. The sample is stratified on major
policy issues so that their independent policy impact might be
better estimated. Extreme cases of different policies are
selected to enable a clearer definition of any policy-outcome
relationship. It is concluded that the future cities survey
design is a potentially useful approach to research questions
concerning public policy.

17

General Revenue Sharing: Research Utilization
Project Volume 4: Synthesis of Impact and Process Research.

Research on General Revenue Sharing (GRS) and Research
Applied to National Needs (RANN) are presented to help Congress
determine whether or not the current GRS program satisfies the
various objectives still at issue. Some of the issues studied in
this impact and process research include fiscal issues, inflation
effects, distribution of fiscal assistance, and the perceived need
for GRS funds. Actual uses of GRS funds are discussed, including
uses in large cities and small jurisdictions. A comparison was
made of GRS with other forms of Federal aid, and it was found
that State administrators favored GRS and block grants over
categorical grants. The process effects of GRS are analyzed
according to their influence on the following: government struc-
ture and processes, citizen participation, and social services
and the poor. Restrictions and requirements are examined as they
affect priority expenditures, the use of GRS funds as matching
funds, the Davis-Bacon Act and prevailing wage provisions.
Problems associated with accountability, such as the requirement
to publish planned and actual use reports, are explored. The
nondiscrimination provisions are also explained. Appendices
provide a list of participants in GRS research workshops and
reproduction of Title I of the State and Local Fiscal Assistance
Act of 1972. Subject and name indices also are presented.

18

How They See Us. Comments about State Programs
from Local Officials.

Washington State Office of Community Development, Olympia.
Apr 74   77p
Executive Summary available from PROJECT SHARE.
SHR-0000221   Available from PROJECT SHARE, $4.50.

A technical supplement to the Budget Inquiry Kit synopsis
is presented by the Washington Office of Community Development.
Designed as a companion to the results report of the Budget
Inquiry Kit sent to cities, counties, Indian tribes, regional
planning associations and/or councils of the government in the
State of Washington, the supplement contains two sections. One
presents the methodology used in developing the Kit and in tabulat-
ing and summarizing its results. The other is the computer print-
out of the responses of the first 198 jurisdictions responding.
It shows the satisfaction or dissatisfaction with each of the 107
State programs covered under the following broad categories:
economic development and regulation; education and cultural en-
richment; environmental resources and recreation; health--phisical
and mental well-being; social service, employment opportunities,
and income maintenance; protection of persons and property;
transportation; and administration and support services. This
information is presented in greater detail than is similar data
contained in the synopsis document.

19

How They See Us. Comments About
State Programs from Local Officials.

Washington State Office of Community Development, Olympia.
Apr 74   157p
Executive Summary available from PROJECT SHARE.
SHR-0000220 Available from PROJECT SHARE, $6.75.

Responses to a questionnaire sent to 307 jurisdictions
within the State of Washington concerning 107 different State
programs are compiled in this report of the Washington Office of
Community Development. A Budget Inquiry Kit, including the
questionnaire, was sent to every city, county, Indian tribe and
regional planning body in the State. A response was received
from 201 jurisdictions. Respondents were asked whether they were
familiar with the programs and how satisfied they were with them.
Respondents were encouraged to make comments about, or raise
issues concerning, the programs. Broad topics covered in the
questionnaire were: economic development and regulation; educa-
tion and cultural enrichment; environmental resources and recrea-
tion; health--physical and mental wellbeing; social services,
employment opportunities and income maintenance; protection of
persons and property; transportation; and administration and
support services, with sub-topics contained within each category.
A frequent complaint from respondents concerned States mandating
local governments to implement various programs while providing
no funding for them to do so. Additional funding and planning
assistance was requested for water and sewer systems, street and
road building and maintenance, expanded programs for the aging,
and expanded State funding for education. Funding also was
requested to help implement the Involuntary Commitment Law in
the mental health area. A more detailed statistical analysis is
available in a separate companion document.

20

Human Services Consortium:
A Combined Municipal Effort in Human Services Management.
Rockingham County, New Hampshire.

New England Municipal Center, Durham, New Hampshire.
Nov 75   12p

The development of human service evaluation and planning
capability in five New Hampshire municipalities is summarized in
this case study prepared by the New England Municipal Center.
Officials of the five Rockingham County communities met to discuss
joint concerns: increased pressure on local governments to fund
human service programs; recognition that local officials need
basic tools to make human services funding decisions; and realiza-
tion that some intermunicipal consolidation of authority and
resources was the most efficient way to provide the needed tools.
Avoidance of duplication in services, a streamlined budget process,
and a need for a comprehensive planning system were other concerns
expressed. Under a partnership grant from the Department of
Health, Education, and Welfare, a needs assessment and resource
inventory was completed, and specific budgeting and evaluating
tools were designed, including a series of human service manuals
and training packages for use by municipal officials and resource
agencies in the demonstration area and throughout New England.
The major future activity of the project is to form a regional
evaluation and planning council for human services. Among the
functions of the council will be the standardized evaluation of
service agencies, coordinating service programs to avoid duplica-
tion, and preparing a regional plan to support Social Security
Act Title XX funding. It will also provide a management assistance
program for local municipal officials.

21

Integration of Human Services:
The State and Municipal Levels.

Sheldon P. Gans and Gerald T. Horton.

The nature and progress of human services integration is
evaluated based on a 1972 study by Marshall Kaplan, Gans, and
Kahn and the Research Group, Inc., two private consulting firms.
The study examined over 30 human service delivery projects nation-
wide to determine which factors lead to the integration of social
services. Case studies developed for each project provide the
basic information for the evaluation. The major findings of the
study indicate that integration of services is not extensive and
that services integration is an evolutionary process. The follow-
ing factors can facilitate and/or inhibit integration: the socio-
political environment, project objectives and priorities, project
director and staff, service provider objectives and attitudes, and
grant administration policies and procedures. It was concluded
that there is no one best services integration model. Compara-
tive analyses of the projects are provided and the range of inte-
grating linkages which can be developed between separate agencies
are discussed. A critique of the 1972 Allied Services Act is
presented based on the experiences of six States. This analysis
examines the extent to which each of the six States have consoli-
dated human service functions in a single organizational entity;
the extent to which States have developed a multifunctional
planning and programming capacity; the extent to which States
have decentralized the service delivery system to uniform sub-
state districts; and the extent to which States are structured to
provide the coordinated service delivery of programs covered by
the Allied Services Act.

22

Local Criteria for Community Information
and Service Centers (CISC's).

Information and quantitative methodology are provided for use in selecting locations for use in selecting locations for prototype Community Information and Service Centers (CISC's). The purpose of the CISC is to provide residents with a central source of information concerning their local government. Other activities of the CISC staff include certain direct-service functions, as well as collection of information on citizen attitudes toward local government and its programs. The basic longrange objective of the CISC program is to enable a more rapid and satisfying exchange of information between residents and local government using moder, automated telecommunications technology. Thirty-nine local area social indicators for use in site location are identified and applied to a site selection for Baltimore, Maryland. Criteria for site selection within the local area include access time, availability of service, need, timeliness, value and volume of service provided, eligibility for service, and threshold levels for noticeable value. Possible structures for CISC use include schools, firehouses, welfare centers, police stations, new facilities, multipurpose centers, shopping malls, and others. It is noted that the selected site must be on neutral ground within the community. The document includes supportive tabular data, a list of references and data sources, and appended materials relative to urban facility location.

23

Municipal Management and Budget Methods.
An Evaluation of Policy Related Research.
Final Report.   Volume I: Summary and Synthesis.

Urban Institute, Washington, D.C.
Dec 74   151p

Research and formal studies on the utility, impact and
effectiveness of five management and budget methods which may
be used by local governments are evaluated by the Urban Institute
of Washington, D.C.   These methods include management by objec-
tive (MBO), program evaluation, systems analysis, performance
budgeting, and planning-programming-budgeting systems (PPBD).
The studies are based on a screening of over more than 10,000
citations, discussions with researchers in the U.S. and abroad,
examination of 557 sources, and a written review and evaluation
of 66 items. Sources were examined for internal and external
validity and for policy relevance.   A search of the literature
indicated that a lack of evaluative studies of three management
and budget systems originally proposed for study -- Performance
Budgeting, Service Effectiveness Measurement, and Community
Goals Studies -- did not warrant inclusion in this report.   This
volume contains a summary of findings, a statement of search and
evaluation procedures, short narrative chapters which present
findings and recommended readings on each of the methods identi-
fied above; and bibliographies of more than 500 citations.   A
separate companion volume presents supportive data.

24

Municipal Perspectives Study on Human Services.

John G. Melrose and Virginia H. Norman.

The extent of local involvement in human services is examined in a study conducted by the Maine Municipal Association. The direct provision of services, as well as the indirect provision of services through financing of providers, is analyzed. Municipal attitudes toward the existing human services system in Maine are noted, along with the changes municipal officials perceive to be necessary. Municipal perspectives on the level of service delivery are reported. Methods for improving local involvement through such mechanisms as building citizen participation, increasing technical assistance, and developing interlocal agreements are also investigated. A survey of 359 municipalities to define the municipal role in human services showed that recreation for youth was identified as having the highest priority. Dental health services were rated second in priority of all human services. Facility development for recreation was the third highest need indicated by communities through survey data. Recreational services were considered to be a local responsibility by all population groupings. Housing for the elderly, winterization services, and low income housing were rated fourth, fifth, and seventh highest priorities by municipalities. Recreation and social services for the elderly, drug abuse services, and transportation for the elderly were rated as sixth, eighth, ninth, and tenth, respectively. Tabular data are provided on municipal human service priorities in Maine.

25

Municipal Planning and Management:
A Report on Its Status in the United States. Volume I.

National League of Cities/U.S. Conference of Mayors,
Inc., Washington, D.C.
Oct 74 137p
Executive Summary available from PROJECT SHARE.
SHR-0000496 Available from PROJECT SHARE, $6.00.

The status of municipal planning and management in the
United States is examined in a study sponsored by the Department
of Housing and Urban Development (HUD). The primary objective
of the study was to examine problems facing local government
relative to planning and management and to identify needs which
must be met to bring about any substantial improvement in city
government planning and management processes. Emphasis was placed
upon determining planning and management needs as perceived by
local officials and organizing these views into a coherent des-
cription of problems and needs at the local level. The study
addressed three major areas: (1) identification and analysis
of primary planning and management needs of city government;
(2) identification of methods by which HUD can effectively assist
city governments to improve their planning and management pro-
cesses; and (3) determination of the possible effects of pro-
posed revenue sharing on planning and management processes and
on the distribution of Federal, State, and local resources to
programs aimed at assisting minority groups. Implementation of
the study was accomplished through field visits in six cities
during 1971 and 1972, State league seminars in four States
during September and October 1971, development of special topic
papers, and a questionnaire to provide additional information
concerning the planning and management needs of local government.

26

Neighborhood Government in New York City.

New York City Office of Neighborhood Government.
Mar 74   86p
Executive Summary available from PROJECT SHARE.
SHR-0000338 Available from PROJECT SHARE, $5.00.

An attempt to improve the management, efficiency and accounta-
bility of city service delivery in New York City through adminis-
trative decentralization is examined in this report describing
the establishment of district service cabinets administered by
the Office of Neighborhood Government (ONG). The cabinet is
composed of local commanding officers from all major city agencies
(police, fire, sanitation, health, parks, highways, housing, and
social services) coordinated by a full-time district manager
appointed by the mayor. Initially, eight experimental districts
were chosen to implement the plan. Because of positive service
improvements effected by the first cabinets, 18 additional cabinets
were formed in mid-1973. Thus, this new approach to decentralized
urban management now covers more than 45 percent of the city's
62 Community Planning Districts. The cabinets have carried out
hundreds of projects through which various agencies have integrated
their services. Some difficulties were encountered, such as a
need for more authority granted to local officers and a common
recognition of agency boundaries, but despite these and other
obstacles, a form of "neighborhood government" has operated with
significant and growing success. Measures leading to this ex-
perimental program are explained, and the structure of ONG is
detailed. Some of the problems involved in evaluating such a
program are discussed, and the suggestion is made that the district
service cabinet model might meet the needs of other cities with
similar problems. A bibliography is provided.

27

New York City and the Social Services:
Selected Bronx Communities.
Interim Study Report No. 5.

New York State Temporary Commission to Revise
the Social Services Law, Albany.
Mar 73   176p
Executive Summary available from PROJECT SHARE.
SHR-0000165   Available from PROJECT SHARE, $7.50.

The New York Temporary State Commission to Revise the Social
Services law conducted a study in selected Bronx communities of
New York City to describe the scope, structure, delivery, and
coordination of personal social services. Because of the size of
New York City, it was decided to take a general look at the city's
overall public and private social service network and then
examine each of three selected neighborhoods in the Bronx to
ascertain the availability of social services to the residents of
those areas. Information on social services in the city as a
whole was obtained by culling agency reports and relevant direc-
tories of services and by interviewing people with special
knowledge about social services in public and private sectors.
Agency profiles for the Bronx neighborhood studies were developed
as the result of field visits to agencies in the particular area
and interviews with appropriate staff. The profiles are included
in three appendices to the report, with two other appendices
relating to functional and service districts, areas, and regions
in the study area and a map of community planning districts in
the Bronx. Based on the overall study, it was concluded that
social services are fragmented among numerous public and private
agencies in New York City and in the different Bronx neighborhoods.

9

28

Opportunities for Municipal Participation in Human Services.

New England Municipal Center, Durham, N.H.
Aug 75   32p

As part of the New England Municipal Center's Human Resource
Series, this manual provides elected and appointed municipal
government officials with alternative methods of dealing with
local human resource problems. The manual outlines alternative
opportunities for municipal participation in the human service
delivery system, shaped by the following: (1) responsibilities
within the local service system which a wide variety of govern-
mental and private organizations have accepted, and the extent
to which these organizations meet these responsibilities; (2)
relationships between municipal government and other governmental
and private human service participants; and (3) roles available
to municipalities within the system. Alternative roles, or ways
in which municipalities can participate in the human service
system, may include funder, provider, facilitator/coordinator,
capacity builder, or regulator. Funding, staff expertise, and
attitudes of the community are seen as possible limitations on
the choice of roles available to municipal officials. Prerequi-
sites, characteristics, advantages, and disadvantages are out-
lined for each alternative role, and examples of activities which
might be incorporated in each role are provided. Checklists for
responsibility, relationship, and role identification activities
are provided for practical application at the local level. A
case study describes the approach taken by one municipal govern-
ment in establishing the role it should play in the delivery of
human services to the small community (population 6,500) which
it represents.

29

Organizing to Develop an Integrated
Municipal Information System.

Public Technology, Inc., Washington, D.C.
Feb 73   93p
Executive Summary available from PROJECT SHARE.
SHR-0000203   Available from PROJECT SHARE, $5.00.

Guidelines for the development and implementation of an Inte-
grated Municipal Information System (IMIS) are presented. The system
is designed to provide local governments with a mechanism for
obtaining accurate, significant, and timely information to support
the decision process. The report draws on the experience of six
cities which developed pilot IMIS's under a program of the Urban
Information Systems Inter-Agency Committee (USAC) and incorporates
current organizational findings. A principle objective of the
USAC project was to test the feasibility of transferring the
entire system, or parts of it, to other cities. These systems are
comprehensive in nature and are grouped into four subsystems:
public finance, public safety, human resource development, and
physical and economic development. The basic functions of an IMIS
are discussed; the terminology is defined; and the conceptual
philosophy is reviewed. Social, economic, legal and government
constraints relating to the development of an IMIS are described
and a suggested organization structure is charted with considera-
tion given to the various elements of an IMIS. It is recognized
that this structure will not fit every city, but is presented as
an illustration of board and committee membership function. A
bibliography is provided.

30

Planning and Human Need.

Phil Heywood.

Gloucestershire College of Art and Design,
Gloucester (ENGLAND). Department of Planning.
1973 196p

Municipal planning is examined in relation to human needs.
Consideration is given to the planning of housing, work, movement,
and the face of a city, and methods are suggested for finding an
approach to planning that avoids the sacrifice of human values
and social satisfactions to economic efficiency. It is contended
that citizen consultation in strategic decisions and participation
in local ones are essential in making cities more responsive to
human desires and demands. The monopolization of planning by any
individual or group is discouraged, and true participatory plan-
ning is considered to involve the equitable distribution of
wealth and power and recognition of resource limitations. Recent
planning activities such as large public housing projects, whole-
sale destruction of housing for urban renewal programs, and rigid
master plans are believed to be ineffective planning tactics. A
positive outline is offered for planners to follow, with emphasis
on a national housing policy that develops a comprehensive plan
which is responsive to local needs and innovative enough to use
existing structures. It is argued that a system of mass trans-
portation is needed to end overdependence on automobiles and
urban sprawl. A list of references is provided.

31

Planning and Management Guide for City Officials.

Guidelines for city officials are presented that were
developed for use by the executive leadership in city government
to help fill the need for assistance in building planning and
management capacities. Executive leadership is considered to
include the mayor, city council, and other appointed and elec‐
ted officials who assist the mayor and council in developing city
policies, directing the implementation of plans and programs,
and monitoring and evaluating city government operations. The
planning and management guidelines, developed by the National
League of Cities and the U.S. Conference of Mayors, introduce
executive leadership officials to the basic concepts of planning
and management, identify resources available for constructing an
adequate planning and management system in city government, and
suggest means for maintaining a comprehensive planning and
management system under changing conditions. The guidelines
are intended to give interested members of the executive leader‐
ship team an overview of the basic ingredients involved in a
planning and management system as opposed to being technical
means for implementing all portions of planning and management
operational methods. Appendices provide additional information
on Federal assistance programs supporting executive planning and
management capacity by functional area; municipal legal powers
and authority; executive leadership planning and management needs
studies; Federal regional councils; and a directory of selected
resource organizations.

32

Privacy, Security, Computers and the City.

Issues of privacy and data security as they relate to muni-
cipal information systems are discussed, and methods for dealing
with the problems inherent in these issues are presented as an
aid to city officials and citizens concerned with the handling of
personal data at the municipal level. Following a general discus-
sion of the nature of the developing problems of privacy and
data processing security, a method of organization for data access
control is described, beginning with formulation of a plan which
sequentially places the various documents that must be prepared,
the processes for which they must provide, the people who must
participate in those processes, and time allowances for each step
involved. The first document noted in the plan is a draft resolu-
tion creating an ad hoc data access control committee to become
familiar with the subject and to make recommendations to the city
council. Special problems about which local decisions will need
to be made, the nature of and need for software auditing, and
physical security control measures are discussed. Special prob-
lem areas considered include: collection of data, public and
restricted records, classes of sensitivity, sensitivity transience,
data environment and sensitivity, dedicated systems, accuracy of
data, elimination of data, access to data, the "need to know"
test, simple aggregation, complex aggregation, sale of data, and
system flexibility. Physical security considerations include:
the costs of security, data and software protection, equipment
protection, physical hazards, unauthorized penetration, and
sabotage. Final chapters deal with development of an ordinance
creating a data access control board, as well as preparation and
implementation of data access control administrative regulations.
Appended materials include data control ordinances and regulations
from several different cities, a classified annotated bibliogra-
phy, and an index.

33

Program Profile: Neighborhood Development.

Council for Community Services, Inc.,
Providence, Rhode Island.
Apr 75   23p
Executive Summary available from PROJECT SHARE.
SHR-0000334   Available from PROJECT SHARE, $3.50.

The organization and development of ways of meeting the needs
of low-income urban neighborhoods are explored in this report by
the Council for Community Services, Inc.   There is a clear need
for neighborhood development in all urban communities in Rhode
Island.   By definition, neighborhood development conceptualizes
neighborhood residents going outside their immediate neighbor-
hoods to join coalitions from other neighborhoods, linked with
city and statewide agencies concerned with areas of mutual concern.
In some cases, urban ghetto areas may be able to benefit from the
organizing energies and influence of wealthier communities if
appropriate coalitions and alliances are negotiated.   Funds from
the U.S. Department of Housing and Urban Development (HUD) are
available for neighborhood development, and in Rhode Island, there
are major organizations with actual or potential impact in this
area.   The four basic clusters of organizations include: OEO-
sponsored, diocesan-initiated, United Way-supported, and those
allied with various unions.   Organizations included in the above
clusters are described.   Recommendations include the continuance
of present agencies working in the area, implementation of the
concept by neighborhood centers or settlement houses, and the
development of appropriate mechanisms to link newly emerging
community centers with the United Way.

34

Report on Attleboro: A Plan of Action for Human Services.

A plan of action for human services, developed in Attleboro, Massachusetts, with particular emphasis on problems created by the closing of a State mental hospital in the area is reported. Human service evaluation procedures are outlined, recognizing that existing staff levels must be supplemented to carry out the necessary research required for identifying unfulfilled needs. The city of Attleboro is addressing itself to human service needs within the community. It is seeking to do this in an orderly fashion, rather than having to react to a crisis situation as in the case of the closing of Foxboro State Mental Hospital. Information on the identification of unmet needs will assist the city in determining its future role in relation to human services. A comprehensive plan has been developed which recommends the formation of a human service commission. Such a commission would be staffed on a full-time basis by an individual with a background in social services. It is recommended that all cities and towns increase their efforts to provide input into the planning process on human services issues. It is further recommended that State agencies encourage participation by local government. Recommendations relating to the improvement of human services in Attleboro concern human service inventories, evaluation of requests for city support, human service opinion surveys, compilation of socioeconomic data, and the establishment of a human services center.

35

Report on Williamstown Human Services.

An assessment of contractual services in Williamstown, Massachusetts, is provided by the Massachusetts League of Cities and Towns as a basis for expansion of existing services or introduction of new services. Williamstown has purchased services since 1974, and while the purchase of contractual human services makes the management of town funds simpler, it does create financial problems for providers and can disrupt traditional community organization orientation. One problem Williamstown faces is determining the proper role of the town in financing human services. It is recommended that an Administrative Human Service Advisory Committee be established for the purpose of evaluating, making recommendations, and coordinating human service efforts. Other recommendations include the following: appointment of a part-time human service coordinator to serve as a referral agent for those seeking assistance and to provide liaison between the advisory committee and the town council; establishment of standardized request for funding procedures; utilization of an inventory of human service agencies in the area; and conducting a needs assessment study. Appendices contain budget request forms and instructions and the finance committee narrative report.

36

Riverville Social Services Information
and Referral System.

California University, Irvine,
Urban Information System Project.
June 75   41p

The health and welfare information and referral system in
Riverville, California, is described as a prototype of a social
service information and referral system. The entire social
service system in Riverville, an industrial town of 170,000 people
which serves as a regional center for several rural counties, is
discussed in the context of socioeconomic background information.
The Urban Management Information System (UMIS) provides online
retrieval of client records, services the client has been referred
to, and services received through terminals located in three
neighborhood service centers. UMIS is designed to increase the
effective delivery of community services through a set of articu-
lated service goals. Of the 150 agencies that provide services
to neighborhood center clients, 35 are fully "on" UMIS, and 25
are partially "on" UMIS. Entry procedures, client followup, and
recording of services through UMIS are described in detail.
Among the questions that arise in agencies deciding to utilize
UMIS are data accuracy and Federal auditing. Some benefits
accrued through UMIS are: a single intake form for all partici-
pating agencies, monthly statistical summaries, and a coordinated
client referral and tracking system. References are included.

37

Service Delivery at the Neighborhood Level: Experience, Theory, and Fads.

Alfred J. Kahn.

The history of personal, or general, social service delivery
at the community level is traced in these conference papers, and
changes in theory and emphasis are examined. It is noted that
public social welfare services were originally tied to circum-
stances in which most users were poor, but over a period of two
decades, the target population has changed to include families
of all social classes, including those needing specific programs
such as alcoholism and drug abuse. The concern with juvenile
delinquency that developed in the late 1940s eventually brought
forth outreach techniques that were used in many types of deli-
very services. During the late 1960s and early 1970s a new concern
became evident, and efforts were made to decentralize some of the
large scale programs of earlier years and return these services
to the neighborhoods. Some government-initiated changes in
services delivery, such as service integration and case integra-
tion, are discussed, and the creation and components of a service
network are examined. The concepts of area versus functional
organizations are compared, and the issue of social work and the
generalist is reviewed. The suggestion is made that in the
delivery of social services, much faddism has been exhibited, and
that it is necessary to create service delivery experiments and
'neighborhood laboratories' in which to test theories and in-
crease knowledge. This conference paper was prepared for presen-
tation at the Symposium on Neighborhood Society of New York in
October, 1974.

38

Street-Level Governments: Assessing Decentralization
and Urban Services.

Robert K. Yin and Douglas Yates.

Decentralized government is assessed within the urban service
context. Urban decentralization is considered to be primarily
influenced by, and at the same time involves a structuring of the
relationship between, those who govern, and those who are governed.
It is contended that urban services are the product of policy-
making at its point of contact since urban services operate at
the street level and deal with tangible problems and individual
residents. This street level view of urban government leads to
the observation that different urban services are differently
constituted, that the relations between server and those served
has somewhat different traditions, and that problems of service
delivery at the street level are not problems of a single govern-
mental structure but rather those of different street level
governments. Such governments differ in their decision-making
processes; internal relations of authority; ethnic, age, and sex
composition of employment; and openness to the participation and
demands of the governed in influencing service policies. Specific
issues addressed in the decentralization of urban services include
the following: historical development of neighborhood service
and delivery; evaluative framework for decentralizing urban
government; outcomes of urban decentralization; public safety;
health; multiservice programs; education; economic development;
and the relationship between decentralization and urban policy.
Appendices provide additional information on case studies
analyzed in regard to decentralization.

39

Study of the Roles for Cities Under the
Allied Services Approach of the
Department of Health, Education, and Welfare.

The proposed Allied Services Act as it relates to cities and
to the intergovernmental human services planning process is assessed
in a study by the National League of Cities-U.S. Conference of
Mayors.   The study, which involved a year-long evaluation of demon-
stration efforts to test the implementation of the proposed Allied
Services Act at the local level, assessed the capability of muni-
cipal governments of nine selected cities to play a role in the
localization or regionalization of human services delivery.   The
methodology consisted of background research, establishing contact
with appropriate authorities and resource personnel, and field
visits to the selected cities.   Evaluation of all information indi-
cates that: (1) the most important changes at the local level
are structural in character, i.e., creation of new agencies and
coordinating institutions; (2) city planning processes have moved
toward broader and more inclusive planning for a wider range of
programs; (3) the cities view State agencies as being unsupportive
of local planning efforts or as proceeding independent of local
input; (4) the present structure of the human services system at
State and Federal levels militates against city involvement; and
(5) rationalization of service area boundaries is a low priority
issue.   The primary conclusion is that there is an absence in the
cities of an effective and authoritative central focus for human
services planning and implementation.   City involvement is
recommended in three major areas--needs assessment, priority de-
termination for the local jurisdiction, and monitoring/evaluation.
The appendix contains the nine site reports.

40

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