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August 1986

# WELFARE SIMPLIFICATION

## Projects to Coordinate Services for Low- Income Families



RELEASED

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United States  
General Accounting Office  
Washington, D.C. 20548

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**Human Resources Division**

B-222701

August 29, 1986

The Honorable Mickey Leland, Chairman  
The Honorable Marge Roukema, Ranking Minority Member  
Select Committee on Hunger  
House of Representatives

The Honorable Harold E. Ford, Chairman  
The Honorable Carroll A. Campbell, Ranking Minority Member  
Subcommittee on Public Assistance  
and Unemployment Compensation  
Committee on Ways and Means  
House of Representatives

The Honorable Leon E. Panetta, Chairman  
The Honorable Bill Emerson, Ranking Minority Member  
Subcommittee on Domestic Marketing,  
Consumer Relations, and Nutrition  
Committee on Agriculture  
House of Representatives

As requested by your offices in November 1985, we are doing work to identify issues related to the concept and demonstration of integrating human services programs--often called "one-stop shopping." As one of a series of products on that work, this fact sheet presents an inventory of service integration demonstration projects completed during the period 1970-85 and a bibliography of literature on service integration. Our final report to you will include an analysis of the enclosed data, along with the federal and state responses to our recent questionnaire on service integration.

We found that there is not a universally agreed-upon definition of service integration. To some, service integration means collocation of service providers, combined case management, common application forms, and shared client data. To others, it means system accountability and accessibility combined with efficient and effective services provided at the most reasonable cost. For purposes of this report, we chose to use the following broad definition of service integration: the coordination of benefits and/or services to (1) allow access to and use of benefits by all clients, (2) improve effectiveness of service delivery, and (3) achieve efficient use of human services resources.

After discussions with your offices, we agreed to focus our work on service integration projects for low-income families generally eligible for such programs as Aid to Families With Dependent Children, Medicaid, Food Stamp, and Section 8 Housing. We excluded from our listings information on projects related to specific target groups, such as American Indians, the mentally and physically impaired, and the elderly. Also excluded was information about projects related to a specific program, such as an educational program or an employment and training program. Moreover, to be included in the inventory listing, a project had to be funded no earlier than 1970 and funding had to end no later than 1985. The year 1970 was selected to insure that the Department of Health, Education, and Welfare's Service Integration Targets of Opportunity grants that began in 1971 were included in this inventory. These grants were intended to demonstrate ways to integrate or more closely coordinate health and social service programs.

Because we included only completed projects, the enclosed information does not include significant ongoing service integration projects, such as those authorized by the 1984 Deficit Reduction Act. Information about these and other ongoing projects will be included in our final report to you.

Appendix I to this report is an inventory of 50 completed service integration projects listed alphabetically by the 32 states in which they took place. Of the 50 projects, 33 were sponsored by state (23), county (7), or city (3) agencies. The other 17 were sponsored by associations, private organizations, and universities. Nine of the projects operated statewide, 20 in a multicounty area, 10 in one county, and 11 in a city. Thirty-eight of the projects operated 2 to 4 years, six operated 5 to 7 years, and six operated 1 year. Information provided for each project consists of the title, location, sponsor, period, description, results, and constraints. These items are defined on pages 5 and 6.

Appendix II is an alphabetized bibliography of 169 literature citations on service integration. The information in appendix I was developed from this literature. For some projects more than one source was used for the write-up in the inventory. The views expressed in the results and constraints sections in the inventory are those of the reports' authors and do not necessarily represent GAO's views.

We did not discuss this fact sheet with agency personnel because it contains only listings of projects and literature sources and does not contain our opinions, conclusions, or recommendations. We did, however, discuss our work with officials at various federal agencies when we were identifying pertinent research in the area.

B-222701

As agreed with your offices, unless you publicly announce its contents earlier, we plan no further distribution of this fact sheet until 10 days after its issue date. At that time, we will send copies to other interested parties and make copies available to others who request them. Further information on this document can be obtained by calling me at 275-6193.



Joseph F. Delfico  
Senior Associate Director

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ABBREVIATIONS

HEW	Department of Health, Education, and Welfare (subsequently changed to Department of Health and Human Services)
GAO	General Accounting Office
SITO	Service Integration Targets of Opportunity

INVENTORY--SERVICE INTEGRATION PROJECTS

The following pages contain an inventory of service integration projects aimed at demonstrating more efficient and effective delivery of human services to needy persons. These projects began no earlier than 1970, and funding ended no later than 1985. Projects directed toward particular clients--such as the elderly, American Indians, or mentally or physically impaired--were excluded from our inventory. Also excluded were projects limited to a specific program, such as an educational or an employment and training program.

To develop the inventory (and the bibliography in app. II), a literature search was performed using the computerized data bases of the National Technical Information Service, Educational Resources Information Center, SOCIAL SCISEARCH, and Family Resources. The key words and phrases used in searching the data bases were: service integration, service delivery, one-stop shopping, social programs, social services, welfare, and demonstration projects. To make our inventory and bibliography as complete as possible, we contacted professional organizations in social welfare and public administration, federal program officials, and other persons knowledgeable in the field of services integration for references to projects and studies.

The inventory is arranged alphabetically by state. In addition, descriptive information is provided for each project and is defined as follows:

- Title - The project's title.
- Location - The city, county, or area in which the project took place.
- Sponsor - The group or organization that carried out the project. This is not necessarily the funding organization.
- Period - The starting and ending dates of the project in relation to its funding. In some cases, we put "Unknown" and estimated in parentheses the dates from the report(s) used to obtain project data.
- Description - A summary of the reason for the project and its goals or objectives.
- Results - A summary of the project's results and whether its goals were met. When final reports were not written or not available, the results were based on an interim report or a publication summarizing several projects.

**Constraints** - A summary of problems encountered by the project that either inhibited its progress or prevented it from being completed. The designation "N/A" is used when information on problems was not available in the documentation.

The views expressed in the results and constraints sections on the following pages are those of the authors of the reports used to develop the inventory and do not necessarily represent GAO's views.

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**ALABAMA**

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- 1. TITLE:** North Central Alabama Human Services Delivery System
- LOCATION:** Cullman, Lawrence, and Morgan Counties
- SPONSOR:** North Central Alabama Regional Council of Governments, Decatur
- PERIOD:** July 1973-June 1976
- DESCRIPTION:** The Decatur SITO project did not have a definite focus on either system development or management reorganization. It was an outgrowth of a desire of local public officials, service providers, and the sponsor to coordinate human resource development in the three-county region. The project's two primary objectives were to (1) establish human resource development committees and (2) develop and test a human service delivery system.
- RESULTS:** The committees were set up and operating in each of the three counties, and critical goals of the delivery system were identified. Identifying service needs of the residents of the three counties and eliciting the active involvement of 20 private and public provider agencies in designing the delivery system were cited as outstanding accomplishments in a 1975 report on this project.
- CONSTRAINTS:** N/A.

2. **TITLE:** Rural Human Resources Project of the Association of County Commissions of Alabama
- LOCATION:** Alabama-Tombigbee Rivers Region (10 southwest counties)
- SPONSOR:** Association of County Commissions of Alabama
- PERIOD:** Fiscal year 1975
- DESCRIPTION:** This project was one of eight funded in 1975 through a grant from the Office of Economic Opportunity to the National Association of Counties Research Foundation. Alabama received \$30,000 through its Association of County Commissions to carry out its activities. This grant's national goal was to help counties respond to their citizens' human service needs. Alabama developed its own objectives for carrying out this goal, which included (1) determining the current status of human service delivery systems, (2) selecting a multicounty area for intensive study, (3) developing a strategy for designing a model of coordination and integration in the target area, (4) providing statewide problem solving within time and funding constraints, (5) preparing progress reports that could be useful outside the target area, and (6) providing a narrative report of the project results at the end of the grant year.
- RESULTS:** A number of recommendations came from this project, including (1) coordinating integration efforts, perhaps by organizing a state Human Services Council, (2) developing county inter-agency councils, (3) designing an information and referral system, (4) cutting duplicated services, (5) starting an employee suggestion award system, (6) achieving unified planning, (7) increasing private sector participation, and (8) providing personnel training in human motivation.
- CONSTRAINTS:** A number of obstacles arose during the first year. Limited time, lack of personnel, and an overly large target area prevented an in-depth study of all 10 counties. In addition, problems occurred with the individual county service agencies, as well as with duplication of services between agencies. Some of the most common problems included lack of (1) transportation for



clients, (2) client motivation to improve life, (3) adequate staff, (4) emergency funds, (5) overall funding, (6) client eligibility for services, and (7) agency coordination and an information and referral system.

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**ARIZONA**

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- 3. TITLE:** Department of Economic Security SITO Project
- LOCATION:** Statewide
- SPONSOR:** Arizona Department of Economic Security
- PERIOD:** July 1973-June 1976
- DESCRIPTION:** In 1973, the state legislature established the Department of Economic Security, combining seven major human services programs. Later in the year, a SITO grant was approved to provide more staff for accomplishing integration of services through multiservice centers in six newly created districts. The project was part of a larger services integration effort in Arizona, and its objectives related to the service centers. These included (1) collocation of services, (2) reduction of barriers to integration, (3) continued development of linkages with community service agencies, (4) development of feasible integrated information and referral systems, (5) development of case management systems, and (6) development of an integrated budgeting and accounting system.
- RESULTS:** A task force was set up to implement the service centers. A survey found that most clients rated their experiences as satisfactory.
- CONSTRAINTS:** Some of the problems encountered during this project included (1) turf protection, (2) poorly defined objectives, (3) difficulty in obtaining adequate space for the service centers, (4) lack of funding and staff, (5) excessive paperwork, (6) varying eligibility criteria, (7) negative staff attitudes to reorganization, and (8) cumbersome waiver process and staff reluctance to request waivers of federal regulations that prohibit the integration of services.

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**ARKANSAS**

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- 4. TITLE:** Arkansas Regional Services Integration Project
- LOCATION:** Jonesboro and 12 northeast counties
- SPONSOR:** Arkansas Department of Social and Rehabilitative Services
- PERIOD:** August 1972-June 1975
- DESCRIPTION:** This project, funded by a SITO grant, was designed to develop a model system for integrating health and social service delivery in a local, multicounty area. A service center was established in Jonesboro to alter the pattern and mode of service delivery in the test region by a select group of social rehabilitative agencies. The project also established a core administrative support unit that was to design the processes for integrating services and developing central intake and referral procedures.
- RESULTS:** Progress was slow, but the objectives were met with mixed success. The project received the support and endorsement of top Social and Rehabilitative Services management. A Regional Information System was implemented, and the research component was implemented and was providing statistical analysis and review of the impact of integrated services on clients. In addition, the core administrative support unit was being used successfully during the projects. The project had minimal impact on the test region and its clients.
- CONSTRAINTS:** Problems occurred in the project because (1) agency staff viewed it as an interference in their activities, (2) agencies were not mandated to participate and Social and Rehabilitative Services leadership could not force their participation, (3) agency personnel were not involved in planning, (4) the project's intent was not clearly defined, (5) the definition of integration was not clear, (6) funding was limited, and (7) agency changes occurred outside of the project's control.

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**CALIFORNIA**


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- 5. TITLE:** Allied Services Project
- LOCATION:** Contra Costa County
- SPONSOR:** Contra Costa County Human Resources Agency
- PERIOD:** July 1972-June 1976
- DESCRIPTION:** This SITO project was designed to test services integration mechanisms in the Model Cities Area of Richmond. It combined elements of system development, management of the existing system, and a single super-agency, the Human Resources Agency. The SITO project allowed three integration mechanisms to be tested: (1) governance--a model governance mechanism for an integrated system at the county level; (2) social problems planning--the Allied Services Board and the Allied Services Commission identified priority problems and made up task forces to develop recommendations for dealing with those problems; and (3) Human Resource Information System to store and provide data on service needs.
- RESULTS:** The project was halted in June 1976. Up to that point, it had shown that strong citizen and public agency participation was possible if both groups were involved in a governance mechanism and that it would be possible to engage in human services planning if attention was limited to priority problem areas that could be resolved. The public school system and social security district office also were involved in the governance mechanism and planning process.
- CONSTRAINTS:** N/A.
- 6. TITLE:** Human Services Access System
- LOCATION:** San Mateo County
- SPONSOR:** San Mateo County Department of Community Services, Redwood City
- PERIOD:** Fiscal years 1978-82

**DESCRIPTION:** Using federal, state, and county funding, the Human Services Access System was designed to develop a new approach to organizing and managing provision of human services. The project's objectives were to (1) provide more convenient, responsive, and effective service to human service clients, (2) reduce welfare costs per client by enabling clients to move to self-sufficiency by obtaining employment, (3) provide more comprehensive information on services and clients to planners, and (4) provide for more coordination between local agencies, cities, county, and state in planning and administering services. For the second program year, goals were modified to reflect a desire for (1) increased cost effectiveness, (2) increased availability and access to employment and training options, and (3) elimination of duplication by uniformly integrating and coordinating intake and supportive services.

**RESULTS:** The attempt to develop a fully integrated intake and assessment system did not succeed; however, many agency and program linkages were developed, as well as some consolidation of forms and staff streamlining. While some duplication of effort was eliminated, other areas of duplication developed. Some cost savings showed in reductions in Aid to Families with Dependent Children and General Assistance, but the entire system was not evaluated for cost effectiveness; thus, its true value in terms of cost savings will remain unknown.

**CONSTRAINTS:** Some of the many barriers to integration encountered are summarized as follows: (1) regulatory--problems with federal, state, and local laws, regulations, budgets, and program policies; (2) administrative--no mandate or incentive for agency commitment, problems in decision-making process, negative attitudes and resistance to change, key staff turnover, uncertain funding; (3) operations--understaffing, staff turnover, staff unwilling to share information, negative staff attitudes, staff attitudes towards client groups; and (4) demonstration process--time constraints, project staff not flexible, lack of knowledge of programs, communication difficulties, and difficulties in coordinating many agencies.

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**CONNECTICUT**

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- 7. TITLE:** Community Life Association
- LOCATION:** Hartford
- SPONSOR:** Greater Hartford Process, Inc.
- PERIOD:** July 1972-December 1975
- DESCRIPTION:** The Community Life Association project, funded through SITO, state, local, and private sources, focused on the development of a new social services system that would be outside of the existing system. Its goals were to (1) pool multiple funds for more flexible allocation, (2) provide better service delivery to inner city residents, (3) provide case managers who would assist clients with services and be brokers for obtaining those services, and (4) set up an evaluation system. This project was developed on a city-wide basis, but carried out through neighborhood-based service centers. The project was also the only SITO project initiated privately, but it was not accountable to the private agency sector for its formal existence.
- RESULTS:** The project was most successful in advancing neighborhood-based service delivery. In its broader goals of changing delivery, the project did not meet expectations. These broad goals may have been too ambitious and possibly unrealistic.
- CONSTRAINTS:** Among the problems encountered were (1) economic difficulties due to the national recession, which in turn led to inadequate funding for staff and administrative activities; (2) insufficient demonstration period; (3) reluctant participation by state and, to a lesser extent, the city management staff; (4) inadequate private support (in funding and attitudes to clients); and (5) inadequate services.

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**DELAWARE**

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- 8. TITLE:** Human Service Delivery System
- LOCATION:** Statewide
- SPONSOR:** Delaware Division of State Service Centers
- PERIOD:** 1970-(unknown--latest reference shows October 1977)
- DESCRIPTION:** The state of Delaware embarked on a major effort to restructure its service delivery system in 1970. The goals included providing increased accessibility to services, making a wide variety of services available to clients, and making better use of resources. To accomplish this, the state set up a number of multiprogram service centers where service providers were collocated. The first service center program was established in 1972.
- RESULTS:** At the time of the October 1977 report on this project, the Delaware system was still being developed. Ten service centers had been established. Many other specific objectives regarding client-tracking and other administrative functions were not yet operating. Progress was shown in strengthening coordination; however, the lack of a mandate to coordinate and the parallel existence of categorical and integrated services slowed progress toward its goals. A reexamination of the project's scope and desired achievements was recommended.
- CONSTRAINTS:** Some of the major problems encountered were (1) agency resistance to collocating, (2) lack of political support for diverting funds from other programs to set up the service centers, (3) inability to ensure agency participation and cooperation with overall goals, (4) insufficient staff, (5) lack of communication and awareness of programs, (6) dual accountability of service workers for program and administrative matters, (7) lack of clearly defined roles of staff, (8) lack of a single client pathway to the service centers and of common intake, and (9) lack of a client tracking system.

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**DISTRICT OF COLUMBIA**


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- 9. TITLE:** **Total Package of Integrated Social and Rehabilitative Services: Anacostia**
- LOCATION:** Washington, D.C.
- SPONSOR:** District of Columbia Department of Human Resources
- PERIOD:** July 1971-June 1974
- DESCRIPTION:** This SITO project was supposed to test whether a case manager or case team approach to coordination would be cost effective for bringing about services integration within an existing system. Broad goals were to help clients attain self sufficiency or self-support and to increase the quantity and quality of services offered. In addition, a management information system was developed.
- RESULTS:** The replicability of this project is uncertain because the costs for the numbers of persons served was very high. Because of the project's experimental design, it did not show whether differences in performance were due to the decreased case loads of the system agents, the management information system, or other factors. The project staff felt that the team approach was the more successful alternative (though more expensive) due to the staff's multiple skills.
- CONSTRAINTS:** N/A.

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**FLORIDA**


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- 10. TITLE:** **Comprehensive Services Delivery System Service Integration**
- LOCATION:** Palm Beach County
- SPONSOR:** Florida Department of Health and Rehabilitative Services
- PERIOD:** Late 1971-December 1973

**DESCRIPTION:** This project aimed to provide an administrative structure to maximize the integration of local, state, and federal resources. To accomplish this, services providers were either collocated in multiservice centers or received purchased service agreements. In addition, the project used administrative (budgeting, planning, and staffing) and direct service (case coordination, referral, outreach, and intake) linkages to accomplish its goal.

**RESULTS:** Three multiservice centers were established in the county. The following administrative linkages were implemented: (1) joint staff training, (2) joint planning, programming, evaluation, and information sharing, and (3) central support services and record keeping. Direct service linkages included (1) outreach, intake, problem diagnosis, referral, and follow-up and (2) case coordination. The linkages demonstrated the level of information sharing, with a substantial amount of this communication at the local level.

**CONSTRAINTS:** N/A.

11. **TITLE:** Regional Information and Referral Support System

**LOCATION:** Hillsborough, Pasco, Pinellas, and Manatee Counties

**SPONSOR:** United Way of Pinellas, Inc., St. Petersburg

**PERIOD:** September 1974--(unknown--latest reference shows June 1976)

**DESCRIPTION:** Using federal and state funding, this project was developed as an attempt to coordinate the information and referral subsystems in the four-county region in order to facilitate service delivery by the information and referral centers and other participating agencies. The system's tentative objectives were to provide for (1) development and implementation of a health, welfare, and education package to support funding and planning decision making in each subsystem, (2) coordinated training programs, (3) standardized data gathering and utilization, (4) coordinated public information, and (5) a comprehensive resource profile of the entire system.



**RESULTS:** Funding beyond June 1976 was uncertain, though staff anticipated few problems in securing it. The system was in pilot testing with standardized intake and referral forms, a resource directory, and a number of internal management reports having been developed.

The project also included a number of coordinated meetings, work sessions, and community planning activities with organizations in the four-county region.

**CONSTRAINTS:** Problems encountered during development of the system included (1) continual reorganization and staff changes in the state Department of Health and Rehabilitative Services required frequent meetings to keep state officials apprised of project activities, (2) project staff turnover, and (3) the duplication of programs within one county.

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**GEORGIA**

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**12. TITLE:** Capacity Building-Partnership Grant

**LOCATION:** Statewide

**SPONSOR:** Georgia Department of Human Resources

**PERIOD:** July 1974-March 1977

**DESCRIPTION:** The project was designed to find a method to meet the need for more accurate client-need information upon which to base Department of Human Resources' management decisions. The focus of the project was the potential of TIE-LINE, Georgia's Statewide Information and Referral System. Developed in previous years to provide client access to services information, TIE-LINE ran out of money before all of its objectives could be achieved. The Capacity Building grant funds allowed the project to pursue the following objectives: (1) establish an interface between the Information and Referral System and the Department of Human Resources' management information system, (2) develop a mechanism to make information acquired from TIE-LINE integrated with the information system and usable by Department management, (3) develop

information content, time frames, and format for TIE-LINE data to be provided for decision-making purposes, and (4) develop effective tools to evaluate the impact of the data on management decisions.

**RESULTS:** The data provided by the project did not significantly increase the effectiveness of decision making in the Department of Human Resources.

**CONSTRAINTS:** Several problems occurred, including (1) staff turnover, (2) many lengthy delays in data processing and programming, (3) local agencies could not obtain usable data from the system for carrying out decisions on services, (4) program decisions were based on fiscal and political considerations, (5) project design had weaknesses and was implemented too soon, and (6) unrealistic expectations regarding the possible impact of the capacity building data on services delivery.

**13. TITLE:** Georgia Outreach Project

**LOCATION:** Northern Georgia (13 counties)

**SPONSOR:** Georgia State Department of Human Resources

**PERIOD:** August 1973-May 1975

**DESCRIPTION:** The Georgia Outreach Project, funded through HEW and the Appalachian Regional Commission, was designed to use a home-based approach for delivering services to children and families in the target area. Its overall goals were to enhance a child's early growth and development by assisting with the family's needs so that parents can in turn meet the needs of their young children.

**RESULTS:** Many of the more specific goals of the project were met in that (1) community response was generally positive, (2) agencies were open to assisting the home visitor in obtaining needed services, (3) project workers were able to influence home management and parental responsibility, and (4) goals of improving child health, nutrition, and child development were met in varying degrees.

**CONSTRAINTS:** No real problems occurred.

- 14. TITLE:** **Service Integration System**
- LOCATION:** Atlanta
- SPONSOR:** Economic Opportunity Atlanta, Inc.
- PERIOD:** Fiscal years 1972-75
- DESCRIPTION:** The Service Integration System was created in 1972 to facilitate service delivery by providing (1) central intake and referral, (2) eligibility verification, (3) emergency assistance, and (4) transportation services to link clients with the agencies. The system underwent a number of changes during the reporting period cited here. The project was evaluated again in 1975 to determine whether (1) this model was valuable in Atlanta's continuing efforts to deliver quality services and (2) the model system could be implemented city-wide.
- RESULTS:** Based on the 1975 evaluation report, the system was judged generally useful and agencies were satisfied with its performance. In addition, clients were also generally satisfied with the services they received. Client intake levels declined slightly while level of service provided had increased, showing that client needs were being met more effectively.
- CONSTRAINTS:** Problems with several aspects prevented the system from being fully successful. For example, some agencies were reluctant to relinquish intake functions. Also, client information and service delivery records on kinds of services provided to clients were not available to the provider agencies. The system was also found to be overstaffed.

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**HAWAII**

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- 15. TITLE:** **Evaluation of the Waianae-Nanakuli Human Service Center**
- LOCATION:** Waianae Coast, Oahu
- SPONSOR:** Hawaii Office of the Governor, Special Assistant in Human Resources

- PERIOD:** Fiscal year 1972 (grant extended to fiscal year 1973)
- DESCRIPTION:** This was a SITO-funded project designed to evaluate the service center, one of four established in 1970 as part of the state's Progressive Neighborhood Program. The "process" evaluation report of the center, issued in July 1974, described the state's experiences with services integration. The report provides historical background on the service delivery system before SITO and documents changes in planning, evaluation, administration, and direct services over the course of the project. In addition, the report includes an attempt to provide quantitative data on utilization of services, case histories, and costs.
- RESULTS:** The project report outlined the difficulty in instituting a "bottom's up" approach to integration and recommended a graduated "top-down" reorganization effort. The project also helped the service center reformulate its objectives and organization before any evaluation efforts. Overall, the evaluation provided an excellent case history for understanding the various changes necessary to implement service integration.
- CONSTRAINTS:** A number of problems were identified. The project was hampered by (1) lack of clarification of primary integrator's roles, many of whom lacked formal authority to implement linkages; (2) lack of follow-through in formalizing linkages; (3) very low profile--agency top management was not involved in substantive problems relating to policy making and developing linkages; and (4) internal dissension in the center.

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**ILLINOIS**

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16. **TITLE:** Integrated Human Services Delivery Project
- LOCATION:** Jackson County
- SPONSOR:** Jackson County Health Department, Murphysboro
- PERIOD:** December 1974-June 1976

**DESCRIPTION:** This project, funded through the Illinois Regional Medical Program, was set up to develop a totally integrated health and social service delivery system on a local level. The project's objectives were to (1) establish a process for assessing health and human needs, (2) analyze available resources, (3) develop a plan for an integrated services objective-setting process, (4) facilitate decision making, (5) provide integration and coordination of public and private community resources and services, (6) program services to meet plan objectives and delivery services, and (7) develop and facilitate citizen involvement.

**RESULTS:** Because of a lack of funding continuity, the project was halted in July 1976 before it could make a noticeable impact as a service delivery alternative. From its experiences, the project staff was able to draw a number of conclusions and recommendations that would be relevant to others conducting similar efforts. These included a need for (1) political and administrative support from the government and participating agencies, (2) clear lines of authority, (3) adequate staff, (4) a flexible governing board with powers to enforce cooperation and control resources, and (5) assurance of continuity.

**CONSTRAINTS:** Problems encountered included (1) a lack of political support from state agency administration, (2) a poor economic climate, (3) case managers not released from agency responsibilities to provide adequate commitment of time to the project, (4) training needs not recognized, and (5) a lack of appropriate staff to develop and coordinate social work aspects of the project. Overall, the project demonstrated that with a lack of flexibility in federal and state policies (for example, narrowly focused categorical programs), innovative efforts to integrate services will not occur.

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**IOWA**

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**17. TITLE:** Integrated Services Program

**LOCATION:** Des Moines and Polk County

**SPONSOR:** Integrated Services Program of Polk County, Des Moines

**PERIOD:** July 1972-June 1975

**DESCRIPTION:** Funded by SITO, this was an experimental county-wide project for promoting more effective linkages among public and private service agencies by demonstrating the utility of case management and a management information system. The project was the catalyst and facilitator for 12 agencies that volunteered to participate. The project's objectives were to (1) develop and implement direct services linkages among participating agencies, (2) develop a management information system, (3) collocate agencies, (4) institutionalize the case manager concept among agencies, (5) generate surveys on client needs and agency services and needs, and (6) design, develop, and implement a service delivery model.

**RESULTS:** Community needs assessment was completed, and the project implemented an automated client file and management information system. The client file was used for case management, client tracking, service planning, and general program and management reporting purposes. The information provided data on service providers and resources and was used for information and referral, eligibility determination, and service planning. Two other components, a service scheduling system and a cost system, both automated, were yet to be implemented.

**CONSTRAINTS:** N/A.

18. **TITLE:** Polk County Capacity Building Grant

**LOCATION:** Polk County

**SPONSOR:** Polk County Department of Social Services, Des Moines

**PERIOD:** May 1977-June 1978

**DESCRIPTION:** This project, an outgrowth of an earlier SITO demonstration, was funded by an HEW Partnership Grant to modify the automated case management system developed under the SITO grant. The modification was supposed to improve access and retention of information, develop management

reporting of county-administered programs, and provide a mechanism to evaluate the case management system. The new automated data system was redesigned to be less complex and costly than the one developed under SITO. It was supposed to provide (1) an automated, accessible client registration and case locator system, (2) data for assisting with the case management system, and (3) agency-wide management information and statistical reporting. The system would not include interfacing capabilities, agency information sharing, eligibility determination or recording, or information and referral or client appointment and scheduling systems.

**RESULTS:** The objectives were accomplished within the time frames and budget limits. The system was implemented in Polk County, and the project was considered successful by county officials.

**CONSTRAINTS:** N/A.

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### KENTUCKY

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- 19. TITLE:** Comprehensive Services Planning/Delivery System
- LOCATION:** Louisville and Jefferson County
- SPONSOR:** Human Services Coordination Alliance, Louisville
- PERIOD:** Fiscal years 1975-78
- DESCRIPTION:** This HEW-funded project planned to show that comprehensive planning at the local level would significantly improve the impact, responsiveness, and efficiency in a service delivery system. Project objectives included (1) developing and testing a model for local-level comprehensive planning and management of social services, (2) developing technology and methods for generating accurate data bases of information, (3) developing and showing management and planning control technologies with direct applicability to comprehensive, local government social service planning, and (4) evaluating the impact of comprehensive planning and delivery on the system's effectiveness and efficiency.

**RESULTS:** The project's implementation was considered successful. Two-thirds of the clients responding to a self-evaluation questionnaire reported satisfaction with services they received.

**CONSTRAINTS:** While no constraints to carrying out the project were directly discussed, the evaluation report mentioned various problems. These included (1) competition between agencies for funding, (2) worker aversion to documenting services provided, and (3) overcoming agency self-interest. Several problems were also identified by the client evaluation: (1) multiproblem clients were not addressed, (2) clients did not share decision making, (3) clients lacked transportation, and (4) clients lacked confidence in the agency's ability to help.

**20. TITLE:** Human Services Coordination Project

**LOCATION:** Louisville and the Jefferson County Area

**SPONSOR:** Human Services Coordination Alliance, Inc.,  
Louisville

**PERIOD:** Fiscal years 1974-75

**DESCRIPTION:** This SITO-funded project was designed to increase coordination and improve services delivery of the public and private agencies in the target area. To accomplish this, the project has proposed to develop an integrated intake, screening, and referral system; a human service information system; a human services planning system; and a policy board with governance and system operation responsibilities.

**RESULTS:** The policy board was established; the intake, screening, and referral system was implemented; most of the components in the information system were implemented on a computer; and an inter-agency planning team was organized for policy and programming activities. In addition, a system was set up to provide case accountability that would be tested at a later date.

**CONSTRAINTS:** While problems were not discussed outright in the reports on this project, several things were mentioned indirectly. A "weakness" identified with this project was its voluntary nature; that is, no agency was forced to comply. The



greatest barrier to coordination was agency fear of losing autonomy and agency survival.

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**LOUISIANA**

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- 21. TITLE:**           **Coordination of Selected Human Services Programs**
- LOCATION:**            Statewide
- SPONSOR:**           Louisiana Office of Human Services
- PERIOD:**            Fiscal years 1972-74
- DESCRIPTION:**      From 1972 to 1974, the Office of Human Services carried out an HEW-funded study to assess the state's ability to better coordinate its services delivery along the lines of the proposed Allied Services Act. To accomplish this, the project looked at current delivery methods; that is, how services were provided, how programs interacted, what inhibited further interaction, and how to better coordinate services. Programs administered by the state and one local area were studied.
- RESULTS:**            Programs administered in Louisiana have been coordinated somewhat, but not extensively. Administrators would like to see a more formalized system. Clients at the local level were generally satisfied with services they received. It was generally agreed that further coordination would be beneficial to providers and clients.
- CONSTRAINTS:**      State program administrators felt the following were obstacles to further coordination: (1) traditional methods of budgeting and planning and (2) legal and administrative restrictions on clients served. However, the state views may not reflect problems encountered at the local level. In the local area study, a number of "informal" problems were identified by service providers, including (1) little/no budgetary discretion, (2) no joint planning, (3) little informal referral, (4) no standard intake process, (5) political boundaries not uniform and service districts overlapped, (6) differing regulations regarding access to information, and (7) hostility to staff sharing and other attitudes that inhibited cooperation.

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**MAINE**

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- 22. TITLE:** **Social Service Delivery System**
- LOCATION:** Statewide
- SPONSOR:** Maine Department of Health and Welfare, Bureau of Social Welfare
- PERIOD:** July 1971-June 1974
- DESCRIPTION:** This SITO project aimed to test a statewide social services delivery system developed through management reorganization and operations research. The system was based on (1) principles of management by objectives, (2) program planning by objective for target groups, (3) separation of diagnosis from treatment, (4) basic research, (5) evaluation and planning capability, and (6) a budget system that would provide cost analysis in relation to benefits. The project was most concerned with enhanced performance of a state agency that happened to deliver services regionally, rather than dealing with systems controlled regionally.
- RESULTS:** The project was closed out in March 1975. A management information and control system was operational, increasing available information regarding clients, services, and costs. Case management and a career ladder were also implemented. Citizen's advisory groups were established at the state level and in some regions to help identify needs and target groups with needs, mobilize community resources, and deal with state and municipal officials.
- CONSTRAINTS:** There was some difficulty in reorganizing statewide. Resistance to changing the entire system occurred, staff found that accounting for their time with clients became onerous, and there was client confusion about separation of income maintenance functions from service delivery functions, which appeared to inhibit the clients from voluntarily seeking assistance.

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**MARYLAND**

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- 23. TITLE:** Demonstration Comprehensive Multiservice Center, Howard County
- LOCATION:** Howard County
- SPONSOR:** Maryland Department of Employment and Social Services
- PERIOD:** Fiscal year 1971
- DESCRIPTION:** The purpose of this SITO-funded project was to demonstrate the role and effectiveness of a multiservice center in a rural county with a newly created, planned urban area and an influx of industrial development. The center would (1) integrate services of all departments and agencies in the county under the Department of Employment and Social Services, (2) provide comprehensive planning and services to increase the earnings of low-income families, (3) establish coordinated planning for delivery of employment and social services involving public and voluntary social service agencies and community residents, (4) provide a plan and mechanism whereby the disadvantaged could benefit from economic development, and (5) demonstrate the optimum use of state social services and related resources to help a rural county cope with rapid population and industrial growth.
- RESULTS:** The department had the authority to combine only social services (mostly HEW funded) and employment security (Labor Department funded). It could not provide any rent-free space to other public or private agencies in the center due to budget problems. Other public agencies were not candidates for incorporation into the center because they wanted to preserve their autonomy, there were administrative or political rivalries at the state level, or they had new and satisfactory facilities of their own.
- CONSTRAINTS:** N/A.

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**MASSACHUSETTS**

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- 24. TITLE:** **Brockton Multi-Service Center System**
- LOCATION:** Greater Brockton Area
- SPONSOR:** Brockton Area Human Resources Group, Inc.
- PERIOD:** July 1972-June 1975
- DESCRIPTION:** The aim of this SITO project was to develop a comprehensive integrated service delivery system for the Greater Brockton area by 1978. To accomplish this, the project undertook a feasibility study to define the new system and the development process. In addition, two subsystem service centers were initiated, employing "client monitors" who would provide direct services and coordinate service delivery from four major service providers.
- RESULTS:** The Brockton Multi-Service Center was in operation by January 1975. Its components included (1) client intake and problem assessment processes, (2) information and referral services, (3) a resource directory, (4) direct and indirect service delivery, (5) case management/monitoring, (6) management reporting, (7) administrative services, and (8) planning and evaluation components. The Brockton system received a Social and Rehabilitation Service contract for 3 years to continue its activities after the SITO grant expired. In addition, state and local funds were provided.
- CONSTRAINTS:** Respondents to a pilot study on the system identified a lack of community awareness of what services were available, how to gain entry into the system, and how to "speak the language" of service providers as the major problems encountered in developing the Brockton system center.
- 25. TITLE:** **Capacity Building in Services Integration in the Executive Office of Human Services**
- LOCATION:** Statewide

**SPONSOR:** Massachusetts Executive Office of Human Services

**PERIOD:** June 1971-June 1974

**DESCRIPTION:** In an attempt to solve problems of fragmented human services, the state created the Executive Office of Human Services. The office included 9 major departments and 26 commissions, boards, and councils. This grant supported the restructuring activities (at central and regional levels) and service integration efforts at local levels.

**RESULTS:** The project was not a delivery project; rather it emphasized capacity building more than research and development. The project contributed greatly to the development of the office and especially to developing plans for a local level planning and delivery system. In addition, the office produced three documents: one defined methodology for bringing together state, local, and private groups to initiate system development, and the other two spelled out federal constraints and union and civil service constraints to services integration with recommendations for changes.

**CONSTRAINTS:** N/A.

26. **TITLE:** Experiment in the Development of a Coordinated System for Delivery of Human Services in New Bedford

**LOCATION:** New Bedford

**SPONSOR:** New Bedford Office of the Mayor

**PERIOD:** Fiscal year 1971

**DESCRIPTION:** This SITO project sought to establish an operational system to increase communication and to coordinate the delivery of comprehensive social services among city-wide public agencies. The project addressed the following issues: (1) the absence of a central mechanism for reviewing the various available funding resources in relation to priorities established by the city for its network of services, (2) the limited linkages among and between programs serving similar universes, and (3) what coordination type works best and whether coordination would produce more

effective and relevant services. A major part of the project would be the creation of a citizen's commission.

**RESULTS:** The project was terminated after 1 year.

**CONSTRAINTS:** In the middle of the project, a new mayor was elected who had a totally different philosophy of human service needs and delivery. Private agencies had been excluded at the beginning, thus hampering their inclusion at a later date. The state Department of Welfare promised participation but was unable to provide in-depth assistance due to reorganization problems.

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**MICHIGAN**

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**27. TITLE:** Lansing Model Cities Planning Demonstration Project

**LOCATION:** Lansing

**SPONSOR:** Michigan State Department of Social Services

**PERIOD:** Fiscal year 1971

**DESCRIPTION:** The primary objective of this SITO project was to build a city-wide planning and delivery capability, based on accurate and timely data collection systems. The project planned to develop (1) a planning system, (2) a communication channel, (3) coordination among public and private service delivery agencies, and (4) an information system for determining client needs, community problems, and agency capabilities for delivering community services. The Model Cities Agency was funded as the project's focal point.

**RESULTS:** The project helped sensitize local and state government officials to the problems of integrating services, such as jurisdictional disputes and the unwillingness of many agencies to cooperate in activities that could undermine their roles in service delivery.

**CONSTRAINTS:** The project experienced immediate difficulties in filling its planning objectives because of the model cities focus. Attempts to strengthen planning capabilities and to shift the project

toward total community services were not successful.

- 28. TITLE:** Michigan Integrated Services System
- LOCATION:** Statewide
- SPONSOR:** Michigan Department of Management and Budget
- PERIOD:** June 1973–November 1974
- DESCRIPTION:** At the time of this project, Michigan was undergoing a comprehensive reorganization of state government. A Department of Human Services was created by executive order, and legislation was introduced to provide statutory backing and funding authorization. The new department would combine nine human service agencies. This SITO project sought to research structural and organizational issues and concerns and their impact on the proposed reorganization. This project evolved from a 1971 SITO grant for integrated services delivery in Lansing.
- RESULTS:** The project did not achieve its objectives. The governor did not want to achieve services integration on a piecemeal basis.
- CONSTRAINTS:** The attempt to implement a common intake case management system led project staff to conclude that institutional barriers were so numerous and complex that to change the local delivery structure without changing the state institutional setting would be doomed to fail.

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**MINNESOTA**

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- 29. TITLE:** Coalition Planning: Services Integration Research
- LOCATION:** Duluth
- SPONSOR:** University of Minnesota–Duluth, Department of Sociology and Anthropology
- PERIOD:** Fiscal year 1973

**DESCRIPTION:** The Human Resources Planning Coalition was incorporated in 1971 as a group of human service planning and funding organizations created to promote integration of human resources in the Duluth area. This SITO project was designed to evaluate the coalition's effectiveness in meeting its goals of integrating services and its impact on service delivery.

**RESULTS:** The evaluation showed that the project had a relatively small impact on the service delivery system. As a voluntary group, the coalition could not enforce and assure agency coordination. In addition, differences in philosophies and self-interest prevented the development of successful interagency relations. The project evaluation report made several recommendations for changing the Coalition Board to either a general purpose government body with funding and authority control over the agencies or a smaller coalition of elected officials.

**CONSTRAINTS:** Many problems occurred during the project. Some of the most obvious ones were (1) the goals were not specific, were not agreed upon by the board, and were not understood by staff; (2) goals and objectives were too broad; (3) the board's effectiveness was limited due to various levels of involvement by its members; (4) agencies viewed the coalition as a competitor; (5) funding continuity was lacking; and (6) agencies resisted horizontal linkages to state and federal levels.

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**MONTANA**

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**30. TITLE:** Montana Rural Social Service Delivery System

**LOCATION:** Glasgow and five northeastern counties

**SPONSOR:** Montana Department of Social and Rehabilitative Services

**PERIOD:** July 1971-June 1974

**DESCRIPTION:** This SITO project aimed to develop a state level service delivery system based on needs of individual rural communities. A social service agency was established. Goals of the project



included (1) regionalized service delivery through multiservice centers, outreach, and outstationed staff; (2) separation of income maintenance functions from social services; (3) service teams; (4) centralized evaluation and research; (5) service managers; (6) use of local residents as volunteers; and (7) transportation services. There was no formal plan to coordinate or consolidate service delivery agencies because services integration was not a stated or primary goal of this project.

**RESULTS:** The core service centers and six outstations were implemented. However, because federal funding was due to stop in June 1974, this project reportedly began gearing down in July 1973. Project staff felt that services integration was achieved informally on a "day-to-day" level through information sharing, occasional collocation of service providers, joint use of staff, and joint planning.

**CONSTRAINTS:** Problems in developing the project included (1) a lack of local agency involvement in project planning, (2) a need for considerable public relations to further the idea, and (3) uncertain funding caused staff turnover.

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**NEW JERSEY**

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**31. TITLE:** Services Integration Project

**LOCATION:** Mercer County

**SPONSOR:** Greater Mercer County Comprehensive Planning Council

**PERIOD:** Fiscal years 1975-77

**DESCRIPTION:** This project was funded through HEW to test various approaches to integration on a county-wide basis with the intent of developing a cohesive unified service delivery system. The project's goals included establishing (1) a county-wide information and referral system that would link services, information, and clients and would promote agency cooperation and communication and (2) a comprehensive social services plan to provide services most effectively and efficiently to all county residents.

- RESULTS:** The Information and Referral System Task Force had developed policies and the system outline. The Social Service System Task Force had developed methods of assessing services and client needs. Both groups were planning for second-year activities and third-year implementation.
- CONSTRAINTS:** Because the available documentation for this project covered only the first year, no problems with the information and referral system were identified. The Social Services Task Force had to revise its work because of changes in the federal statutes due to passage of title XX and because a new county administrative code caused delays in second-year activities.

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**NEW YORK**

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- 32. TITLE:** Integrating Services for Troubled Families
- LOCATION:** New York City
- SPONSOR:** Lower East Side Family Union
- PERIOD:** 1972-(unknown--latest reference shows 1978)
- DESCRIPTION:** In 1972, the union was established to prevent undesirable placement of children away from their families. To accomplish this, its goal was to improve access to family services, provide family support, and provide maximum client and community control. Funding initially came from private foundations and later from the city and state. Project objectives included (1) providing a neighborhood base for families, (2) promoting mutual decision making by clients and workers, (3) targeting families in danger of break-up, and (4) changing the public human services system.
- RESULTS:** By the time the 1978 report on this project was published, union management had taken several steps to improve operations, including (1) further integration of the worker teams, (2) more supervision of staff, and (3) continuing the training program. In addition, the union continued its emphasis on developing and monitoring client contracts and was developing an accountability system and a neighborhood resource file.

**CONSTRAINTS:** The project became operational during 1974-76, and a number of problems occurred. These included (1) ambiguous leadership authority, (2) staffing difficulties, which in turn led to delays in training and low morale, (3) uncertain funding, (4) staff roles not defined, (5) little community involvement on policy-making board, (6) lack of an operational statement, and (7) lack of system accountability. In addition, a planned research effort into the effectiveness of the new service delivery patterns was too complex and had to be redefined. This led to a redefinition of the union's goal to integrating services and developing a case management system. Problems were also encountered in providing services to clients, including (1) needed services not provided by the agency, (2) clients ineligible for services, (3) language and transportation difficulties, (4) agencies unwilling to cooperate in providing services, and (5) needed services not available in area.

**33. TITLE:** Monroe County Human Resources Center

**LOCATION:** Monroe County

**SPONSOR:** Monroe County Human Resources Council, Rochester

**PERIOD:** Fiscal years 1973-75

**DESCRIPTION:** Funded through an HEW Partnership Grant, this project was designed to provide a single organization with an interdepartmental service team that would develop and deliver integrated services in a neighborhood setting. The Office of Human Resources, created in October 1974, was in charge of designing, implementing, and evaluating the Human Resources Center. The center's purpose was to perfect integrated service delivery systems, forecast the systems' effects on a larger scale, and determine the feasibility of further decentralization of Monroe County human services. The center was to operate as an integrated services center. For example, multiple delivery systems were to be blended into a single delivery system, in which a multidisciplinary team handles the cases with a common case management plan for each client unit.

**RESULTS:** As stated in a June 1976 report on this project, the center had not yet opened.

**CONSTRAINTS:** Problems were identified under three broad areas. The first identified problems with differing statutes and regulations among the participating agencies and difficulty in obtaining waivers. The second dealt with differing wage structures and practices for unionized personnel. The third involved developing a group of skilled generalists, from a staff of specialists, for handling the center's services.

34. **TITLE:** Office of Neighborhood Government Project

**LOCATION:** New York City

**SPONSOR:** Office of the Mayor

**PERIOD:** July 1972-June 1974

**DESCRIPTION:** This SITO project was an extension and expansion of activities funded in fiscal year 1970 by the Social and Rehabilitation Service. It aimed to improve an existing system rather than creating a new one through broad-scale management reorganization and aspects of operations research. The purpose of this project was to determine whether "command decentralization" of six municipal agency activities to the neighborhood level would result in services integration at that level. In addition, an evaluation program was to be developed that would focus on measuring the degree of decentralization achieved, the accountability of agencies to local district offices, and the integration of service delivery through joint planning and re-deployment of resources by district officials.

**RESULTS:** Planning and service delivery were successfully integrated. A district cabinet structure was implemented, and clients felt that they could get help from municipal government rather than going "downtown."

**CONSTRAINTS:** The only constraints identified were intra-agency struggles and other "turf" problems.

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**NORTH DAKOTA**

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- 35. TITLE:** Devils Lake Comprehensive Human Services Center
- LOCATION:** Devils Lake Region (6 counties)
- SPONSOR:** North Dakota Social Services Board
- PERIOD:** July 1971-June 1975
- DESCRIPTION:** This SITO-funded project was a state attempt to develop a model rural services delivery system at the substate level. It designed and tested an integrated multipurpose delivery system using a satellite center and structured on a voluntary association of public and volunteer agencies. The goals included (1) collocation, (2) designing a system for information referral, diagnosis, and follow-up, (3) coordinated delivery, (4) a noncategorical approach to program administration, (5) providing a shared management information system, and (6) coordinated program planning.
- RESULTS:** The basic objectives were met. The service center and five satellite offices were established and put into operation. In addition, a management information system was developed, resources of participating agencies were coordinated, a cost-benefit analysis of integrated delivery was performed, and a state level policy board was established to govern the project.
- CONSTRAINTS:** Some of the most prominent problems encountered were (1) a lack of and untimeliness in obtaining federal program waivers, (2) poorly defined service agreements between agencies, (3) categorical program restraints, (4) a lack of central authority for planning and budgeting, (5) burdensome reporting requirements, (6) "turf guarding," (7) voluntary commitments not honored by agencies, (8) single-source funding, (9) insufficient time to carry out the project, and (10) staff turnover.

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 OHIO
 

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- 36. TITLE:** Dayton-Montgomery County Partnership Project
- LOCATION:** Dayton and Montgomery County
- SPONSOR:** Dayton-Montgomery County Partnership Project Task Force
- PERIOD:** July 1974-October 1977
- DESCRIPTION:** Funded through the HEW Partnership Grants Program, the City of Dayton, Montgomery County, United Way, and the Miami Valley Regional Planning Commission combined to research the publicly funded human service delivery system in Montgomery County, to describe structural weaknesses in the system and suggest needed changes.
- RESULTS:** Thirty-four human services and 74 elected officials, agency board members, human service administrators, and citizens were surveyed. Project staff found that (1) the services delivery system needed more coordination among agencies, improved planning, and a better information and communication network; (2) services needed to be decentralized; (3) restrictive federal and state regulations governing categorical funding gave rise to uncoordinated services and agencies' uncertainty about their roles; and (4) funding levels were inadequate. From these results, a joint planning process was developed for the target area.
- CONSTRAINTS:** N/A.
- 37. TITLE:** East Cleveland Community Human Services Center
- LOCATION:** East Cleveland
- SPONSOR:** Ohio Department of Public Welfare
- PERIOD:** July 1971-June 1974
- DESCRIPTION:** This SITO project was considered to be a systems development project. Its purpose was to develop a community-based, tax-supported, comprehensive social delivery system for residents of East Cleveland, particularly those on welfare. The

project attempted to develop a model neighborhood center for the delivery system, which would act as an integrator and provide information, referral, and follow-up services to clients. In addition, the center's program would directly coordinate social services activities relating to health, housing, consumer education, transportation, and others. These activities were to be carried out by teams of service managers and information specialists.

**RESULTS:** This project was supported by linkages with numerous service providers in such areas as purchase contracts, technical assistance, joint planning and integrated case management. A resources inventory of over 300 agencies was completed. The project was considered a success, particularly in view of the fact that the Human Service Center continued operations with city, county, and other resources once federal SITO money ceased.

**CONSTRAINTS:** N/A.

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**OREGON**

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**38. TITLE:** Treasure Valley Migrant Project

**LOCATION:** Nyssa

**SPONSOR:** Oregon State Department of Human Resources

**PERIOD:** Fiscal years 1973-75

**DESCRIPTION:** Funded through SITO, this project was designed to develop a highly integrated delivery system for social, economic, and rehabilitative services to migrant farm workers and other eligible recipients. Its objectives were to assist clients with immediate needs and make services available to enable clients to participate fully in community social and economic life.

**RESULTS:** It was not clear that the Nyssa Center delivered any more benefits to clients than would have been received otherwise. For example, the organization structure did not necessarily enhance service delivery. The project did demonstrate the feasibility of integrating the

divisional services of the Department of Human Resources.

**CONSTRAINTS:** Problems encountered included (1) a lack of a larger management support system (and lack of response to the center's needs), (2) unrealistic expectations for the center, and (3) a lack of availability of resources.

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**PENNSYLVANIA**

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- 39. TITLE:** Central Intake and Systematic Referral Approach System
- LOCATION:** Mon Valley (3-county area)
- SPONSOR:** Mon Valley Health and Welfare Council, Inc., Monessen
- PERIOD:** July 1973-June 1976 (other federal funding, provided under contract, continued through June 1977)
- DESCRIPTION:** This project aimed to further develop an already operating human service system at the local level. The SITO grant supported the design and development of the automated system. The addition of the system would allow greater levels of integration and conversion of the project from a collection of agencies participating voluntarily in a confederated structure to a system whereby agencies would be more functionally integrated.
- RESULTS:** The system, implemented in 1974, was considered to be very successful in operationalizing critical components of an integrated human service system. In addition, it demonstrated the importance of (1) planning and voluntary cooperation among provider agencies, (2) the utility of well-designed governance mechanisms, and (3) the value of frank and cooperative interpersonal relationships between agency administrators involved in integration initiatives.
- CONSTRAINTS:** The system was well utilized in the region, and no constraints to its implementation were identified. A few weaknesses identified after implementation included (1) the opinion that despite education and public relations



activities, several locations did not seem to use the system information for decision making and (2) changes to the system took too long to program.

- 40. TITLE:** Human Services Information System
- LOCATION:** Lancaster County
- SPONSOR:** City of Lancaster, County of Lancaster, and the United Way
- PERIOD:** Fiscal years 1972-(unknown--latest reference shows August 1974)
- DESCRIPTION:** This project was established by the city and county governments of Lancaster and the United Way as a method of providing information on service programs and activities in the county and developing the capability of determining more effective and efficient methods of responding to multiproblem clients--in other words, a coordinated planning function.
- RESULTS:** As stated in an August 1974 report, the project had (1) developed three terminology dictionaries, (2) produced an inventory of all funded programs, public and private, in Lancaster County, (3) developed plans for operation under the proposed Allied Services Act, and (4) developed operations and procedures manuals. In addition, the project had implemented (1) a case management system, (2) standardized intake and follow-up forms, and (3) a collection of comprehensive resource data on available services.
- CONSTRAINTS:** N/A.
- 41. TITLE:** United Services Agency
- LOCATION:** Luzerne and Wyoming Counties
- SPONSOR:** Pennsylvania State Department of Public Welfare
- PERIOD:** October 1972-(unknown--latest reference shows February 1975)
- DESCRIPTION:** The United Services Agency was established to integrate the administration and delivery of public social welfare services in Luzerne and Wyoming Counties. The agency grew, in part out of the need to respond to flood conditions

created by hurricane Agnes and a growing disenchantment with service effectiveness and efficiency. The goals of this project were to achieve a centralized administrative system and maintain a coordinated, but decentralized service delivery system. Other goals were an "ombudsman" function, fiscal and programmatic accountability, and community involvement. The agency was to be funded for 1 year, with renewal at the end of that period specified in the contract.

**RESULTS:** The project was working toward its goals by February 1975. At this time, it had (1) five of seven service centers in operation, (2) developed plans for a management information system, (3) planned for ongoing evaluation, and (4) worked out a coordinated and integrated planning effort with the private sector.

**CONSTRAINTS:** Several problems early in the project hampered its progress. These included (1) agency apprehension about and resistance to changes the agency would bring about, (2) project leadership problems, (3) time constraints, (4) the agency's limited ability to control and integrate programs and agencies, (5) unclear program goals, (6) lack of confidence in project by agencies, and (7) funding cutbacks.

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#### SOUTH CAROLINA

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**42. TITLE:** South Carolina Human Services Demonstration Project

**LOCATION:** York County

**SPONSOR:** State Reorganization Commission, Columbia

**PERIOD:** Fiscal years 1978-83 (a grant to develop an evaluation system for the project was awarded for fiscal years 1983-84)

**DESCRIPTION:** In July 1978, the South Carolina General Assembly enacted legislation providing for establishing the Human Services Demonstration Project to create a mechanism for researching human services delivery in the state. The project's goal was to establish an integrated

service delivery system in order to provide more efficient, effective, and high quality service delivery to the state's citizens. The project site office in York County was established in October 1980. Its objectives included (1) establishing a fully integrated service delivery system, (2) establishing unified planning and budgeting processes, (3) developing coordinated and simplified joint funding (federal grants), (4) designing a local resources allocation system, and (5) designing standardized accounting, auditing, and client monitoring systems.

**RESULTS:** As stated in a May 1982 report, the following results were noted: (1) improved coordination and delivery of transportation services, (2) increased collocation of agency offices, (3) testing of a service coordination model, (4) defined taxonomy and more information gathering, (5) coordinated planning and budgeting, (6) development of an information and referral system, and (7) plans for evaluating the project.

**CONSTRAINTS:** A number of constraints limited the project's activities, including (1) conflicting/confusing federal statutes and regulations, (2) overlapping county agency jurisdictions, (3) categorical nature of programs, (4) time limitations on the project, (5) differing state/local authorities, (6) lack of information that could assist integration of services, and (7) interagency protectionism ("turf guarding").

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**SOUTH DAKOTA**

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- 43. TITLE:** Human Needs Assessment Survey and Human Services Integration Project
- LOCATION:** Statewide and District 1 (Eastern South Dakota)
- SPONSOR:** South Dakota State University, Institute of Social Sciences for Rural-Urban Research and Planning
- PERIOD:** July 1972-June 1974
- DESCRIPTION:** In this SITO project, funds were used for two related, but essentially independent projects. The first was a research and development project

based on the design and development of a rural, regional human needs assessment survey. This part focused on developing methods and techniques that could be used to generate reliable human needs data in a sparsely populated region. The data would be used for planning and resource allocation. The second project focused on developing a human services integration project, which would be a catalyst and demonstration for the state.

**RESULTS:** In the needs assessment project, a survey instrument was developed, tested, revised, and used. Data collected were used by a number of service providers. In the integration project, planning was considered an important component, and a comprehensive operational planning system was designed. In addition, "self-contained modules" were developed. Modules were based on education, public finance, and other functional or topical areas. These modules were expected to make it easier for state program officials to establish priorities and allocate resources.

**CONSTRAINTS:** N/A.

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**TENNESSEE**

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**44. TITLE:** Urban Management Information System (Human Resources Development Program)

**LOCATION:** Chattanooga, Hamilton County, and the surrounding 4-county area

**SPONSOR:** City of Chattanooga

**PERIOD:** July 1972-June 1975

**DESCRIPTION:** The Urban Management Information System was developed using SITO funding. The system provided information service that supported services delivery through neighborhood service centers in the target region. Specific objectives of the system included (1) providing baseline information on the needs of people in the service area, (2) providing for and monitoring the scheduling of services in an orderly manner, (3) tracking of individuals and families through the system to ensure they received their services as

planned, and (4) providing information for management decision making on the amount of services clients received and their progress toward financial stability.

**RESULTS:** The system was an effective mechanism for coordinating human services delivery on a regional level and for evaluating social service programs. It resulted in excellent coordination and cooperation between provider agencies. Program management, planning, and evaluation area accomplishments improved. Finally, the more effective, economical, and efficient mechanism for service delivery to clients enhanced the matching of services to needs.

**CONSTRAINTS:** The project ran into a variety of constraints. These were classified as (1) philosophical--traditionalism, incompatible objectives; (2) organizational--agencies lacked defined long-range goals, lack of local autonomy, fragmented local services, lack of organization within the agency; (3) informational--lack of and misunderstood information on nature and intent of the coordinated system, lack of understanding of term "coordination"; and (4) professionalism--coordination was seen to imply individual inability to perform satisfactorily.

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**UTAH**

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**45. TITLE:** District V Integration Project

**LOCATION:** District V (5 southern counties)

**SPONSOR:** Five County Association of Governments, Cedar City

**PERIOD:** July 1972-June 1975

**DESCRIPTION:** This SITO-funded project sought to pretest a statewide service delivery system fashioned from within an existing state structure and operated at the local level. State and local governments were testing new roles and responsibilities relative to planning, administering, and delivering health and social services. The project's objectives were to (1) create a state-level task force to facilitate the resolution of issues

occurring at the demonstration site; (2) create the Association of Governments, which would plan, operate, coordinate, and administer the system; and (3) develop a Master Service Unit, which would design, develop, and implement the core service functions of the participating agencies.

**RESULTS:** The State Task Force and Association of Governments were established and functioning. A multiservice center was implemented in Cedar City, and the Master Service Unit was providing core service functions. In addition, the project's governance mechanism, fiscal management procedures, and a client pathway specification were implemented.

**CONSTRAINTS:** N/A.

46. **TITLE:** **Social Service Delivery Management Information and Control Systems**

**LOCATION:** Statewide

**SPONSOR:** Utah Department of Social Services, Division of Family Services, Salt Lake City

**PERIOD:** October 1970-May 1975

**DESCRIPTION:** Under HEW and state funding, Maine's State Social Service Delivery System was transferred to Utah and modified to meet Utah's needs. The Utah information system was designed to provide (1) client intake and problem assessment, (2) eligibility requirements determination, (3) information and referral services, (4) resource directory, (5) service delivery, (6) case management and monitoring, (7) management reporting, (8) administrative service programs, and (9) planning and evaluation.

**RESULTS:** The system was implemented fully in May 1975. Information needed for meeting the system's objectives is gathered and maintained on computer. The data are used for management control and to fulfill reporting requirements. The system was reported as being heavily used for day-to-day management control; overall management (planning, budgeting, staffing); and meeting federal reporting requirements.

**CONSTRAINTS:** Problems encountered during development of the Utah system were due to the constraints and definitions used by Maine which were not applicable in Utah. Modifications were required to overcome these problems.

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**VIRGINIA**

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**47. TITLE:** **Comprehensive Human Services Planning, Financing, and Delivery in Virginia**

**LOCATION:** Richmond

**SPONSOR:** Virginia Division of State Planning and Community Affairs

**PERIOD:** Fiscal years 1973-75

**DESCRIPTION:** Funded by SITO, this was a capacity-building project that sought to strengthen the management capabilities of state-level agencies. It focused on management reorganization and operations research. Its activities called for (1) building staffing capacity in the Division of State Planning and Community Affairs, (2) analyzing two local coordination efforts, (3) developing a model for statewide planning and management of human service programs, (4) developing implementation strategies, (5) identifying state goals and priorities for use of development funds in local services integration projects, and (6) implementing services integration strategies.

**RESULTS:** Results occurred at the management level. Some activities included conferences for state agency planners to increase awareness of problems and approaches encountered by human affairs agencies. Additionally, staff conducted studies to find answers to critical aspects of services integration. For example, one studied a data base of nationwide legislation on social services delivery, while another provided information on system costs and the effects on agency goals. Finally, this project was instrumental in the formulation and passage of Virginia's Senate Bill 517, which authorized pilot services integration projects on a local level.

**CONSTRAINTS:** N/A.

- 48. TITLE:** Information Center of Hampton Roads
- LOCATION:** 13 cities and counties in southeastern Virginia
- SPONSOR:** United Communities, Inc., Norfolk
- PERIOD:** April 1972-(unknown--latest reference shows September 1976)
- DESCRIPTION:** The information center, set up as a demonstration project for health information in 1965, has evolved into a regional community human services data system which offers comprehensive computerized data services, including information and referral for the general public. Goals of the center included (1) processing and producing data on the social service system and its clients, (2) increasing linkages between clients and service providers, (3) providing planning and management data for more effective service delivery, and (4) maintaining and expanding the operation of information and referral services. The center's development was funded primarily through state and federal funds.
- RESULTS:** Through the center, a resource directory has been maintained on computer; center staff provided referral services, case management, and client follow-up; and information gathered by the center was used to prepare a variety of federal, state, and local planning and management reports. Agencies have participated with the center informally and on a contract basis. The system has been well used by clients and service providers in the service area.
- CONSTRAINTS:** Problems encountered in developing the center included (1) technical problems in implementing the computer system (considered minor), (2) a lack of stable continuation funding, and (3) a lack of coordination at federal level.
- 49. TITLE:** Joint Local State Comprehensive Human Service Planning and Delivery in Virginia
- LOCATION:** Cities of Chesapeake, Hampton, Roanoke, and counties of Arlington, Carroll, Charles City, Fairfax, Montgomery, and Washington
- SPONSOR:** Virginia Office of the Secretary of Human Resources



- PERIOD:** Fiscal years 1976-78
- DESCRIPTION:** These nine projects grew out of previous efforts by the commonwealth of Virginia to analyze new approaches to more effective service delivery at the state and local levels. These previous efforts were financed by HEW funds, including SITO. From these activities, the commonwealth recognized that it would be premature to implement major changes statewide in the way localities organize to provide services without knowing the impact of those changes on state and local governments. Thus, in 1974, the General Assembly passed Senate Bill 517, authorizing local pilot projects. Nine projects were chosen to test alternative approaches and administrative structures to comprehensive human services planning and delivery. HEW provided funding.
- RESULTS:** As of the September 1977 report on second year efforts, the projects focused on refinement and modification of the components implemented at each site during the first year. In addition, the following occurred: (1) a staff office for project analysis and monitoring was established, (2) the project management committee was reorganized, (3) work on a performance specification was underway, and (4) development of an automated information system was undertaken. A final report on these projects was not available.
- CONSTRAINTS:** During the first year of the projects, a number of impediments to more efficient human services delivery were identified. These included (1) confusing confidentiality issues, (2) central intake complicated by differing eligibility criteria, (3) differing reporting and record-keeping requirements, (4) multijurisdictional service delivery entities were reluctant to change procedures, (5) professional "turf guarding," (6) categorical funding, (7) agency "turf guarding," and (8) a perceived need to maintain current administrative structures and procedures.

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