



MODEL CITIES

Vol. 1, No. 2, December, 1969

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HEW INCREASES FUNDS FOR MODEL CITIES

The Department of Health, Education, and Welfare has announced tentative figures for funding reservations for Model Cities; the Department will be placing in reserve for Model Cities use a total of \$54.8 million for 38 programs. Specific program earmarks are not yet available. In addition to these reserved funds, HEW's support for Model Cities in FY 70 will include continuations of funding for Model Cities projects funded from FY 69 resources, currently estimated at between \$50-60 million of FY 70 project grant funding. HEW also plans to provide support to model cities through technical assistance contracts and non-geographically focused programs.

For the first time, HEW will utilize formula grant resources that will be "targeted" for Model Cities use in selected State plan programs on a demonstration basis. HEW will attempt to seek redeployment of State plan funds to be used more effectively in model neighborhoods, as a complementary approach to funding reservations, which is aimed at increased use by Model Cities of the large institutional funds passing through the state which constitute 80-90% of HEW's total funds.

Thus, the total FY 70 support for Model Cities from HEW will be in the neighborhood of \$100-120 million, plus nonreserved priority programs and redirected formula grant resources. These earmarks are subject to the appropriation process and may be affected by the level of HEW appropriations for these programs.

HEW ENCOURAGES WIDE USAGE OF "SERVICE" FUNDS

On November 10, 1969, the Under Secretary of HEW, John Veneman, issued a new policy statement aimed at encouraging improved coordination of the massive institutionalized HEW dollars now going into the Model Cities areas. He cited the limited use of HUD supplemental funds in Model Cities as part or all of the non-federal share in formula grant programs which require "local" matching. To date, "limited HUD supplemental funds are being used to provide services which can be readily provided under the institutionalized programs of HEW and other departments. The services being purchased with 100% HUD and local funds include day care, pre-vocational counseling, employment counseling, adult and pre-school education, welfare consultant planning, homemaker services . . ." He stressed that the new policy would require innovative approaches toward uses of HEW resources and the close cooperation of the appropriate State agencies.

Examples of innovative uses of HEW funds and HUD supplemental funds can be found in the Baltimore, Maryland, and Portland, Maine, Model Cities program. In Portland, HUD has declared the whole city eligible for day

care services and has provided \$230,500 worth of supplementals to be matched with \$872,000 of Title IV-A HEW funds. Baltimore has a variety of day care programs, each funded on a 3:1 (HEW:HUD) basis. One program provides for a decentralized system of six centers for a total of \$393,452. Another provides "block day care" facilities for a total of \$346,627. A third facet of the program provides a \$35,527 emergency aide child care service. In all of these programs, HUD supplemental funding has served as a fiscal incentive to innovative programs.

ASSISTANT SECRETARY HYDE RESPONDS TO STEERING COMMITTEE

In response to requests by the Model Cities Directors Association, Assistant Secretary Floyd Hyde responded in a letter to Michael DiNunzio, Denver CDA Director, on November 12, 1969, on several areas of crucial concern. In his letter, the Assistant Secretary stated:

"In order that the Model Cities Service Center can satisfactorily carry out the activities you suggested in your September 5 letter, which are

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similar to my own conception of the Center's activities, I would be receptive to utilizing supplemental funds for dues to be paid to the Center for activities related to the Directors' Association. As I have stated before, however, I do not wish to separate the CDA Directors from the city governments which have ultimate responsibility for the Model Cities program."

The Assistant Secretary also noted that it was most important that CDAs be involved early in the process of selection and negotiation of contracts with state governments. He stated, "We also intend to involve CDAs in evaluating these state technical assistance contracts." The letter went on to suggest that the Association might wish to establish working committees on such activities as state role. These committees would work with MCA staff on matters of common interest and concern. Mr. Hyde closed his letter on the following note: "I look forward to working closely with the Association."

UNIVERSITY INVOLVEMENT: THE COOKEVILLE, TENNESSEE EXPERIENCE

Written by CDA Director A. Cannella, this article describes the Cookeville, Tennessee experience in utilizing university talent to meet HUD's planning requirements. It does not purport to be the only solution to personnel shortage problems, but suggests a source of professional assistance available to many communities.

After its selection as a second round city in November, 1968, Cookeville officials endeavored to hire CDA staff to complete the first year planning effort as prescribed in HUD guidelines. Because Cookeville is a semi-rural community of 15,000 and in a depressed area of Appalachia, staff planners of the type required are not locally available. The city is the home of Tennessee Technological University, a source of ample professional and para-professional persons most of whom reside in the city. Consequently, after a futile search for staff employees, the city contracted with Tennessee Technological University to provide a full-time CDA Director and seven consultants to work continuously with citizen task forces throughout the planning process. In addition, graduate students with specific talents were provided to undertake research studies such as housing needs, solid wastes management, health facilities and others. All facilities of the University were available to the CDA, including an IBM 360 Computer with requisite software and programmers. The faculty and students assigned were selected on the basis of their knowledge, interests, and willingness to work cooperatively with citizens of every type background and economic level without pedantry.

The CDA Director, chosen from the School of Engineering, was given a one year leave of absence in which to complete the Model City planning; all other faculty consultants retained their teaching assignments but were expected to inject relevancy into their classes through the Model City planning effort. The Assistant Director, who had OEO and Federal program experience, was chosen to provide continued direction following termination of the University contract. Rounding out the CDA staff was a model neighborhood planning aid and an office secretary.

This staff of four is responsible for coordinating planning activities, scheduling meetings, arranging for expert consultations to task forces, and submitting required reports to HUD. The university consultants serve as discussion moderators to citizen task forces, submit meeting reports, conduct data searches and joint problem analyses; they are also responsible for preparation of the mid-planning and final planning statement in compliance with submission requirements.

After five months of problem analysis these University consultants had acquired sufficient data, information, and community perspective to prepare detailed summaries of citizen attitudes and needs for improved urban life that would form the basic components of the required Mid-Planning Statement. Following a series of writing sessions that involved CDA Staff, consultants and citizen representatives, a Mid-Planning Statement was prepared for submission to the Model Cities Review Board and City Council. It outlined the city's problems, community objectives to relieve these problems, and a strategy for achieving them — all of which reflected the needs and desires of the neighborhood residents. The total time-period consumed was six months — the time allotted in the original work planning schedule.

During the next three months these University consultants will continue to update the Mid-Planning Statement by filling data gaps, preparing program descriptions and budget requirements and setting an order of activity for the first year action plan. This will, of course, involve continued meetings with citizens as well as agency heads and local officials.

The University-CDA effort has proven most satisfactory and the results achieved thus far are very commendable. Professional areas represented by the seven task force consultants include sociology, history, political science, economics, engineering and education. They have all developed outstanding rapport with neighborhood residents participating in the task forces analyses and have served as excellent catalysts in group dialogue; they have, in effect, provided sensitivity training within their respective task forces, producing a temporizing influence that has been most beneficial in achieving the objectives of Model City planning.

UNIVERSITIES AND URBAN PROBLEMS

The following article, written especially for the *Technical Bulletin*, is by Dr. Thomas Broden, Director of Urban Studies at the University of Notre Dame. The author's premise is that the universities have thus far contributed to the conditions of blight and poverty instead of helping to remedy them. The forthcoming discussion is concerned with ways in which this cycle can be reversed.

Internal Reform

If the universities wish to be helpful to the Model Cities efforts, they must first ask themselves several questions which reflect the current state of their internal operations: Do the recruiting, admission, and aid practices of the university result in a student population fairly representative of Black, Mexican-American, and Indian students? What can the university do to improve this record? How many minority faculty members, administrators, employees, and trustees does the university have? What can be done to improve this record? Is the curriculum of the university reflective of the multi-racial and multi-cultural character of the world in which we live? Does it accurately deal with race and cultural relations, past and present, in America and around the world? Do the community relations and investment policies of the university help or hinder the achievement of the Model Cities goals of community development, the alleviation of poverty, and equality of opportunity? What can be done to improve this?

Qualitative improvement in our communities will only take place when our basic institutions — schools, business, labor, industry, law enforcement, courts, government services, church — are changed and become more open to and responsive to the needs and interests of all citizens. Universities must change in this regard and their change may encourage other institutions to do likewise. In any event, it is necessary to clean up one's own house before presuming to help out elsewhere.

Advocate in the White Community

In the same vein, predominantly white universities can be helpful in interpreting the Model Cities program to the leadership and citizenry of the white community. By indicating support for the Model Cities effort, a white university confers a measure of respectability and credibility on the program in the white community. This support may take many forms — from active institutional involvement in the program to technical assistance to neighborhood and community groups who themselves are more directly involved. This may call for a change of posture for many universities, away from an "establishment" orientation toward a more community-wide orientation.

Training and Technical Assistance

There is a natural tendency to look to universities for training and technical assistance support in the fields of community action and community development. However, results thus far have been, at best, mixed. It is clear that the "glancing blow" technique is unsuccessful. Exposure of agency or organization personnel to brief, one-shot lectures or seminars provided by the universities is of little value. The faculty member usually has no deep understanding of the strengths and weaknesses of processes and programs that the agency might employ to achieve its objectives; the faculty person is, therefore, perceived by the staff or agency volunteers as dealing in generalizations or abstractions. Additionally, the more formally structured classroom approach tends to be repellant to many community workers.

The talents of faculty members or students for training and technical assistance are more likely to be helpful if a more personal, cooperative working relationship of some duration can be established between the Model Cities staff or volunteers and university persons. Representatives of the university should make clear the kinds of resources — legal, accounting, architectural, economic development, management, community development, etc. — that are available. It is then up to the Model Cities neighborhood residents, staff or volunteers to decide whether or not they wish to avail themselves of the services of these students or faculty. If they do then an on-going working relationship, preferably in the community, can be established so that the general professional or disciplinary capabilities of the student or faculty can be translated into the circumstances of the particular community and program involved.

This requires joint planning by the university representatives and persons in the community. It also implies an expenditure of time and effort on the part of faculty and students that exceeds "spare time" activities. This means that student work-study of this kind should address fundamental causes of blight and poverty such as institutional racism; impersonality, ineffectiveness, and injustice of modern urban institutions; the difficulty and complexity of urban environmental control; and so on. The student should understand the strategy and tactics of the organization or group he is working with to alleviate one or more of these root causes and scientifically report his findings and conclusions from time to time. There should be regular meetings with community people, faculty members and other students engaged in related work-study efforts. Such work-study activities can be helpful to the community, a learning process for the students and faculty, and the basis for the development of a body of community research data. When study and teaching, research and service are meshed into such a work-study activity, academic credit should be

extended for it to the students; it should also be recognized as part of the faculty member's semester or yearly load, not something he is expected to pile on to an otherwise full load.

One other word on agency staff training. Many community workers, particularly the poor or those subject to discrimination, place a high priority on academic certification and look most favorably on training programs that combine job skills with such certification. Many schools, particularly community colleges, have collaborated in the development of staff training programs which combine more traditional college work with skills training and result in some kind of academic certification.

Research and Evaluation

Universities are generally more competent in the areas of research and evaluation than they are in the areas of training and technical assistance. In the research area particularly, they are doing their own thing. However we have a long way to go in the development of a system of critical evaluation and reporting of the many pilot, demonstration, experimental, and other efforts that have been or are addressing community problems. And we are even farther away from the development of an effective communications network or system so that interested communities, government agencies, foundations, and universities can keep abreast of the strengths and weaknesses of various efforts to alleviate blight and poverty. Industry, government and the foundations have a far more effective communications system in the field of physical sciences than we have in this area. There are one or two encouraging developments worthy of mention. The first is the effort to develop indicators of social progress to serve as measures or benchmarks of social needs and the impact of programs addressing these needs. Implicit in this effort is the need for a more comprehensive and consistent social information base. The second is HUD's Urban Observatory Program under which a handful of local communities and universities are joining in the analysis and reporting of local efforts to alleviate social problems. The communities in the program then are to develop a systematic exchange of data and current information. Both of these are embryonic but promising efforts.

Conclusion

The same can be said of university-Model Cities cooperation. Some faculty members and students want to make their talents available to the communities of which they are a part and some Model Cities neighborhood residents, staff and volunteers want to make use of these university resources. However we are just beginning to develop effective processes to satisfy these mutually supportive interests.

CDA LETTER NO. 10 IS SENT TO STEERING COMMITTEE

The CDA Steering Committee is being sent copies of various policy statements to be included in CDA Letter No. 10 for their comments. CDA Letter No. 10 arose out of city submissions that have so far been reviewed. Past experiences with model cities indicated the need to specify what was expected of cities under the Model Cities program. The policy statements contained in this letter, supplemented from time to time, provide cities with answers to the real questions that have not been adequately dealt with through present requirements.

Determination that a city is in compliance with these and other applicable policies will be an important part of the review of comprehensive programs, and of projects and activities within comprehensive programs. HUD expects CDAs to distribute these policy statements to all program participants.

The policy statements are being considered in the following areas: Resident Employment, Administrative Capability, Use of New Corporations, Equal Opportunity, Citizen Participation, Economic Development, Loans, Expenditure of Funds, Use of Supplemental Funds, Expenditure Rates, and Maintenance of Effort.

COMPREHENSIVE PLANNING ASSISTANCE SUPPORT TO MODEL CITIES FISCAL YEAR 1970

Planning funds are available to eligible applicants for the support of Model Cities planning and evaluation activities through the Comprehensive Planning Assistance Program (701 Program).

1. Scope of the Program

The Comprehensive Planning Assistance Program provides grants to foster sound community, regional and state-wide comprehensive planning. The broad objective of the program is to establish the comprehensive planning process as a continuing function of government. More specifically, it attempts to strengthen the capacity of government to guide the allocation of scarce public and private resources, to address critical social concerns, to improve the quality and efficiency of the development of land and associated facilities, to improve the quality of analytical methods and techniques used in the planning process, and to secure the participation of business and voluntary groups in the planning and development process.

2. Funding Levels

Assuming an expected appropriation of \$50 million in fiscal 1970 for the 701 Program, a total of \$6 million is tentatively allocated for the Special Projects Account, a substantial portion of which is specifically identified for Model Cities support. The remaining allocations in Special

Projects Accounts, though directed at other priority areas, will undoubtedly result in important, though indirect, benefits for Model Cities. The remaining \$44 million in Regular Account is not specifically identified with Model Cities. However, Model Cities may be among the beneficiaries of Regular Account 701. The proportion of Regular Account funds made available to support model cities planning will depend largely on the quality, timeliness and relevance to national priorities of applications for assistance.

3. Priority Activities

Highest priority will be given to applications for 701 assistance in planning activities related to housing (including Breakthrough), minority assistance, governmental management and coordination, citizen participation, volunteer services, inner city, water, sewer and open space.

4. Eligible Beneficiaries and Applicants for 701 Assistance

Model cities may be eligible beneficiaries of 701 planning assistance through state planning agencies as applicants for 701 if they have populations under 50,000, are counties regardless of size, or are exception cities, i.e., EDA Title IV designated redevelopment areas, disaster areas, or federally-impacted areas.

In addition, Metropolitan Regional Councils, including organizations of public officials (such as COGs), Metropolitan Planning Commissions, and Joint City-County Planning Commissions, may be eligible applicants for 701 funding of planning activities which are carried out as part of their metropolitan-wide planning and are closely related and useful to model cities.

States may be eligible applicants for 701 funding to enhance the capacity of the governor's offices to coordinate State planning and programming activities as they relate to and benefit local model cities planning and programming, to assist and encourage State departments to provide technical assistance to model cities, and to encourage State departments in providing State program funding to Model Cities as well as helping facilitate the flow of Federal program funding to Model Cities for which the States act as conduit.

5. Regular and Special Projects Accounts

Comprehensive 701 support to Model Cities is available from *Regular Account* and *Special Projects Account*. Regular Account activities are described in the Comprehensive Planning Assistance Handbook (MD6041.1) pp. 23-28 for activities funded through state agencies and pp. 42-44 for activities funded through Metropolitan Regional Councils. Examples of eligible Regular Account activities are:

- a. Identification of human, economic, social, physical and government problems and opportunities;

- b. Studies, analyses and recommendations for meeting identified problems and opportunities;
- c. Studies and analyses of government processes and fiscal resources and capacities;
- d. Determination of priorities for action in meeting problems and fulfilling opportunities;
- e. Coordination of related planning activities;
- f. Preparation of implementation elements, including fiscal plans and programs for capital investment and services, and legislative, regulatory and administrative actions to support comprehensive planning;
- g. Activities necessary to establish and maintain proper citizen participation;
- h. Reviews and evaluation studies to assess the quality of plans and implementing instruments.

Special Projects Account activities must be innovative in character, susceptible to careful evaluation, and present attempts to advance the level of knowledge in response to urban problems. Special Projects will be closely monitored by Central Office of Metropolitan Development; the lessons learned will be disseminated to interested agencies throughout the country. The Special Projects Account is the "cutting edge" of the 701 program. It was established to encourage a fresh look at old problems, the development of imaginative approaches to new challenges. HUD will give special attention to those proposals which will increase the role of Blacks, Mexican-Americans, and Indians in the comprehensive planning process, as participating citizens and professionals. In addition, it is concerned with assisting state governments to gear up for a concerted attack on critical urban problems.

6. Technical Assistance

Regional HUD staff has been instructed to offer technical assistance to potential beneficiary model cities and eligible applicants in identifying planning activities where 701 support can be most constructive. HUD Regional staff has been urged to offer technical assistance to eligible applicants in filing applications for 701.

With respect to Special Projects, applicants should not prepare complete 701 applications, but rather prepare short (2-3 page) pre-application descriptions of proposed activities, to be used as the basis for discussion with Regional staff.

7. Additional Information

Additional information regarding the Comprehensive Planning Assistance Program as it relates to Model Cities, will be available from the HUD Regional Model Cities Administration staff and the Regional Program Coordination and Services staff, or from David Einhorn, Urban Planning Advisor, Program Development Staff, MCA, HUD, Washington, D.C. (202-755-5524).

ORGANIZING FOR EVALUATION

This article continues the series on evaluation which began in the first issue of the *Technical Bulletin*. Reprints of this article are available on request; cities can also modify this article for their use. In order to make this series useful to you, we would like your suggestions for subjects to be discussed in future issues.

Introduction

The article about evaluation that appeared in the previous bulletin discussed general questions of evaluation. Many cities are faced with the practical question of how to organize to perform evaluation. This article deals with the conditions that affect how one decides to organize for evaluation and the advantages and disadvantages of using the local Model Cities Office (called City Demonstration Agency or CDA), cooperating agencies, contractors, and residents. Whatever the organization a city sets up for evaluation, it should always have the capability to:

- a) define what it needs to evaluate
- b) monitor evaluation performed by persons who are not CDA staff, to assure a useful evaluation delivered on time
- c) analyze the information provided by evaluation
- d) give the results of evaluation to all parties making decisions
- e) use the information to affect decisions about the program and improve the program for the next year.

Conditions That Affect Who Performs Evaluation

Important conditions that affect who performs evaluation are: the number and quality of staff available to do evaluation, arrangements with cooperating agencies, other evaluation resources and activities, and the coordinating and management function of the CDA.

a. Staff available. All other conditions being equal, evaluation of projects coordinated by the CDA is best done by the CDA. However, the staff may be small, cooperating agencies may be willing to do project evaluation, and the CDA may decide that using staff to evaluate total program while only evaluating priority projects would be more efficient. In general, assuming that staff is capable, the CDA should use its own resources on the most important evaluation needs.

b. Arrangements with cooperating agencies. When a contract is signed with an agency to operate a program, that contract should define what kinds of data will be reported, how often, and what other types of evaluation aside from regular reporting will be performed by the agency. The activities defined in the contract can vary from limited data collecting and reporting to intensive follow-up of people

served and detailed reporting. If the agency agrees to perform detailed project evaluation, then the CDA can concentrate on other types of evaluation such as evaluation of the total program. However, if agencies operating projects do perform evaluation, then the CDA must make sure that the quality of the evaluation meets the needs of the Model Cities program and that agency staff is available and qualified to do the job.

c. Other evaluation activities and resources. Many programs in existence before Model Cities will probably be part of the city's plan. These programs might have evaluation data which is useful for problem analysis, project evaluation, or program evaluation. There may also be agencies which have collected data in the past and now have information systems which can be used. For example, a city may have a file on land properties which gives their land use and property value. All information sources should be used to avoid doing work that has already been done. Also, it may be possible for a CDA to submit a joint application for evaluation money from programs other than Model Cities. For example, a local planning agency might submit an application for 701 funds to be used for Model Cities evaluation.

Where possible, cities should use funds from different sources for evaluation, not just supplemental money. Money for planning surveys, for example, could be tied into a year's evaluation activity for the program as a whole, even though the money comes from one program source. Demonstration projects are another source of evaluation money, since many of these kinds of projects require extensive evaluation activities. Planning moneys funded in one functional area can be legitimately used for planning and evaluation in another functional area, where there is overlap and where the money is used to find out effects of different programs on one another.

d. Coordination and management. In most cases, the CDA will be coordinating and monitoring projects, evaluating them, and planning for an improved program. This means that, in the beginning, much of the evaluation may be project monitoring to see that organization of projects, their staffing, training, basic operating conditions, etc., do occur on schedule and with desired quality.

Further, once the programs begin operating at full capacity, the CDA will want to know what are the accomplishments of the program and the projects, whether they are meeting expected objectives, what their problems are, and a host of other questions which can all be summed up by asking, "What is happening in the program?" Regular monitoring of the projects by the CDA staff and the operation of an information system from the cooperating agencies to the CDA is the most common way of obtaining such information. The size of a city, and the complexity of a program, shape the design of such a system.

Alternatives in Implementing Evaluation

There are four basic alternatives to consider in choosing who shall conduct evaluation; evaluation by in-house staff, evaluation by cooperating agencies, evaluation by a contractor, and evaluation by residents. How much one relies on any one of these four choices affects how the CDA is organized. There are good and bad points to consider in each choice.

a. In-House Staff. Utilizing in-house staff has the advantage of CDA control over personnel, their assignments, and direct project supervision. Bureaucratic delays and necessary cooperating agreements are by-passed. The translation of data analysis into recommendations for action is sometimes considerably shortened.

Disadvantages are that CDA staff time is sometimes not available and, if available, may get taken off evaluation to meet emergency or other situations. Evaluation of one's own activities is often helpful, but sometimes one can get more useful information by having another person evaluate your operation because he may have a more independent view. If other agencies are to be evaluated by CDA staff, the diplomatic channels and agreements for how this is to be done must be worked out in detail to reduce conflict between agencies.

b. Cooperating Agency. Utilizing cooperating agencies for evaluation has the potential opportunities for sharing costs, providing for data collecting in the most efficient manner, creating in advance the groundwork for making sure that evaluation results in action by involving the affected agency, freeing your own staff for other work, and generally increasing the involvement and coordination of other agencies with the Model Cities program.

The disadvantages are that the CDA does not have direct control over the work being performed, the agency involved has a stake in the results of the evaluation and will tend to be less objective, the CDA is dependent on agency agreement, and the evaluation project will tend to be controlled by the needs of the cooperating agency. The CDA needs must be clearly specified in advance and agreements must be reached so that the work is done in a way that meets CDA requirements.

c. Contract. Advantages of utilizing contractors are that the CDA has brought specialized services presumably tailored to needs, the contractor is responsible to the CDA, more objectivity is acquired by utilizing someone outside the program, staff resources are freed for other uses, and the contractor can sometimes perform evaluation that the CDA might not wish to undertake because of political reasons.

Some disadvantages are that contractors often do not train staff and therefore do not usually give a long-term benefit to the agency, they are not familiar with the local situation and spend time learning it, special effort by the

CDA staff are needed to be sure that the contractor is performing the correct job, and the city may get results which have less effect on people because there is no one personally involved with the report or because the city may not fully understand or be committed to the findings.

d. Residents. Using residents in evaluation has the advantages of ensuring that evaluation meets the needs of the people, helps tie the results of evaluation into future planning and programming, helps lift the technical competence of the residents, and gives special emphasis to the insights of people who actually experience the problems of the neighborhood.

Some disadvantages are the lack of professional experience and knowledge necessary for some evaluation, necessity for training and orientation, and possible bias in collecting data and analyzing results.

An Example to Illustrate How One Might Assign Responsibilities for Evaluating a Project

Suppose there is a project in Education which has priority because if it is successful, it might be greatly expanded and lead to significant changes in the way model neighborhood children were educated.

The CDA might agree with the school system that the system would not only provide regular quarterly reporting but that an outside consultant hired by the school system would be used to evaluate the project in greater detail than the regular reporting ordinarily provides. The CDA would be given an opportunity to participate in the evaluation design and the final report. Special provision would be made for residents to independently comment on how the project was operated and how it affected them.

Another situation might be that the CDA staff has an educational expert who is respected by all parties. In this case, he alone might be responsible for the evaluation, in addition to the regular reporting of the school system on the project.

A third choice might be an independent consultant working alone because neither the CDA nor the school system has staff available and/or qualified to do the job. In this case, special efforts must be made to ensure that the consultant does his job according to the needs of the school system and the CDA.

A fourth choice might be to assign primary evaluation responsibility to a resident evaluation unit which is staffed by professionals but responsible to the citizen participation structure. The school system and the CDA Evaluation unit would be given an opportunity to participate in the evaluation design and the final report.

Whatever choice is made about who is to do the evaluation, the work is useless unless the report can be understood and its findings used to decide if the project should be changed, expanded or dropped.

COMPONENT ANALYSIS: RELATIONSHIPS OF CDAS TO CITY GOVERNMENT

A. Patterns for CDA Location in City Governmental Structure

A recent analysis completed by HUD and the Model Cities Service Center is the result of a survey of the first thirty-five cities approved for Model Cities implementation. Four models, or distinct patterns, have emerged based on the CDAs' location in the city governmental structure.

Pattern No. 1: CDA as Part of the Chief Executive Officer's Office.

Of the first thirty-five cities, fourteen were organized in the mayor's or city manager's office. Examples: The Baltimore Model Cities Agency is a unit in the Office of the Mayor and will use the powers of the Mayor for program management and the discharge of its coordinating functions; in Denver, the Model City core staff coordinates, evaluates, and monitors all program activities, and is directly responsible to the Mayor and assigned to his office.

Pattern No. 2: CDA as a City Department.

Of the first thirty-five cities, eleven were organized as a regular department of city government. Examples: The Huntsville Model City Staff Office operates as a city department directly under the Mayor; the Texarkana, Texas CDA is an established department of the city called the Department of Community Development with status and authority equal to that of other city departments.

Pattern No. 3: CDA as a Division or Bureau within an Existing City Department.

Of the first thirty-five cities, three were organized as divisions or bureaus of existing city departments. Examples: Highland Park, Michigan has a Department of Community Development with a City Demonstration Agency Division; in Tampa, Florida, the CDA is the equivalent of a bureau of the City of Tampa.

Pattern No. 4: CDA as an Independent Board, Commission, or Agency.

Of the first thirty-five cities, seven CDAs were organized as an independent board, commission or agency with its administrative staff reporting directly to it and not to the city's chief executive officer. The City Council has ultimate responsibility for the program. This pattern of administrative structure has caused problems for HUD in the review process. Consequently, amendments have been required to assure that the city has full and ultimate responsibility for the program and to assure that the city exercises that responsibility.

B. Patterns of CDA Internal Structures

The internal structures of city demonstration agencies are organized according to one of two patterns:

No. 1: Process-Oriented Concerns

This pattern of internal structure is usually divided into divisions or program units responsible for planning and evaluation, program administration, coordination, and community organization. Of the first thirty-five model cities to receive supplemental grants, twenty-three cities had a CDA internal structure based on process oriented concerns. Examples: The CDA in San Antonio, Texas, is organized into the following units: program planning and evaluation, program coordination, administration, and citizen participation; the CDA in Smithville-DeKalb County, Tennessee, is organized into divisions for planning, coordination, evaluation, and administrative and management services.

No. 2: Functional Area Concerns

This pattern of internal structure is usually divided into divisions or units with responsibilities for one programmatic area — health, social services, physical redevelopment, etc. Of the first thirty-five Model Cities to receive supplemental grants, thirteen cities had a CDA internal structure based on functional concerns. Examples: The CDA in Reading, Pennsylvania, is organized into units that include human resources development and physical development; the Dayton, Ohio, CDA is organized into units responsible for health, social services, and employment as well as for planning and coordination.

Due to the nature of the Model Cities program, CDAs that are organized based on functional areas also usually include a unit that is process-oriented, i.e., planning and coordination.

OPERATING RESULTS IN SOME EARLY MODEL CITIES

HUNTSVILLE, ALABAMA

Huntsville has 80 of its 84 operating projects and activities underway. *Two hundred and fifty persons are enrolled in adult education and vocational training. *More than 200 youths, either first offenders or near delinquents, are taking part in vocational training, crafts, and recreation in a program directed by the juvenile division of the Sheriff's office. *In-school programming, all of which began promptly in September, has provided for or is providing for testing of 850 students, 105 students in special education, and social case work with 150 potential dropouts.

NORFOLK, VIRGINIA

Although Norfolk's contract was not tendered until August 15, 1969, the city has negotiated third-party contracts or agreements for 83% of its first year supplemental funds. *One of the four neighborhood service centers is open and functioning at full staff. It now offers recreational activities, health services, mental health services, and welfare services. Soon the adult basic education and home

economic class will be in operation. *Norfolk's Model Cities education program was started immediately upon contract for the beginning of the school year. Projects include team teaching, teacher training, early childhood education, a community school, and parent-teacher consultation, involving a total of 13,000 children in the model neighborhood.

CHICAGO, ILLINOIS

A good start has been made in getting the majority of priority first year projects into operation. Twenty-five projects totalling \$26 million (out of a total supplemental grant of \$38 million) are underway. *Two of four Comprehensive Health Centers (\$2.8 million supplemental; \$2.5 million city bonds) are ready to open with professional staff hired and 56 neighborhood paraprofessionals in training. *The Early Childhood Education project (\$225,000 supplemental) is already close to its first year goal of providing concentrated services to 250 two and three year olds. *Community Development Corporations (\$1.8 million supplemental) have been formed in all four model neighborhoods under the leadership of the Mortgage Bankers Association, Chicago Economic Development Corporation, and SBA. *The Increased Streets and Sanitation project (\$2.4 million supplemental) has employed 170 of an anticipated 500 neighborhood residents; special screening committees are insuring that at least 50% of these hired are hard core unemployed.

DAYTON, OHIO

Projects totalling \$1 million, one-third of Dayton's first year program, are already in operation. *A Model Cities Housing Development Corporation (\$108,600) has been incorporated and has secured approval of an initial 50-unit Section 235 application. 500 units should be underway by June. *The Comprehensive Manpower Center (\$460,000 supplemental, \$800,000 HEW, OBES, Labor, and City) is a good example of the extensive negotiations necessary to launch a project involving several local, Federal, and State agencies, Model Cities staff and residents. All of these parties were involved in the discussions about how the local CEP program was to be administered and refunded. The Comprehensive Center will be the operator under subcontract from the City, but the CEP refunding package will probably not be completed and approved until January, and the center will not be able to get underway until then. Beginning in January, spending will be at a \$225,000 monthly level (\$80,000 mo. supplemental) with 200 underemployed to be served by June and 400 by October.

EAST ST. LOUIS, ILLINOIS

Thirty projects, totalling \$1.5 million of the \$2.1 million first year entitlement are funded and in operation. The

total program will be underway by December 1-15. *In recognition of the City's bankrupt state, it is important to note that supplemental funds have been successfully used as a multiplier in several projects now underway. *The program is using \$130,000 (supplemental) to hire increased teachers and provide better facilities for a model demonstration school. *Another project uses \$50,000 (supplemental) as seed money by a newly established Local Development Corp. to attract other funds to underwrite neighborhood minority business.

ATLANTA, GEORGIA

60 out of the 80 projects are already underway in Atlanta. *An inner-neighborhood bus system connects the model neighborhood to job sites previously not reachable by public transportation. Subsidy from supplemental funds make possible a 10¢ fare; the system hooks into the regular Atlanta transit system. From May 29 to September 30, there were 93,742 riders. *A multi-service center has been built from the ground up with attractive, prefabricated modules. Employment, education, vocational rehabilitation, and children services already are operating. A housing advisory center, built the same way, has opened next door.

EAGLE PASS, TEXAS

*School libraries have opened evenings in four schools. Special and children's sections of the public library have been expanded. *Nineteen Home Demonstration aides have completed training to provide counsel in homemaking, health, nutrition and consumer education. They have already contacted 413 homes and have provided instruction in 313. *Two minibuses have been ordered and will be in operation this month, providing free transportation to elderly, ill, students, and other residents.

INVOLVEMENT OF U.S. ARMY CORPS OF ENGINEERS IN THE MODEL CITIES PROGRAM

Assistant Secretary Floyd H. Hyde recently informed CDA Directors of possible assistance available to Model Cities from the U.S. Army Corps of Engineers.

It was pointed out that environmental considerations have a major impact on the quality of urban life. The Corps has the potential for materially assisting Model Cities in their environmental plans and programs. The Corps can provide technical assistance to CDAs through its engineering consulting expertise. It can also provide direct action to Model Cities through establishment of a budget item to undertake a particular public works project. A District representative of the Corps will be in touch with each CDA Director in the near future.

N.R.P.A. CORNER

National Recreation and Park Association
Model Cities Technical Assistance Contract
1700 Pennsylvania Avenue, N.W.
Washington, D.C. 20006
(202) 223-3030

Technical Assistance: Recreation and Culture

The National Recreation and Park Association is administering the contract to provide technical assistance to selected Model Cities and to help selected Model Cities resolve special difficulties experienced in program planning organization and operation in the development of innovative recreation and cultural programs. The contract has two components: (1) direct consultation and on-site visitation provided to selected cities by consultants whose expertise is directly related to the special needs of individual localities and (2) indirect assistance to all 150 Model Cities through the preparation and distribution of technical publications and resource materials.

The National Recreation and Park Association (NRPA) is a private, non-profit service and educational organization dedicated to improving the quality of life through the wise use of human and natural resources and through the development of relevant and meaningful recreation and cultural programs for all groups. During the past few years, increased staff resources and program efforts have been directed toward urban recreation concerns in an attempt to establish a comprehensive recreation system in urban communities and to work toward integrating recreation and culture into the total human service system in urban areas.

Direct Consultation

To date, NRPA has provided consultant expertise on 13 different service visits. Cities selected to receive assistance include Toledo and Dayton, Ohio; Tampa, Florida; Seattle, Washington; Portland, Maine; Savannah, Georgia; Butte, Montana; and High Point, North Carolina. Additional cities will be visited in the future as requested by the MCA office in Washington, D.C.

Representatives from the NRPA project staff, from the MCA Washington, D.C. office, and specially selected consultants visit cities to undertake a general survey of the recreation and culture operations, to assist with the development of a work program for future action and to offer specific help on problems or the development of new approaches to programming and facility design.

Among the concerns identified by the first cities selected are the design and operation of educational camps and water-based facilities, ways of encouraging and achieving citizen involvement in planning recreation and cultural activities, design and use of mini-parks and school-

park complexes and the development of community-based cultural arts programs.

For example, in Savannah, Georgia, the technical assistance efforts will be directed toward developing a mechanism for neighborhood involvement in recreation planning; community organization is identified as a major goal. Tampa, Florida is concentrating on the design of new facilities, with primary attention to the full utilization of existing and future school facilities. Butte, Montana, working with a youth board, is concerned with developing a full range of programs for young people.

Indirect Assistance

In addition to preparing material for the *Technical Bulletin*, the NRPA project staff is currently compiling information for general resource publications: a listing of sources allocating monies for recreation and cultural programs and facilities; a bibliography of pertinent reference material, and a listing of audio-visual aids.

On October 9-10, a regional workshop was held in Atlanta, Georgia. Eighteen of the 23 model cities in Region III attended the two-day session designed to present new ideas in programming and facility design and to inform the cities of available financial and technical assistance resources.

HUD Expands "Parks-In-Cities" Program

HUD has announced and expanded "parks-in-cities" program designed to encourage the acquisition and development of parks and recreation areas in low-income neighborhoods. The program involves setting aside up to \$15 million for the 50-50 matching grants under the open-space land program for the purchase of land for small and moderate size parks in blighted city areas. Communities applying for funds should contact the Assistant Regional Administrator for Metropolitan Development at the appropriate HUD Regional Office. Communities submitting letters requesting funds before January 1, 1970, will receive letters of assured financial assistance within one week of receipt of the request, according to new HUD procedures.

Special Procedures

1. Applicants may either file a complete application under the Open Space Land Program or they may simply file a letter of intention to submit an application. The letter of intention should contain the following: (a) Name and address of applying agency, (b) General neighborhood or location of the site(s) to be acquired, (c) Estimated total project acreage and cost including acquisition and development, (d) A commitment to acquire the land and complete development within one year.

2. Upon receiving an application or letter, the Assistant Regional Administrator for Metropolitan Development (ARA/MD) may issue a "letter of assurance" immediately, but in any event, the Regional Office shall respond to the applicant within one week.
3. The letter of assurance will temporarily set aside necessary funds following which the community has 90 days to complete the necessary action that can permit formal action on an application. If the applicant has not taken action on the assurance after 90 days, the assurance is cancelled.
4. Applicants need not specify individual tracts or parcels for acquisition. Approximations ("four sites totalling about three acres") will be adequate for the purposes of the letter of assurance.
5. Land appraisals need not accompany the application, but appraisals will be required prior to contract execution. If a community goes ahead without a concurred-in-price, it does so at its own risk if the price exceeds HUD's subsequent price determination.
6. Only low-income neighborhood projects qualify for these special procedures. Any neighborhood with a median family income of \$5,000 or less will automatically qualify.
7. The letter of assurance procedure is effective until January 1, 1970.

TECHNICAL ASSISTANCE CONTRACTS

Consulting firms have made several misrepresentations to Model Cities recently. They have stated that they are the "approved" technical assistance contractors under contract with the Department of Housing and Urban Development in the various functional areas in which contracts have been let. Most of the technical assistance contracts that have been awarded by the Department are contained in the first issue of the *Technical Bulletin* on page eleven. All others are included below. The Planning and Evaluation technical assistance contract with OSTI was inadvertently left off the last list of HUD contracts for technical assistance to model cities.

EVALUATION CONTRACTS

<i>Subject</i>	<i>Contractor</i>
CDA Information System	Consultec, Inc.
Training and Installation	Transcentury Corp. Peat, Marwick, Mitchell, & Co. Training, Research, & Development, Inc. Fry Consultants

TECHNICAL ASSISTANCE ON INCOME PROGRAMS

Alvin Schoor of the Brandeis University Income Maintenance Project in Washington, D.C., a project funded by the Ford Foundation, recently prepared and distributed technical assistance materials on income maintenance to model city agencies.

HOUSING AND URBAN DEVELOPMENT ACT OF 1969 NEARS PASSAGE

The House and Senate have passed differing versions of the Housing and Urban Development Act of 1969, and conferees are scheduled to meet the first week of December to work out a compromise. As presented to Congress by the Administration, the original bill was relatively uncontroversial; its primary function was to extend HUD program authorizations due to expire at the end of this fiscal year. The bill also provided increased federal contributions for public housing.

Both the House and the Senate, however, added many new provisions, including greatly liberalized construction cost limits for federally-assisted housing, elimination of the income limits on the Section 312 rehabilitation loan program, and elimination of the workable program requirement for certain federally-assisted housing programs.

The Senate bill contains a new subsidy for very low income public housing tenants (Brooke amendment) and authorizes disposal of surplus federal land to local governments on favorable terms for housing sites.

The House bill has two provisions of direct interest to Model Cities. One requires the HUD Secretary to give a preference in processing urban renewal applications to projects which are part of approved Model Cities programs. The other authorizes the use of 10 percent of total Model Cities grant funds in smaller cities without regard to the limitation that grants cannot exceed 80 percent of the local share of other programs employed in the area.

The House bill also contains language which changes the Neighborhood Development Program (NDP) from a strict annual process to allow local discretion to proceed on a two-year basis. A specific percentage of the total urban renewal authorization is set aside for NDP projects. In addition, an amendment was added on the House floor by Rep. Lowell Weicker (R-Conn.) which requires that each low or moderate income housing unit torn down in an urban renewal project must be replaced with a new one *in the project area*.

Final action on the bill is expected before the end of this Congressional session.

HUD APPROPRIATIONS CLEARED BY CONGRESS

The FY 1970 appropriations bill for the Department of Housing and Urban Development was cleared for the President's signature November 18, as both the House and the Senate adopted the conference report which resolved differences between the versions of the bill each had passed earlier. The bill includes \$575 million for the Model Cities program. The House agreed to accept the Senate figure of \$1 billion for Urban Renewal, but in return the Senate acceded to a House figure of \$50 million for the rent supplement program. The complete appropriations picture for HUD is set out in the following chart:

Program (figures in millions.)

	Budget Request 250(a)	House 100	Senate 250(a)	Final 250(a)
Urban Renewal				
Model Cities program grants	675	500	600	575
Homeownership (235)	100	80	100	90
Rental Assistance (236)	100	70	100	85
Rent Supplements	100	50	100	50
Public Housing	473	473	473	473
701 Compre. Planning	60	50	50	50
Rehabilitation loans (312)	50	45	45	45
Title 8, Comm. Dvlpmt. Trng.	8	3	3	3
Neighborhood Facilities	45	40	40	40
Open Space	85	75	75	75
Water & Sewer	135	135	135	135
Urban Research	30	25	25	25
Fair Housing	10.5	5	7	6

(a) \$750 million was appropriated in advance for FY 1970 last year. The \$250 million additional appropriation brings the total to \$1 billion.

A concerted effort by the National League of Cities, U.S. Conference of Mayors, and National Association of Housing and Redevelopment Officials to secure Senate passage of the full \$1.6 billion authorized for urban renewal failed by two votes (34-36) but key Senators committed themselves to work for a supplemental appropriation bill before the end of this fiscal year which would include the additional \$600 million authorized to be appropriated for renewal. This \$600 million total includes \$187.5 million expressly authorized for renewal projects in Model Cities.

JOB OPPORTUNITIES

MODEL CITIES DEPUTY DIRECTOR (Project Coordinator), Fresno, California, \$1019-\$1239 per mo., must have a B.A. or B.S. in public administration, sociology, education or related field, and at least three years experience in group work, or in a health, employment, or social service agency, including two years at a supervisory level. If interested, send applications to the Model Cities Office, 1011 E. Florence Avenue, Fresno, and the Fresno City Personnel Dept. For application forms, write to Fresno City Personnel Department, 1230 N Street, Fresno, California, 93721, or phone 266-8031, Ext. 311, Area Code 209. Exam I.D. No. 901-16-1169.

MODEL CITIES PROGRAM DEVELOPER, Fresno, California, \$742-\$902 per mo., B.A. or B.S. in soc., pol. sci., ed., or related field and at least one year experience in health, ed., or social agency. If interested, see above for application procedures. Exam I.D. No. 903-22-1169.

MODEL CITIES DEPUTY DIRECTOR (Planning), Fresno, California, \$859-\$1044 per mo., B.A. or B.S. in above fields, and three years experience in group work or with a governmental planning agency, including two years at a supervisor level. See above for application procedures. Exam I.D. No. 902-15-1169.

PUBLICATIONS

Adde, Leo, **Nine Cities: The Anatomy of Downtown Renewal**, Washington, D.C., 1969.

The results of an intensive investigation and reporting on the experiences of nine American cities combating the decline of their downtown districts.

Arnstein, George E., "Colleges Can Reach Out to Troubled Cities with Action, Assistance, Analysis," **College and University Business**, September, 1969.

To help colleges become involved in the Model Cities program, this planning guide offers specific suggestions as to where higher education can fit into the process of Model Cities.

Holleb, Doris B., **Social and Economic Information for Urban Planning**, Chicago, 1969.

A handbook designed to help planners locate information relevant to urban issues.

This *Bulletin* is prepared for and in cooperation with the Model Cities Directors Association.

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