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Supplementary Sources of Funding for Human Services

A Study Conducted for the
Minnesota State Planning Agency
Human Resources Planning Unit

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SUPPLEMENTARY SOURCES OF FUNDING

FOR HUMAN SERVICES

A Study Conducted for the

Minnesota State Planning Agency
Human Resources Planning Unit
110 Capitol Square Building
St. Paul, Minnesota 55101

by Michaeleen Swanson, MSW

October, 1980

* funded by a grant from the
U.S. Department of Housing
and Urban Development

TABLE OF CONTENTS

I.	INTRODUCTION	1
II.	RESEARCH SCOPE AND SETTING	3
	Research Questions	3
	Description of the Minnesota Human Service Delivery System	3
	Four Supplementary Funding Sources for Human Services	4
III.	METHODOLOGY	6
	Sample Selection: Communities and Interviewees	6
	Data Collection	6
	Analysis Techniques	7
	Strengths and Weaknesses of Methodology	7
IV.	FOUR FUNDING SOURCES	9
	A. Community Development Block Grants (CDBG)	9
	B. Comprehensive Employment and Training Act (CETA)	16
	C. Community Education (CE)	23
	D. Federal Housing Funds	27
V.	FINDINGS	33
	Bloomington	33
	Eden Prairie	38
	Edina	42
	Richfield	47
	St. Louis Park	51
	Willmar	56
VI.	SUMMARY AND RECOMMENDATIONS	61
	Summary and Conclusions	61
	Recommendations	64
	APPENDICES	
	Appendix A - Glossary	68
	Appendix B - List of Human Services	69
	Appendix C - Interview Schedule	72
	Appendix D - Persons Contacted in the Preparation of the Report	75
	Appendix E - Advisory Committee	77

I. INTRODUCTION

The decade of the 1980's is likely to be characterized by a continuing need to "ration" human service resources. Indicators of mood such as the recent Proposition 13 type legislation in the states and the national budget cutting in human service programs suggest that the political climate is not conducive to the expansion of human services. The need to ration services is likely to occur at all levels of government. For many people in the human service field, this situation presents a dilemna. Human service needs are still very apparent. New or existing, but previously unmet, needs surface as patterns of living change. Consider, for example, the number of changes that have occurred in the last ten years as a result of the tremendous volume of women assuming new roles in the labor force.

This report describes how one level of government in Minnesota, the city, responds to human services needs and focuses on the creative use of four non-traditional sources of funding available to meet these needs. Its purpose is to stimulate human service planners and city officials to consider new ways to respond to human service needs in their communities.

The four sources of funds that were chosen for review in this study are considered supplementary to the major state and federal funding sources for human services. They are: Community Development Block Grants (CDBG), Federal Housing funds, Community Education (CE) funds, and Comprehensive Employment and Training Act (CETA) funds. The process Minnesota city government uses to respond to human service needs with these monies was also a focus of inquiry.

This report is divided into six chapters. Chapters one and two describe the setting of the research which includes the research questions, a description of

of the human service delivery system and a discussion of the potential the four sources of supplementary funds have for human services.

Chapter three describes the methodology used in collecting the data and preparing the report. Chapter four provides more detailed profiles of the funding sources and briefly describes the decision-making process with the cities studied. Chapter five presents the findings of the research in terms of specific human service activities in each of the study cities. Chapter six presents some conclusions and recommendations regarding the current use of the supplementary funding sources for human services and potential for expanded use.

II. RESEARCH SCOPE AND SETTING

Research Questions

1. What involvement do cities in Minnesota have in providing, administering and planning human services?
2. How and how much of the following sources of funds are used in Minnesota cities (CDBG, Federal Housing, CE and CETA)?
3. Are other sources of funds (federal, state, city and school district) ever mixed to generate programming and administration for human services?
4. What barriers, if any, exist relative to the utilization of these funds for human services?

Description of the Minnesota Human Service Delivery System

In Minnesota, the major responsibility for allocating human service resources rests at the county level via block grant legislation: the Community Social Service Act, the Community Health Services Act, the Community Corrections Act and the Human Services Act. Human services traditionally include: public health services, institutional and community based services to mentally retarded; chemically dependent and mentally ill populations, Title XX social services, child welfare services, income maintenance programs, institutional and community based programs for adult and juvenile criminal offenders. (Appendix B contains a complete list of services currently provided in Minnesota.)

Not all services fall neatly within a strict definition of human services. Examples of such peripheral services are crisis counseling centers and hotlines, housing counseling services and certain educational programs; e.g., chemical dependency and parenting education programs. This study recognized from the onset that services funded partially or totally with these funding sources may be in this latter group.

With all of the funding sources considered, some definitional overlap was apparent. Housing, employment and educational services could logically fit under the umbrella of human services. Yet they are not usually defined as human services by the traditional human service providers in Minnesota. In order to both correct the definitional ambiguities and to encompass the range of activities cities were engaging in that related to human services, the study considered those activities which either directly or indirectly supported human services. Examples of indirect support included: provision of space or equipment for human service activities, rehabilitation of facilities for housing human service activities, provision of technical assistance and/or staff services.

Although counties are the major providers of human services, some services are being provided at the city level. The common core functions typically provided by cities in Minnesota are: police/fire protection, street maintenance, sewer and water services, and parks and recreation. Thus while counties are mandated to provide human services, cities provide human services at their discretion. Relatively little is known about such provision in terms of kind and quantity.

Four Supplementary Funding Sources for Human Services

A review of the guidelines and eligibility criteria for the four funding sources indicate that they have the potential for contributing to human services in a number of ways. The following is a brief summary of each of the funds. A more detailed description is found in Chapter IV.

The CDBG program, which is HUD administered and available to general units of government, e.g., cities and counties, is intended to benefit low and moderate income persons, aid in the prevention of slums or blight, and meet urgent community

development needs. The eligible activities that could contribute to human services are public facilities and public services.

There are many federal housing programs available and this study acknowledged their contribution to meeting housing needs. However, the specific interest of this report was in those components of the programs that relate to the provision of services, either for the residents of the housing developments themselves or for the larger population. The Congregate Housing Services Program, which authorizes HUD funds to provide support services in congregate housing facilities, would be one example. Others include the use of housing facility space or staff to support human services, e.g., meals programs, day care centers, information and referral services, and health screening.

A major thrust of the CETA program has been the employment and training needs of the structurally unemployed or underemployed. This report has concentrated on the overlap between this focus and the need in the public service sector for increased staff capacity, specifically the use of CETA employees in human service agencies or in city government human service positions.

Community Education is a program authorized by the Minnesota State Legislature which provides tax levy authority and matching funds to school districts for educational and community services beyond the regular K through 12 programs. The range of eligible activities is broad and may include such activities as drug education, parenting education and day care. Interest in the program stems from a recognition of its flexibility and potential to meet human service needs defined by local communities through an advisory council or other mechanism.

III. METHODOLOGY

Sample Selection: Communities and Interviewees

The case study method was chosen for this research. Six medium sized Minnesota cities were selected: Bloomington, Edina, Eden Prairie, Richfield, St. Louis Park and Willmar.

The cities chosen for this study were purposefully selected. One city was chosen specifically because of prior knowledge of its innovative use of these funding sources; four others because they are actively involved in exploring their human service role through the human service council mechanism. (The human service councils are planning and coordinating agencies established by Joint Powers Agreements among cities to facilitate human services in particular geographic areas.) A sixth was included to provide a picture of human service activity in a rural city. No attempt was made to select a group of cities that could represent all the different types of cities in Minnesota.

Interviewees were selected from recommendations by the study's advisory committee members who represented each city. The number of persons interviewed was limited to several city officials within each city. Funding source representatives were selected for their knowledge of both the programs and the cities studied.

Data Collection

Data was collected using a semi-structured interview (see Appendix C). The study focused on the current and preceding funding years of each funding source. Thirty respondents representing either the funding programs, city governments or school districts were interviewed (Appendix D provides a listing of persons

contacted in the preparation of this report). Data was also obtained from various documents including program regulations, CDBG applications, community education bulletins and annual reports.

Analysis Techniques

Detailed notes were made on each interview. These notes were analyzed by using a matrix placing the research questions across the top and the cities and respondents on the side. Data was then categorized as it answered specific questions. This technique allowed classification of the data by city as well as by respondents with cities.

A picture of the interaction of funding sources was achieved by organizing the funding sources by human service activities within cities (see Tables 1-6).

Strengths and Weaknesses of the Methodology

Because of the small purposefully selected sample, the conclusion of this study cannot be generalized to other Minnesota cities. Future studies of human service funding patterns should focus on a range of communities selected to reflect various socio-economic profiles. In addition, the following categories of cities might also be chosen for study: a rural city, not a county seat; a suburban city with low income population; a rural city without a major institution, e.g., state hospital, college or correctional facility; a suburban city without an organized human service structure.

However the inherent bias of the sample selection is also one of its major strengths. Cities which exhibited innovative uses of the four funding sources were chosen specifically because of the examples they could provide for other Minnesota cities. In addition, the case study method allowed us to become more cognizant of a variable that is seldom talked about: the charisma of particular people and its effect on the direction of a program.

In the course of the research, a number of impressions and observations were communicated to the researcher by the respondents. These attitudinal statements were directed at the lack of efficiency of the bureaucratic structure and ingenuity of various officials. It is assumed that these factors affect the planning process at the city level. However, in order to protect the integrity of this report and the confidentiality of the respondents, these issues are discussed in limited detail.

In retrospect, it appears that additional people should have been interviewed in some of the cities to provide a more complete picture of human services within a particular community. It is also clear that the research instrument was not sufficiently detailed to provide a clear picture of the communication patterns among city officials in the decision-making process.

IV. FOUR FUNDING SOURCES

This section of the report presents brief descriptions of the four sources of funding. The descriptions include general information about each program and highlights those aspects of the programs relevant to this study. The material is derived from the federal regulations applicable to the funding sources and from interviews with federal and state officials administering the programs. Constraints to using these funds for human services are identified.

A. Community Development Block Grants

The Community Development Act of 1974 authorized a replacement of a number of categorical grant programs* administered by the Department of Housing and Urban Development (HUD). The new structure awards "block" grants to local units of government to promote community development, thus the name Community Development Block Grant Program (CDBG). The basic regulations governing the program are found in Volume 24 of the Code of Regulations at 570 (24 CFR 570). In Minnesota, the HUD area office in Minneapolis administers the program in the state.

The following is a partial list of eligible activities under this program:

1. Acquisition of real property that is (a) blighted, deteriorating, underdeveloped or inappropriately developed. (b) appropriate for rehabilitation, conservation activities or historic preservation, (c) to be used for public works, facilities or improvements, (d) to be used for other public purposes.

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* Urban Renewal; Neighborhood Development; Model Cities; Water and Sewer; Neighborhood Facilities; Public Facility Loans; Open Space; Urban Beautification; Historic Preservation

2. Disposition of real property acquired under the block grant program,
3. Construction, rehabilitation and preservation activities relating to: (a) senior centers, (b) parks, playgrounds and other recreational facilities, (c) centers for the handicapped, (d) neighborhood facilities, (e) solid waste disposal facilities, (f) fire protection facilities and equipment, (g) parking facilities, (h) public utilities, (i) street improvements, (j) water and sewer facilities, (k) foundations and platform for air right sites, (l) pedestrian malls and walkways, and (m) flood and drainage facilities.
4. Rehabilitation and preservation activities of public and private residential facilities including group homes, halfway houses and emergency shelters for battered women.

A number of activities are generally excluded from eligibility. Among these are: buildings and facilities for the general conduct of government; schools and educational facilities; hospitals, nursing homes and other medical facilities; new housing construction. Again this list is illustrative rather than inclusive.

Each activity must demonstrate that it will meet at least one of the following criteria:

1. principally benefit low and moderate income persons;
2. aid in the prevention of slums or blights;
3. meet urgent community development needs.

The application and funding process occurs in several different ways:

1. Metropolitan cities (i.e., cities over 50,000 population or designated central cities of Standard Metropolitan Statistical Areas (SMSAs) and qualified urban counties receive a specified amount or an "entitlement." These amounts are

derived from formulas based on need indicators such as poverty ratios and housing stock quality. There are eight entitlements in Minnesota which are the cities of Minneapolis, St. Paul, Bloomington, St. Cloud, Rochester, Duluth and Moorhead and one county, Urban Hennepin County.

Although the entitlement communities do not compete for funds, they must submit plans for the funds that demonstrate comprehensive strategies for meeting identified community development and housing needs. These plans must also meet other requirements such as demonstrating benefit to low and moderate income persons, fulfilling citizen participation requirements and meeting housing needs by submitting a Housing Assistance Plan (HAP).

2. Other funds are awarded on a competitive basis to the remaining communities through the Small Cities Program (recipients of these funds could also be counties). Smaller communities competing for funds under the Small Cities Program participate in a pre-application precedure afterwhich the highest ranking communities are invited to submit full applications. Under this program, a local unit of government may apply either for a single purpose or a comprehensive program. Single purpose programs consist of one or more projects designed to meet specific community development needs in housing, public facilities which affect public health and safety, and/or economic conditions affecting low/moderate income persons. Projects under this program are funded for a single year.

   Applications for comprehensive programs consist of two or more related interdependent activities which address a substantial portion of the community development needs in a defined concentrated area. These programs may be either multi-year (up to three years) or receive only single year funding.

One aspect of the Community Development Block Grant program that relates to this study is in the area of public services. Public services are eligible activities under this program if they conform to the following guidelines:

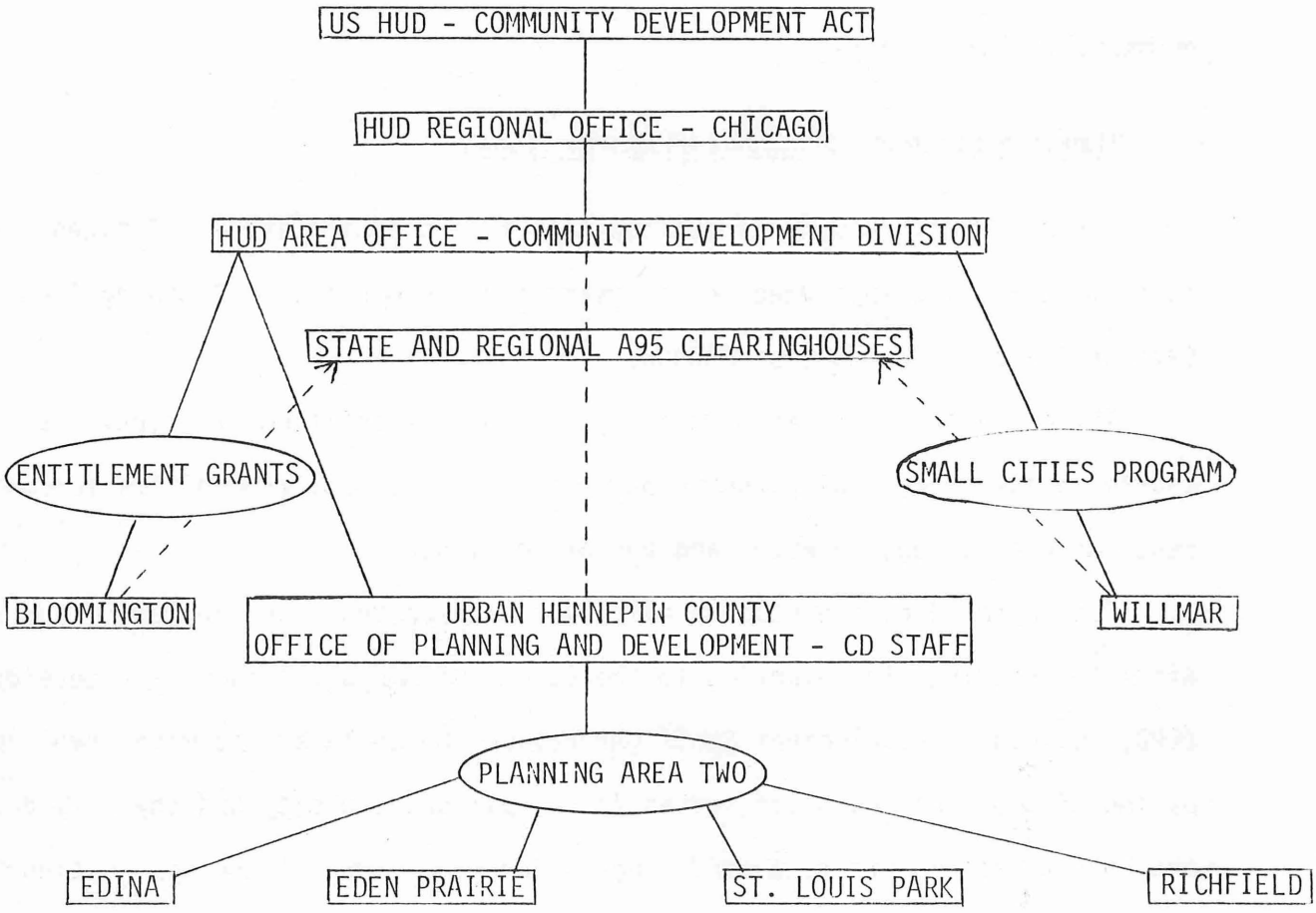
1. Public services are to be provided for residents of a target area in which block grant assisted physical development activities are being undertaken in a concentrated manner.
2. These services may be provided for the three-year funding of the physical activity and may be continued for three more years.
3. The service must be either a new service or a quantifiable increase in the level of service provided in the twelve months preceding the application.
4. The applicant must have applied for and been denied other federal assistance for such public service.
5. The public service must be deemed necessary to support the physical development activities.

Activities eligible under the provision for public service include but are not limited to: improving the community's public services and facilities in the areas of employment, crime prevention, child care, health, drug abuse, education, welfare or recreational needs. Funding for these activities may include labor, supplies and materials.

Often a community is not able to meet the above criteria for including public services in their program. Nevertheless, they may be able to support public services by providing funds for the acquisition, construction and/or rehabilitation of facilities such as neighborhood centers, group homes or senior centers in which the services will be provided. When the plan to provide public services of this type is independent of a comprehensive physical development strategy, the grant applicant must demonstrate that the proposed project will minimize an existing threat to public health or safety.

Decision-Making Structure

The following chart traces the flow of CDBG funds from their source to the study cities.



One of the study cities is an entitlement city, four others are part of the Urban Hennepin County Entitlement which includes 41 cities. The remaining city competes for grants under the small cities program.

Planning Process for Entitlement Cities

An entitlement city is informed of the current grant amount by the HUD area office. (Timelines for the planning process are staggered throughout the year.) The city staff prepares a grant application specifying how it intends to allocate

the funds. (Some cities, e.g., Bloomington, appoint a citizen task force and a review board to allow for citizen participation at this stage of the process.) Public hearings are held before the application is submitted. Entitlement Communities submit their application to the A95 Clearinghouses in advance of submitting them to HUD.

Planning Process for Urban Hennepin County

Urban Hennepin County is divided into five planning areas. Citizens from each community are appointed to represent their community on Planning Area Citizen Advisory Committees (PACACs).

The HUD area office informs the county of its entitlement amount and the county in turn works out planning amounts for individual communities (amounts are based on population, poverty, and age of housing).

Public hearings are held to allow for citizen input and review of the plans. After the hearings the plans go to the County Office of Planning and Development (OPD) Community Development Staff who revise the applications with involvement by the cities. The OPD Staff serves in an advisory capacity and the city does not have to act on its recommendations. The final form of the application is voted on by the county board before the final application is submitted to HUD.

Planning Process for Small Cities

Competition for CDBG funds through the small cities program occurs in the fall (the exact date is not set). Prior to submitting a pre-application for grants, a city will formulate a CDBG program on the basis of its community assessment of need for housing, public facilities and/or economic development. Public hearings must be held for the pre-application. HUD staff then rank the applications and invite top-ranking applicants to submit full proposals.

Again public hearings are held before the full application is submitted. The process takes approximately six months. The full application is submitted concurrently to the A95 Clearinghouses and to HUD. The projects that are funded must have some mechanism for citizen input and assessment of the project while it is in progress.

Constraints

A number of contraints to using CDBG funds were identified by respondents. The following three were mentioned by more than one respondent:

Citizen Participation - CDBG program regulations require mechanisms for citizen participation. However, study communities reported that generally public hearings are not well attended and citizen input is limited. As one city official stated, "citizens react, they don't plan, only people who have a gripe show up." Several communities feel that citizens do not perceive a direct benefit from CDBG. In some communities the low visibility of the program curtails citizen interest. On the other hand it was mentioned that low visibility could work to further the program goals of benefiting low and moderate income. Without special interest groups competing for funds a city may more easily target its funds to the less articulate low income groups. HUD representatives do respond to citizen comments in reviewing applications. Thus having broad community input is important if a city is to respond to its constituency.

Competition for Small Cities CDBG Grants - Because only a small percentage of grant applications submitted to HUD are funded each year, the Small Cities CDBG program cannot be considered a reliable source of ongoing assistance. This limits its usefulness to "one shot" projects or projects which can turn to other sources of funding (e.g., city revenues) after the first year.

NSA Designation - Within the parameters of the comprehensive small cities grant program, designating an NSA for physical development allows a city to use those funds for public services. However there are constraints which prevent cities in the sample from doing so. Several cities said that their low income population was dispersed rather than concentrated and it would not make sense to target ares. There was some concern that naming an NSA would stigmatize a neighborhood (it should be recalled that most of the study cities are relatively affluent suburban communities). Also city councils may choose to wait until a neighborhood requests improvements rather than to seek them out.

Housing Focus - The perception of some metropolitan respondents is that although the program regulations outline a broad range of eligible activities the program is actually highly tied to housing activities. One implication expressed was that since the Metropolitan Council reviews all applications for federal funds and one of the criteria considered is a city's housing performance, if a city does not target a substantial proportion of CDBG into housing activities, applications not only for CDBGs but for other federal funds will not be favorably reviewed. Thus some communities communicated that they were in a "catch-22" situation. One city official stated that particularly for some of the smaller communities, the amount of CDBG money available is not enough to begin to make an impact on the housing goals set by the Metropolitan Council.

B. Comprehensive Employment and Training Act (CETA)

The Comprehensive Employment Act, known as CETA, represents the intent of the federal government to give local units of government responsibility for employment and training programs. CETA was enacted in 1973 as a reform bill designed to coordinate previous categorical employment and training programs. In 1978, the bill underwent a number of revisions. The implication of this act is that

local officials know best local employment and labor market needs and consequently can more effectively coordinate and plan programs directed toward employment needs.

Public Law 95-524, CETA 1978 states:

> "It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed or unemployed persons which will result in an increase in their earned income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible, coordinated and decentralized system of federal, state and local programs. It is further the purpose of this act to provide for the maximum feasible coordination of plans, programs and activities under this act with the economic development, community development and related activities such as vocational education, vocational rehabilitation, public assistance, self employment training and social services."

In order to accomplish these goals, CETA is divided into eight titles each with a specific purpose. These are:

Title I - Provides for overall administration of the bill.

Title II - Comprehensive Employment and Training Services. This title is further divided into four parts.

A. Financial assistance provisions which include formulas for allocation appropriations for A through C and for determining the formula for special statewide allocations to governors;

B. Services for economically disadvantaged with major emphasis on youth, older workers and public assistance recipients;

C. Upgrading and retraining;

D. Transitional employment opportunities (Public Service Employment).

Title III - Special Federal Responsibilities. Includes programs to service special target groups through national programming, e.g., migrants, Native Americans, displaced homemakers.

Title IV - Youth Programs

A. Youth employment and demonstration programs

B. Job Corp

C. Summer Youth Programs

Title V - National Commission for Employment Policy which is responsible for broad issues of policy.

Title VI - Countercyclical Public Service Employment Program which provides for temporary employment opportunities during periods of high unemployment.

Title VII - Private Sector Opportunities for the Economically Disadvantaged.

Responsibility for administering CETA is delegated to a number of Prime Sponsors designed by the Department of Labor. Eligibility for prime sponsorship is limited to the following: (a) a state, (b) a unit of general local government with a population of 100,000, (c) any consortium of general local governments who enter an agreement to cooperatively deliver employment and training services, (d) existing concentrated employment prime sponsors, (e) a consortium consisting of a state and a unit(s) of local government.

The ten Prime Sponsors in Minnesota are: the cities of Minneapolis, Duluth and St. Paul, the counties of Hennepin, Ramsey and Dakota, the Quad Counties consortium, Region III Consortium, Rural Minnesota CEP and the Balance of State (BOS--this sponsor includes all other counties).

The Prime Sponsors are required to establish planning councils to participate in the planning of CETA programs in each area. These councils are formed to insure maximum representation of client groups. They act in an advisory capacity to Prime Sponsors which have some latitude in deciding on approaches for delivering services that will be most beneficial in their areas.

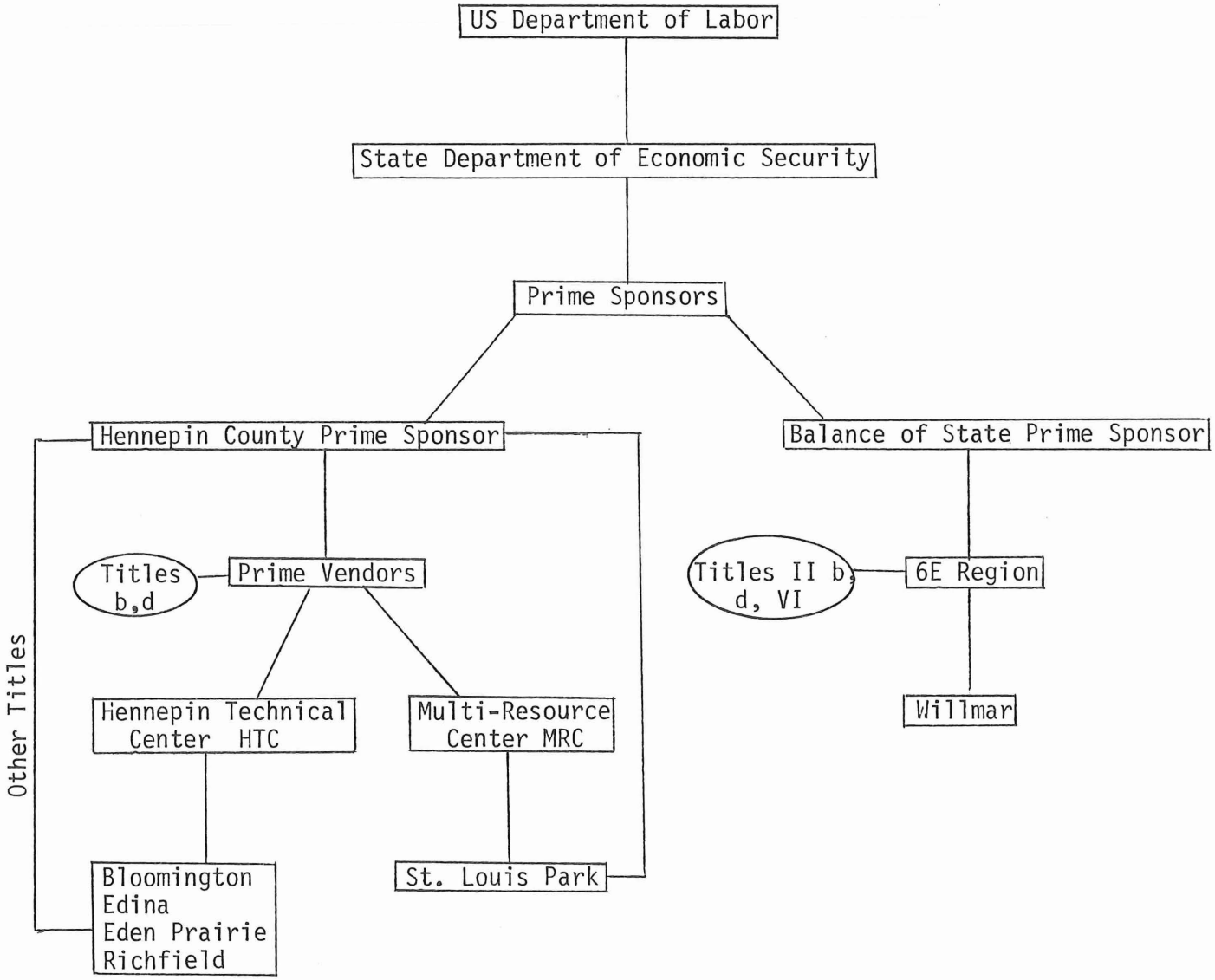
Under the CETA legislation, the governor of a state has the responsibility of establishing a state employment and training council. (In Minnesota this council is the Governor's Council on Employment and Training--GCET.) The state councils are advisory bodies which recommend policy, participate in statewide planning and coordination, provide a review function for the plans and programs of prime sponsors.

In Minnesota, the Office of Statewide Coordination, which is a unit within the Department of Economic Security, has the responsibility for the planning and management of the CETA funds which come to the Governor as a special grant to provide statewide services. (These funds come through the formulas authorized through Title IIa.) This unit also recommends statewide employment policy, provides support services to Prime Sponsors and to GCET.

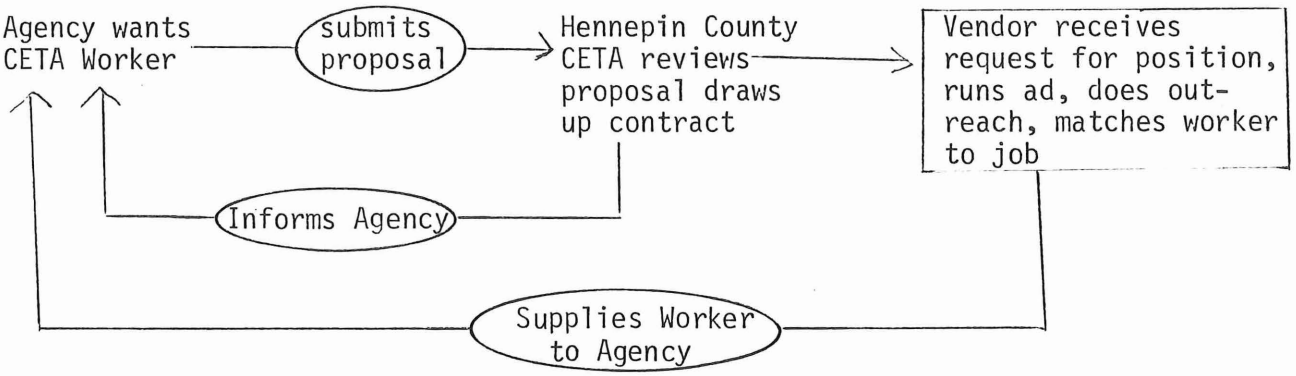
Most employment and training provided through CETA services fit rationally under this study's definition of human services. The major interest of this study, however, is to delineate the ways in which a community can use the CETA programs to extend their capacity to provide human services. In light of this focus, the programs that seem most relevant to this inquire are: Title IId which covers public services employment and Title VI which provides for countercyclical public service employment.

Decision-Making Structure

The following chart traces the flow of CETA funds from their source to the study cities.



Role of Prime Vendors in Decision Making



Process for City Involvement

The two Prime Sponsors applicable to this report are Balance of State (BOS) and Hennepin County CETA. Each Prime Sponsor has some discretion in administering its programs. For example Hennepin County CETA has decided to run programs fundable under Title VI directly but to use vendors (sub-grantees) for Titles II b, d and IV. BOS programs involve few sub-grantees. BOS is served by 14 CETA centers. Eight Regional Employment and Training Councils (RETACs) advise BOS on regional needs and provide assessments of programs. RETACs submit strategic plans for their regions to the planning unit at DES.

In order to understand how cities may become involved with the CETA programs it is necessary to understand how clients enter the system. As an example, Hennepin Technical Center (HTC), a vendor for Hennepin County CETA, administers Title II d. The process for the client is as follows:

1. a client is determined program eligible
2. a client is assessed; goals are established in terms of skills needed
3. a plan is developed to meet the goals. The plan includes:
   (a) classroom training
   (b) internships with public or non-profit agencies
   (c) a combination of (a) and (b)
4. for the internship portion of the process HTC determines what client skills are needed then seeks out an agency internship slot which can meet these needs.

At this point either:

a. A city government agency or other agency has requested a CETA intern and HTC determines that the particular job will meet a client's needs. A match up is then made.

b. HTC will request an agency to create a job site to meet a client's needs. In this sense the agency may be providing a service to HTC and the client by creating a slot.

Constraints

The low unemployment rates in Minnesota at the time of this study (early 1980) are creating a situation limiting the need for counter-cyclical (i.e., intended to be used in periods of high unemployment) public service employment (Title VI). This is the Title which previously accounted for many CETA employees in city government jobs. The level of clients who now enroll in the Title II d (Transitional Public Employment) program needs substantial training and is not as job ready to fill human service positions which often require greater skills.

A city may have little or no role in CETA funding decisions. In BOS a city does not necessarily have to be represented in a RETAC. CETA centers are set up to serve regional needs rather than particular cities.

One of the significant problems for CETA in suburban areas is the lack of good communication network, i.e., lack of community newspapers which have adequate readership. This places a greater burden on the county and on vending agencies to provide outreach services. A further complication is that there is still some stigma attached to CETA. The following example illustrates. One of the CETA brochures indicated that CETA served chemically dependent, chronically unemployed and so on. One suburbanite reading the pamphlet exclaimed, "We don't have that kind of people here."

Another major constraint in the provision of services in suburban areas is the lack of public cross transportation. Clients can get into the core city but often have a difficult time getting public transportation to their jobs.

New CETA regulations lowered the average amount that could be paid to employees within an agency to $3.55 per hour. Salary levels for CETA employees have to be equivalent to city or agency levels. The low allowable rate makes it difficult for a city to use CETA very extensively.

The administrative process for CETA may make it difficult for agencies to use CETA workers. For example in Hennepin County reimbursements for salaries or stipends come through the county administrative offices (rather than through vendors). Until recently Hennepin CETA was behind on making reimbursements. A city may be able to handle this situation but a small agency might not be able to absorb the cash flow problems inherent in this system.

C. Community Education

The Minnesota Community Education program was authorized by the State Legislature in 1971. The purpose of community education is to provide for an expansion of educational and community services using both the resources of the school district and the resources of the community. Community Education encompasses those services offered by a school district beyond the regular Kindergarten through 12 program.

The key to understanding the intent of Community Education is to recognize its emphasis on partnership. The program offers an opportunity for school districts to respond to public demand for learning and service opportunities through cooperation between local governments, citizens and schools mediated through the mechanism of community education.

A basic structure for developing community education programs was set forth in the legislation. The 1971 legislation provided for a state director and mandated state and local advisory councils. Currently the legislation has been

extended to grant state matching funds to school districts operating a community education program. In 1973 school districts were authorized to levy $1 per capita for Community Education.

Since its initial passage, Community Education legislation has been changed a number of times to increase the state match and local levy maximums. For fiscal year 1980, the state is authorized to pay either $.75 per capita or $5,000 to any school district with a Community Education program which has complied with the rules of the state board and which ahs levied at least $1 per capita. (The maximum permissible local levy is $2.50 for FY 1980.) The $5,000 minimum in state aid is significant for small school districts particularly since it is a change from previous funding which provided only $.50 per capita. This previous formula may have discouraged some small districts from initiating Community Education programs because the financial incentive wasn't worth their effort.

A number of procedures must be followed to enable a school district to undertake a Community Education program:

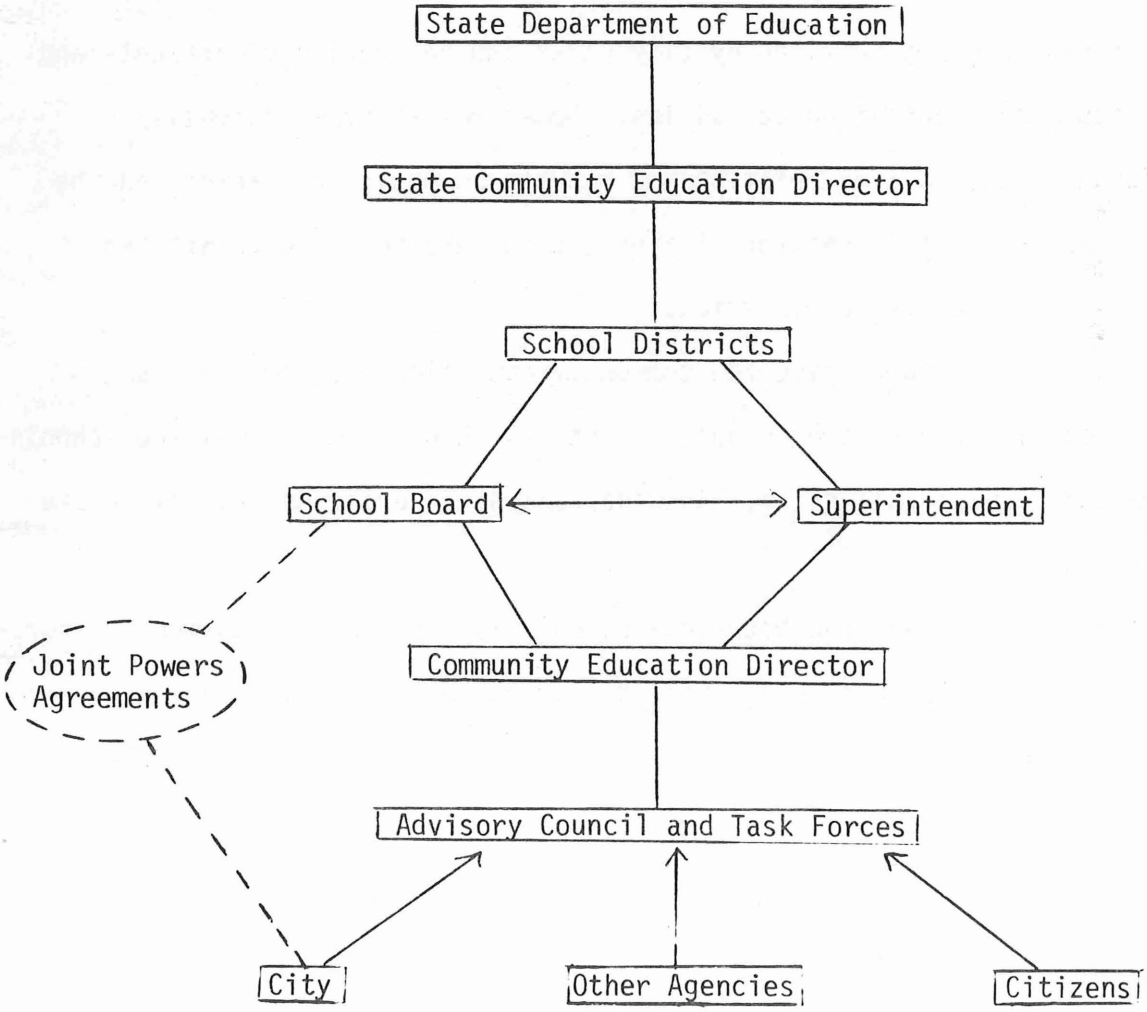
1. The school district must file a certificate of compliance with the commissioner of education. This affirms that the governing boards of the county, municipality and township in which the school district is located has been sent a 15 working days notice of a meeting held to discuss cooperation between these bodies and the school district regarding Community Education.
2. Establish a Community Education Advisory Council to advise the school board on Community Education programs.

3. Levy a minimum of $1 per capita or an amount up to the maximum permissible for community education ($2.50 for FY 80).

The implementation and scope of a Community Education program depend a great deal on the cooperation and creativity of not only the school board, community education director or coordinator and the advisory council but on various other segments of the community. Nevertheless the legislation clearly allows for a tremendous amount of flexibility and innovation in implementing this program to meet identified community needs. To a certain degree the program seems aimed beyond "needs" to a point of aspiring to growth by and within a community.

Decision-Making Structure

The following chart traces the flow of Community Education funds from the study cities.



The decision making structure of the Community Education Program is relatively uncomplicated. The school district, through the school board and superintendent appoint a community education director. The Community Education director administers the program with the help of an advisory council made up of representatives of the community. The advisory council meets both as a whole and as members of special task forces in carrying out the business of the community education program. The advisory council is one mechanism that permits input from the community. Citizens are also encouraged to submit ideas and requests for Community Education offerings.

Constraints

In communities where roles are not clearly delineated there may be an overlap between programs provided by city parks and recreation departments and community education recreation activities. Sometimes there is extensive cooperation and good working relationship between community education and the city but it was suggested that formalizing the cooperation through written agreements may insure its continuation.

In some cities schools give the community education programs free use of its facilities, in others it does not. Sometimes when the city uses the schools for recreation it pays full price, likewise community education may pay to use a city facility.

The degree of cooperation between a school district and its community education program and a city seem to be reflected by the amount of in-kind of support they provide each other.

D. Federal Housing Funds

Federal involvement in the housing arena is extremely complex. The purpose of this study is to determine whether or not, or to what extent, federal housing funds are channeled into human services. Given this narrow focus, it is intended only to highlight the administrative structure and the use of various programs.

Major involvement of the federal government in the area of housing began in 1934 with the passage of the National Housing Act (P.L. 73-479). Under this legislation, money was made available for loan and mortgage insurance in a number of program areas. Included, among others, were multi-family rental housing, housing for servicemen, senior citizens and low and moderate income families.

Since the passage of that act, federal involvement in housing has undergone numerous revisions; expanding, contracting and changing in response to national interest and housing needs. Much of the effort is an attempt to reconcile the needs of low-income people with the realities of a tight housing market.

In order to understand the flow of federal housing funds into individual communities, it is useful to briefly discuss the role of some major actors involved in the decision-making and administration of these funds. Included are: the Department of Housing and Urban Development (HUD), the Farmers' Home Administration (FmHA), the Minnesota Housing Finance Agency (MHFA), Regional Development Commissions (RDC), and Housing and Redevelopment Authorities (HRA).

Department of Housing and Urban Development

HUD is the administering office for most of the federal money available for housing programs. A major HUD funded program currently is the Section 8 Housing Assistance Program. This program includes rent subsidy mechanisms for: (1) new construction, (2) substantial rehabilitation, (3) moderate rehabilitation,

and (4) existing housing. This housing is generally privately-owned for profit. Each of these components have different guidelines but the end result is that tenants pay only 15 to 25 percent of their income for standard housing. HUD provides a subsidy for the difference between this amount and a fair market rent.

There are several other programs of particular interest to this study. Section 202 is a direct loan program for housing for the elderly and handicapped. It provides long-term, low-interest loans to non-profit developers for this type of housing. The level of funding for the current year for Minnesota is 500 units. The program guidelines require developers to address service needs. Guidelines state "the housing projects shall provide the necessary services for the occupants which may include among others, health, continuing education, welfare, informational recreational, homemaker, counseling and referral services, as well as transportation where necessary to facilitate access to these services." (12 USC, 1701 q)

The Congregate Housing Services Program provides grant funds for services in congregate housing projects (such as Section 202) directly through HUD. The fiscal year 1980 appropriation for this program is $10 million administered as a 5-year grant program. Only 10 to 20 grant awards are expected to be made for the entire country.

Low rent public housing is another HUD program. It enables local housing authorities to build, acquire, manage, lease or own housing units for occupancy by low-income tenants.

Farmer's Home Administration

FmHA is administered by the U.S. Department of Agriculture. This agency provides programs for housing in rural areas. For example, the Section 515

program provides mortgage money for multi-unit rental housing. It can be used in conjunction with Section 8 or FmHA's own rental assistance program to further insure affordable housing. FmHA administers several other programs providing money for home repairs and for housing site acquisition.

Minnesota Housing Finance Agency (MHFA)

MHFA was established by state legislature to assist low and moderate income people with improving the quality of thieir housing. It administers several housing loan and grant programs. Additionally it receives a "set-aside" of Section 8 funds from HUD to be used in conjunction with MHFA financed housing to lower costs for the renter. MHFA finances housing construction through its power to issue tax-exempt bonds.

Regional Development Commissions (RDC)

RDCs play a major role in housing planning on a regional basis. They are required to develop housing allocation plans. They provide technical assistance to local communities who write housing allocation plans as a requirement for receiving CDBG funds. Metro Council has developed an Areawide Housing Opportunity Plan (AHOP). A community's progress toward the housing goals set forth in this plan can be used as criteria for evaluating any application the community makes for other federal funds. The State Office of Local and Urban Affairs receives housing planning funds (701) and technical assistance funds (107) from HUD and allocates them to the Regional Development Commissions.

Housing and Redevelopment Authorities

In Minnesota, Housing and Redevelopment Authorities are the public housing agencies authorized under the Housing Act of 1937 (P.L. 75-412) to develop, own

and operate low-income public housing projects. Additionally, HRAs administer the Section 8 existing and substantial and moderate rehab programs at the local level. Often they also administer other HUD or state home rehabilitation programs.

Although HRAs are autonomous agencies, they work closely with local governments. A city council or a county board, in fact, may serve as the board of directors for an HRA or may appoint members to the HRA.

Applicability of Federal Housing Funds to Human Services

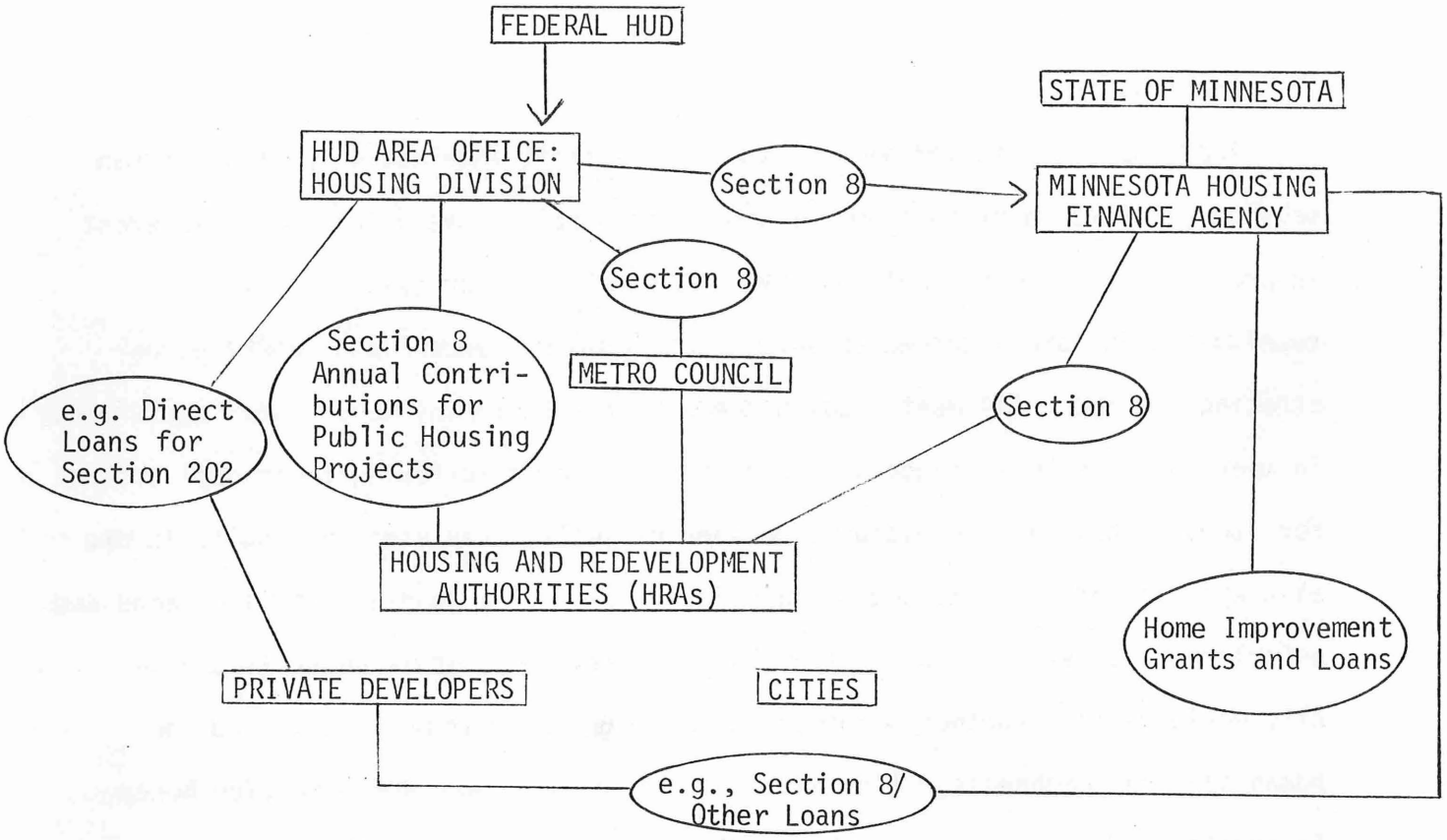
It is not our purpose to discuss all the housing programs available. The major thrust of this study is to explore interactions of housing funds with other funds which results in a benefit in the human service arena.

In general, housing funds do not directly impact human service needs with several exceptions: the Congregate Housing Service Program will provide money directly for services, congregate housing may be built with service facilities such as dining rooms for congregate meals programs and recreational space such as multi-purpose rooms, and a local housing authority can fund the activities of a tenant council in low-rent public housing.

It is possible for federal housing funds to impact human service needs in indirect ways. For example, an in-kind contribution of facility space for services (e.g., meals programs, health screening clinics, day care) provided through other sources of funds represents an indirect use of housing funds in support of human service activity.

Decision-Making Structure

The following chart is a simplified version of the flow of Federal Housing funds into the study communities.



In general, study cities carried out housing and development activities through the local HRAs which are closely tied to city governments.

HRAs receive their operating funds from a number of sources; they do not necessarily receive funds from all these sources, e.g., some HRAs choose not to levy:

1. HRAs can levy for funds,
2. HUD's annual contributions for low-income public housing (this applies to HRAs who administer low-income public housing),
3. HUD Section 8 existing funds through MHFA, and
4. CDBG funds.

Cities may also contribute to the use of housing activities by using CDBG to help write down the cost of land to assist a developer in providing low-income housing.

Constraints

There may be a factor at work that would limit interest in pursuing human service application of housing dollars, i.e., cities have a compelling interest in providing housing but not in providing services. For example, cities receiving CDBGs are required to submit Housing Assistance Plans (HAPS) demonstrating how they will meet housing needs in their communities. Their performance in meeting these housing goals is a criteria used in reviewing their application for funds. There are no established service goals. Assisted housing goals are also established by Metro Council and RDCs. Since, in general, housing needs and established goals outstrip a city's housing resources, it is unlikely that a city would want to further dilute housing monies by seeking ways to provide human service components. (The exception may be in cases where service money is available directly through the housing program such as in the Congregate Housing Services Program.)

V. FINDINGS

BLOOMINGTON

Bloomington is a suburban community southwest of Minneapolis. It has a population of 78,780 people. The government uses the city manager plan. It has a middle-class population and is considered one of ten least distressed cities in the nation. The elderly population is relatively stable and fairly well-off.

The city of Bloomington has a history of substantial involvement in human service provision. As late as 1972 Bloomington was providing welfare services. Fourteen appointed advisory commissions, such as the Advisory Board of Health, exist to make recommendations to the city council.

Human Service Activity

The city has a Human Resources Department with a staff of eight people. Approximately a half million dollars per year is budgeted for this department. General city revenues and revenue sharing funds comprise the bulk of the financial resources. Several small grants are available for the Meals on Wheels Program (about 1 percent of the program). The following are human services reported to be partially or fully funded by city revenues:

Storefront Youth Action - Individual, group and family counseling for youth youth related problems.

Youth Employment - This program provides for summer youth employment using the city as a clearinghouse.

Project Charlie IV - Drug education for the general public.

Senior Programs - This includes a senior center at Creekside (this facility was remodeled with CDBG funds several years ago), bus transportation, meals on wheels, recreation and leisure activities and outreach.

South Hennepin Human Services Council (SHHSC) - Bloomington is one of four cities that supports the work of this council, including the recent comprehensive needs assessment study.

Food Stamp Sales - The selling of food stamps by a city is discretionary.

Side by Side - Individual group and family counseling for junior and senior high students, young adults and their families.

VEAP (Volunteers Enlisted to Assist People) - Transportation, homemaking, food preparation and chore services for the elderly and handicapped.

City Parks and Recreation - Adoptive recreational programs for handicapped persons.

Public Health - Bloomington operates a Public Health Services Program with 21 staff persons. Edina and Richfield contract with Bloomington for these services. Funds come from city revenues and from the Community Health Services Act ($94,000). The total budget is $664,000.

Policy/School Liaison - A police officer serves as a school liaison and does counseling.

Office of Special Services - Counseling, advocacy, employment services, social and recreational services for residents who are mentally or physically disabled and/or learning disabled.

Human Services Provided Through Supplementary Sources

Community Education - Total budget for 1978-79 was $522,062; for 1979-80 it was $416,186. The community education program is not extensively involved in providing human services. It does provide the following:

Information and Referral - Community education provides some in-kind support to human services by publishing some Information and Referral notices in its publications. The cost is about $220 per page.

Skills Orientation Program for Asians - A community education staff member is writing a grant for the Northwest Foundation to provide a program to orient newly arrived Asians.

Community education and the city do have an agreement in regard to recreation. Recreation is to be seen as basically a city function. The school district and the city do not share money resources. When the city uses the schools for

its recreational activities it pays full price to do so. Likewise, community education pays to use the city's ice arena.

Some community education money is used to subsidize school facilities for public use. Until 1972 the school district gave free use of its facilities to the community education program.

CDBG - Total Budget for 1979 was $811,000; for 1980 it was $811,000. Bloomington's CDBG funds are channeled into a number of activities including rehabilitation grants, land acquisition, street improvements and park development.

Several activities relate to human services. In 1979 and 1980, $372,500 was allocated for the purchase and rehabilitation of a facility for Bloomington's public health program. $5,000 was given to South Hennepin Human Services Council for a Senior Center Study.

In the years 1976-77 Bloomington used CDBG to fund the senior center and to provide programs for the handicapped. Funding amounts were approximately $160,000. Since that time fundable activities changed (or at least were interpreted differently) and these programs had to be cut.

CETA - Currently the city has only one CETA person. This is a position not related to human services. In 1979, the Public Service Employment (PSE) funds provided a part-time public health nurse for their health program. Salary limitations on CETA employees have limited the use of CETA by the city. In previous years, Bloomington city government used up to 83 CETA positions.

Federal Housing Funds - The Bloomington HRA is a freestanding agency, however, members are appointed by the city council. Currently one council member is serving on the HRA. The HRA staff are city employees and are housed in city hall. The operating budget is 1/3 mill (about $250,000).

They manage Knox Landing, which is an elderly highrise of using Section 8 new construction funds.

They have a HUD Section 312 loan program currently totalling $150,000.

They administer a Section 235 mortgage program. Under this program vacant lots owned by the city are given to the HRA to sell under the 235 Mortgage Program.

They also have a program using MHFA Title I Home Improvement Grants.

Human service activities are not funded or supported using the federal housing funds available in Bloomington.

Table 1

Interaction Patterns: Bloomington

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other funds or Agencies
Counseling for Youth	X					
Youth Employment	X					
Drug Education	X					
Senior Center at Creekside	X	X ***				
Bus Transportation for Seniors	X					
Meals on Wheels	X					X
Outreach, Advocacy	X					
SHHSC	X	X				
Food Stamp Sales	X					
Public Health	X	X				State Community Health Services Act Dollars
Public Health Nurse	X			X		
Police/School Liaison	X					
Information and Referral			X			
Parenting Classes			X			Council on Quality Education
Homemaking & Chore Services for Elderly & Handicapped	X					
Counseling & Employment Services for all Disabilities	X					
Recreation for Disabled	X					

***Prior to Study

EDEN PRAIRIE

Eden Prairie is a growing suburban community southwest of Minneapolis. In 1968 the population was 6,800. An April 1979 estimate from Metro Council lists the population as 13,720. The city is 36 square miles, much of which is undeveloped. The vast majority of the housing is less than 20 years old. An estimated five percent of the population is elderly.

Lack of transportation and social isolation are problems associated with Eden Prairie location and size. The general orientation of Eden Prairie seems to be to encourage the private sector to get involved in meeting some of the needs identified in Eden Prairie, particularly in the housing and transportation areas.

Human Service Activity

Eden Prairie has a Community Services department and a human services coordinator. The following are human services reported to be partially or fully funded by city revenues.

Human Rights and Services Commission - Provides advice to the city council on matters of human rights and community services.

Senior Program - The human service coordinator staffs the senior center. The coordinator provides information and referral linkages. A number of services are provided to seniors. Space in the center was made available this past winter to SHHSC to take fuel assistance applications. Seniors are also transported to a congregate dining site in the Minnetonka area. Senior programming is paid out of general city revenues.

Transportation - The city pays 50 percent of the cost of the senior transportation program. The Rotary Club contributed to the cost of the van used for this purpose. Volunteers are used as drivers.

SHHSC - The city of Eden Prairie is one of the four communities which support the work of this council, including the recent comprehensive needs assessment study.

Human Services Provided Through Supplementary Sources

Community Education - Total budget for 1978-79 was $61,000; for 1979-80 it was $65,132.

Child Care - The director of community education is a coordinator of a child care program with Methodist Hospital. This program is a referral service and represents 25 percent of the director's time.

Senior Program - Community Education contributes $5,000 to the Senior Program for direct program costs.

Eden Prairie in Action - This program is a community celebration whose purpose is to create awareness of human service organizations. Community Education allocates $1,000 for this program.

Human Service Support - Community Education provides in-kind contributions of printing and typing for human service groups. It also publishes the Eden Prairie Community Services Guide which provides information regarding available human services resources.

CDBG - Total Funding Year IV - $66,890; Year V - $71,718. The CDBG funds in year IV were used for park activities adjacent to low income housing projects. In year V, $10,000 was used to continue the park development and the remainder is being used for site acquisition. CDBG funds are not being used to support human services.

CETA - The city does not currently use CETA employees in any human service capacity. CETA employees are used for park maintenance and streets. A grant of ten people was obtained from CETA in 1978 to construct the Windslope Park Preserve. This Park was constructed using CDBG funds as seed money to lease heavy equipment.

Federal Housing Funds - Eden Prairie only very recently established an HRA (June 1980). The HRA will be five member appointed commission. At least initially city council members will serve as the HRA. The HRA is being established to allow Eden Prairie to set up a tax increment financing district to enable them to develop their highway system. It is not expected to become involved in housing activities immediately.

In areas where HRAs do not exist, a Metro Housing and Redevelopment Authority (MHRA) serves to allocate Section 8 funds. Eden Prairie does have several federally funded housing projectes. Windslope is a Section 236 (subsidized

mortage) project and Briarhill is a Section 235 (construction subsidy) project. Both also have Section 8 subsidies through the MHRA. These projects provide subsidized housing for families.

Eden Prairie recently engaged in a survey to identify the need for subsidized elderly housing. Since Eden Prairie currently has almost no subsidized elderly housing it is actively pursuing new construction of elderly housing. The city at one point tried to get a church interested in doing a Section 202 project. The major problem here is that Section 202 requires a private non-profit developer for a sponsor and many of these sponsors aren't big enough to handle such a project.

A human service activity supported by federal housing funds is a day care cooperative located in the party room of the Briarhill facility.

Table 2

Interaction Patterns: Eden Prairie

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other funds or Agencies
Eden Prairie in Action in Action	X		X			
Printing/typing for H.S. grants			X			
Transportation	X					
Senior Center	X		X			
Day Care					X	
Eden Prairie Community Service Guide			X			
Human Rights and Services Commission	X					

EDINA

Edina is a suburban community of 46,700 people west of Minneapolis. In Edina the city role in human services can be characterized as that of a facilitator or catalyst. In this respect, South Hennepin Human Service Council is a vehicle for the city, especially in assessing the human service needs.

The stereotype of Edina is that of a wealthy community not having a lot of needs. Part of this stereotype includes a general reluctance of residents to request assistance. The interviewees characterized the city council as reflecting this image by a basically conservative approach to human services.

However, Edina city officials appear to be cognizant of several changes in city composition that may influence present city responses to human service needs. Edina developed in the 1940s and 1950s and as the population ages new pockets of need are observed. For example, the Bloomington Nursing Service, in recent years, has identified some people who qualify for free services. Needs created by the aging phenomena are also recognized by the Community Education director. He suggested that a human service function was being served by Community Education in that its programs served to lessen the social isolation that is experienced particularly by Edina's older population. The trend toward families with two employed parents also appears to be associated with an increasing need for human services in Edina.

In Edina there seems to be a recognizable focus toward addressing socio-psychological needs of residents. For example, a community task force is looking into the issue of chemical dependency in the community. Both the city and school district have supported programs for drug education and treatment.

Human Service Activities

The following human services were reported to be partially or fully funded by city revenues:

Storefront Youth Action - Edina contracts with this agency to provide a youth counseling service whose major emphasis is chemical dependency. The city is also involved in Project Charlie which is a joint effort to provide chemical dependency education through the school system.

Parks and Recreation Program - Employs a Human Service Coordinator; volunteer, human relations and senior services are provided.

Transportation--Volunteer Services - A volunteer services coordinator is used to provide a transportation aimed mainly at senior citizens. A local bank donated a mini-bus and the city picks up maintenance and van operating costs.

Human Relations Commission - Provides advice to the city council on human relations matters.

Health Services - Edina contracts with Bloomington Public Health Nursing Services to provide public health services. The city receives a State Community Health Services Grant for this service and also spends some general city revenues. A para-medical emergency service is supported through general city revenues.

SHHSC - Edina is one of four cities that supports the work of this council including the recent comprehensive needs assessment study.

Human Services Provided Through Supplementary Sources

Community Education - The total 1978-79 budget was $141,150; for 1979-80 it was $157,299.

Edina Storefront Youth Action - Program for chemical dependency, both counseling and educational services (1979 - $10,000; 1980 - $7,550).

Senior Citizen Program - This program organizes trips and classes for seniors. Community Education does not pay total bill but provides some support ($1,500).

Communitywide Audio-Visual Cooperative - Human service film library, with films available to 33 service agencies (1979 - $700; 1980 - $675).

Peoplemaking - Annual program run by city and providing speakers on marriage, divorce, chemical dependency and family problems (1980 - $3,000).

Project Charlie I - Chemical dependency awareness and values clarification education program (1980 - $10,000).

Information and Referral - Community Education publishes human service information and referral material in the Community Education publication at the cost of approximately $110 per page. The spring 1980 bulletin has ___ pages of this type.

The eighteen member advisory council meets six times a year; in addition there are committee meetings every several weeks.

It was mentioned that there is potential for abuse of Community Education funds. Some school districts charge Community Education substantial amounts of rent for use of school facilities. This is one way of channeling Community Education funds back into the regular school district fund. Community Education in Edina gives a token $1,000 to the school for use of facilities. The school district gives in-kind support to Community Education by providing office space, equipment and the use of 55 classrooms.

Community Education does not have a joint powers agreement with the city and does not see it as advisable. It was suggested that such an agreement would only add another layer of bureaucracy to the program while giving the city another source of funds to tap. For example, a city could try to use Community Education to provide recreation programs. Since citizens already pay taxes to the city to provide recreation programs, this might be seen by some as a double tax.

In Edina, the city provides for most of the physical recreation, such as ballparks, while Community Education provides recreation through education in areas such as woodworking and crafts.

CDBG - Total Funding Year IV - $251,800; Year V - $268,394. The only human service activity undertaken by Edina was handicapped accessibility. In Years IV and V, $5,000 and $56,000, respectively, were allocated for this purpose.

Much of the remaining funds are allocated to site acquisition for assisted housing and several park activities. Edina has concentrated activities in one older neighborhood, Morningside, which is 20 percent low/moderate income.

CETA - Edina terminated CETA funded public service employment in the 1979 fiscal year, basically because the program guidelines changed regarding salary levels. Salaries should be equivalent to city levels but CETA guidelines only allow for $10,000 annually. The city is still involved as a training site for a trainee who receives a stipend, however, none of these are in human services.

Federal Housing Funds - In Edina the HRA is operated with the city council members serving as the HRA. They levy ½ mill for their operating funds. The major undertaking of the HRA was a commercial redevelopment project at 50th and France. The HRA does not administer housing programs except for Section 8 (90 units of family housing). They do provide loans and grants through CDBG funds and through money available from MHFA.

One project which is a privately owned facility built with HUD Sec. 236 funds houses the city's Senior Center. Space in this facility is made available for a congregate dining project and for health screening. A city employee staffs this center.

Table 3

Interaction Patterns: Edina

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other Funds or Agencies
Edina Youth Action	X		X			
Peoplemaking	X		X			
Project Charlie I	X		X			
I and R			X			
Volunteer Services (Transportation for Seniors)	X					
Public Health Services	X					State Community Health Services
SHHSC	X					
Congregate Dining					X	
Health Screening					X	
Handicapped Accessibility	X	X				
Community Wide Audio-Visual Cooperative			X			
Senior Program	X **		X		X	
Human Relations Services	X					

** Provided staff

RICHFIELD

Richfield is a first ring suburban community south of Minneapolis. The government uses a city manager plan. Richfield is 97 percent residential with no industrial base and a limited amount of commercial development. It is 88 percent developed. The population of 40,830 is largely middle class, blue collar with some professional/managerial residents. Richfield developed after World War II in the late 1940s and early 1950s. Its housing stock is 30 years old and beginning to deteriorate.

Richfield is engaged in determining its role in human services through support to SHHSC. Neither the city manager nor the assistant city manager see the provision of human services as a city function. The city council on the other hand has responded to requests of human services from advocacy groups of seniors and handicapped. The areas in which it sees itself making an impact on human service needs are in 1) programming for seniors and handicapped, and 2) public health. The following are human service activities reported to be partially or fully funded by city revenues.

Human Service Activities

Storefront Youth Action - This program started as a Hennepin County youth diversion project primarily for counseling. Richfield allocates $24,000 in general city revenues.

Public Health - Richfield contracts with Bloomington Public Health Services to provide services to its residents.

Home Service Program - This program employs Richfield youth who do basic household chores for disabled seniors. Richfield is using funds from a Title III Older Americans Act Grant from Metro Council.

SHHSC - Richfield is one of four cities that supports the work of this council including the recent comprehensive needs assessment study.

Food Stamps - Richfield sells food stamps as a service to residents. The cost here is in space and personnel time.

VEAP (Volunteers Enlisted to Assist People) - The city provides space for this social service program of a consortium of churches; transportation, homemaking, food preparation and chore services are provided to the elderly and handicapped.

Project Charlie III - Chemical dependency awareness program.

Youth Employment Services - Employment counseling and placement for youth.

Senior and Handicapped Commission - Provides advice to city council on the needs of elderly and handicapped persons.

Richfield Community Center Transportation - Serve for Seniors and Handicapped to and from Senior Center.

Human Services Provided Through Supplementary Sources

Community Education - Total budget for 1978-79 was $138,000; for 1979-80 it was $147,000. In 1978-79 Community Education had $5,000 budgeted in their Community Services fund. In 1979-80 it is $7,000. Community Education provides printing and mailing for Parents Are Responsible (PAR), and printing for Project Charlie, both drug education programs.

Home Service Program - City run program providing a chore service to disabled seniors. Community Education contributes $500.

Classes for Handicapped - Community Education provides educational and recreational class for the handicapped at woodlake nature center.

The city and Community Education publish a joint general city newsletter. This publication contains Community Education programs, the city recreation department programs and extensive information and referral notices. The city produces the brochures and each pay half the cost ($15,000 total).

CDBG - Total Funding Year IV - $328,076; Year V - $332,174. Most of the CDBG funds in Richfield are used for housing activities such as site acquisition, demolition and relocation. Richfield allocates approximately 25 percent of their CDBG funds to the HRA for housing rehabilitation programs.

No human service activities were funded using CDBG during the two-year study period, however, these funds were used for Richfield's community center several years ago.

The CDBG citizen participation committee is a Planning Commission appointed by the city council. Nine members sit on this committee.

CETA - The total CETA budget for 1980 is $2,704.24. As of February, 1980 Richfield has no CETA positions in city government. In 1979 the total CETA budget was $58,982. There were no human service positions funded. In the past Richfield used CETA more extensively.

The major constraints to the city using CETA positions are: 1) the maximum wage allowable under regulations are too low to be compatible with other city salaries; 2) the emphasis of the program has shifted to the hard core unemployed. The city has found it difficult to use these people as employees.

Federal Housing Funds - Richfield's HRA was established in 1975. Originally five city council members functioned as the HRA. As of March 1980 the HRA is made up of three citizens appointed by the HRA and two city council members.

The major emphasis of the HRA is housing and redevelopment. They provide funds for rehabilitation and relocation through CDBG and funds from MHFA. The HRA administers 215 units of Section 8 existing housing. None of the housing funds are used for human service activities.

Table 4

Interaction Patterns: Richfield

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other Funds or Agencies
Drug Education	X		X			
Printing/Mailing for Parents are Responsible			X			
SHHSC	X					
Storefront Youth Action	X		X			
Community Center	X	X				
Congregate Dining	X					Salvation Army
Homemaker and Chore Services	X		X			Title III OAA
Information and Referral	X		X			
Richfield Community Center Transportation	X		X			
Food Stamps	X * **					
Public Health Services	X					
Youth Employment Services**	X					

* Provided space
** Provided staff

ST. LOUIS PARK

St. Louis Park is a first ring suburban community located west of Minneapolis. The population is approximately 44,000 with 19 percent senior citizens. Its residents are a mixture of professionals, white and blue collar workers.

St. Louis Park is no longer a growing community in need of expanding general city services. Thus in this stage of development it is in a position to begin to look for other types of resources that can be used by its residents. One official echoed the sentiment expressed by respondents in other suburban communities in similar stages. " . . . in this regard it is not unusual for a city such as St. Louis Park to be interested in looking at a provision of human services through city government. The thing that is difficult to work with is the fact that cities have mandates to provide the more traditional services, they do not have mandates to provide human services. This creates a difficulty for the cities in terms of defining their role in human service activities."

One feature in St. Louis Park's bureaucratic structure unique among the study cities is the Joint Powers Agreement between the city and the school district. The agreement defines the respective responsibilities of both the city and school district regarding the operation of the community education program. The agreement provides for a city council member, the city manager and a citizen representative appointed by the city council to sit on the Community Education Policy Advisory Committee.

A large proportion of human service activities that are occurring here are cooperative activities between the city and the Community Education program. In some activities the city role has been to provide financial support for the activities, in other cases the city contributes administrative and staff time. The following are human service activities reported to be partially or fully funded by city revenues.

Human Service Activity

Senior Program: health screening, outreach/referral transportation ($14,000 vehicle cost, plus $2,800 per year insurance cost), home maintenance, legal advocacy, chemical dependency peer counseling.

Youth Outreach Program (RELATE): advocacy, short-term counseling and/or referral services to St. Louis Park youth and their families. Addresses familial, school, legal or chemical problems. Supported by city revenues.

RELATE: city revenue supports this young program providing individual and family counseling, support group counseling and chemical dependency counseling

Public Health Services: public health services are supplied by a contract with Suburban Public Nursing Services (St. Louis Park receives a direct share from the State for public health services. Much of the nursing service is paid through third party or insurances, the city does pick up any cost that was not paid by a third party).

St. Louis Park Emergency Program (STEP): Emergency services and a chemical dependency hotline ($5,000)

West Hennepin Human Service Planning Board: This is an organization designed to promote community participation in the delivery of human services. The city and Community Education support the council by providing an in-kind contribution of space at Brookside Community Center.

Human Services Provided Through Supplementary Sources

Community Education - The total 1978-1979 budget was $493,984. Of that, $50,400 represented a contribution by the city under the Joint Powers Agreement. In 1979-80 the budget was $633,011; the city contribution was $98,000. Community Education provides funds for and administers the St. Louis Park Senior Program which is operating out of Lenox Center, formerly an old elementary school. Other human service activities are:

- Drug Education classes
- A block club crime prevention program which is housed in one of the community education buildings.
- Preretirement classes
- Parenting classes and the accompanying newsletter Time Out.
- Cooperative nursery school (partially funded by Title XX)

- Human service information and referral notices in community education publications.

- Day care services (partially funded by Title XX)

- In-kind contributions of space to human service providers

  Red Cross
  Hennepin County (health screening, prenatal screening)
  West Central Human Service Council (this provides the local match for the City of St. Louis Park)
  Hotline
  Congregate Dining

CDBG - Funding Level 1978-79 $576,109; 1979-80 $372,000. The major human service activity undertaken with CDBG funds was the rehabilitation of Lenox school to be used as a community and senior center. In 1978-79, $280,000 was allocated and in 1979-80, $168,000 was allocated. The remainder of the CDBG funds were used for other activities such as housing rehabilitation.

It is estimated that the planning process for Lenox Center, which started with a $12,000 feasibility study, took four to five years. This represents a substantial commitment of staff administrative time in support of a human service related activity.

A constraint to using CDBG funds for human service activity was identified by St. Louis Park staff. The funding of a human service requires a comprehensive plan and designation of a neighborhood strategy area (NSA) to target the service to low and moderate income persons. St. Louis Park does not feel it has a pocket of low income residents for which it would be appropriate to designate a NSA. They would be more interested in funding a human service activity that could be used in a city-wide effort.

CETA - Like most of the study cities, in St. Louis Park use of CETA funded employees in human service positions has declined. In Fiscal year 1979 St. Louis Park had three human service positions funded through Title VI of CETA. A Senior

Outreach Worker and Lenox Aide were assigned to work with the Senior Center. A Youth Outreach Worker worked with project RELATE. The Senior Outreach Worker and the Youth Activity Worker position continued into fiscal year 1980 for 19 weeks. Multi-Resource Center (which has handled Title II d and VI placements only since May 1979) staff also placed seven CETA interns through Title II d into human service agencies in St. Louis Park: two were placed at the Mental Health Association of Minnesota, four were placed at Methodist Hospital and one was placed with St. Louis Park Emergency Program (STEP).

Federal Housing Funds - St. Louis Park has a city planning department to undertake housing and renewal activities. There is also an HRA composed of five citizen members appointed by the mayor and approved by the city council. The HRAs staff needs are provided through the city's planning department. The planning director is also the executive director of the HRA. The St. Louis Park HRA administers 160 units of scattered site Section 8 subsidized housing. They also administer 120 units of public housing for senior citizens at Hamilton House using Section 23 funds. The HRA is also administering Home Improvement Loans (a program with funds from MHFA). The only application of housing funds for human services currently is the provision of space in the community room of Hamilton House for health screening.

Table 5

Interaction Patterns: St. Louis Park

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other funds or Agencies
Senior Program	X		X	X		
Health Screening	X		X		X*	
Senior Outreach Worker	X		X	X		
Transportation for Seniors	X		X			
Public Health Services	X					State Funds
Rehabilitation of Lenox Center	X	X	X			Older American Act Funds
Parenting Class			X			
Time Out Newsletter			X			
St. Louis Park Emergency Program	X		X	X		
Lenox Aid	X		X			
Printing Costs for Information and Referral			X			
Block Club (Service, social, referral)			X			Special Education
West Central Human Service Council - Local Match for City			X *			
Red Cross			X *			
Hennepin County - Health			X *			
and Prenatal Screening			X *			
Blood Pressure Clinic			X *			
Methodist Hospital Workers				X		
Mental Health Association Workers				X		
Senior Chemical Dependency Peer Counseling	X		X			
Youth Outreach Program RELATE	X		X	X		
Drug Education			X			
Pre-retirement Classes			X			
Nursery School and Day Care			X			Title XX Social Services
Hotline			X*			
Congregate Dining			X*			

*Provided space only

WILLMAR

Willmar is a rural community with a population of 16,350. It is west of the Twin Cities and is the Kandiyohi county seat. There are several institutions located in Willmar: Willmar State Hospital, Willmar Area Vocational Technical Institute and Willmar Community College.

Willmar's role in human services is somewhat unique among the study cities. The city is a county seat and as such many of the human service activities that occur are county-sponsored activities. Additionally, the presence of the Willmar State Hospital creates particular needs within this community. It was pointed out that although Willmar does not directly provide funds for many human service activities, it is a community that accepts responsibility for human services by supplying a great deal of indirect support and by creating an atmosphere that is receptive to human service kinds of facilities. For example, a number of years ago a community group sponsored a sheltered workshop that was originally run in a church. When it ran into difficulty, the city allowed the program to operate out of the city auditorium giving them low rent space. When the sheltered workshop applied for and received federal grants, the city put up some matching funds.

There are a number of human service facilities located in the city: a county-sponsored detox center; a number of halfway houses for teenagers; a residential facility for employees of Kindlehope, the sheltered workshop; a battered women's shelter; and a number of senior citizen facilities.

The point was made that, as is generally true for communities with a large number of human service facilities, these human service facilities are tax

exempt properties for which the city indirectly provides support through regular city services such as fire and police protection. The fact that Willmar seems willing to accommodate human service facilities indicates a city that is tolerant and willing to meet the needs of a diverse population. The following are human service activities reported to be partially or fully funded by city revenues.

Human Service Activities

Senior Citizens Center: $2,360 per year is allocated to the Willmar Senior Center; this amount is matched by the county.

"Meals on Wheels": This program is located in the Sheltered Workshop Kindlehope. The city allocates $5,500 per year to support the program.

Nutrition Site: The city allocates $1,000 per year for a nutrition site program located at Willmar's public housing highrise.

Transportation: A busing service for seniors and handicapped citizens was begun by the city using $7,000 in city revenues. The program is currently using a state grant.

City/School Coordinator: A city funded staff person ($16,998) from the police department provide services to incorrigible youngsters in cooperation with the school system. The program is designed to help young teenage women to stay in school.

Human Services Provided Through Supplementary Sources

Community Education - The total 1978-79 budget was $49,995; for 1979-80 it was $85,000. Community Education levies $2 per capita. There are three Community Education staff, one who is a CETA employee. The majority of the budget goes into adult classes. The Community Education program offers classes to seniors at no cost and offers some programs in the senior center. A day care program provided by Community Education is licensed for 25 kindergarten aged children who spend half days at school and half days at the day care center located in a school classroom. Community Education is licensed to provide services for 40 children in an after school program. Approximately $22,000 is used to run the program, most of which comes from parent fees and Title XX funds.

The director of Community Education operates a literacy program and is training staff at Kindlehope, which is a residence for high-functioning mentally retarded, to use the method.

There are constraints to providing certain programs. For example, a fire regulation requires a day care facility to be at a ground level, thus several unused rooms in an upper floor of the school cannot be used. Also seen as a constraint to mixing funds is the lengthy applications often required. The day care project required a 69 page document. There are agreements between the city and Community Education with respect to parks and recreation activities and the city's recreation director sits on the Community Education advisory committee. However, there is no joint powers agreement and there is some duplication of efforts in the recreation area. A Community Services Council which represents a number of service providers and includes Community Education meets four times a year. It is seen as important in coordinating services among agencies and contributing to their efficiency.

CDBG - Funding Level 1978-79 $326,000; 1979-80 $165,000. CDBG funds were used in 1979 to fund a handicapped accessibility project ($20,000) in the city offi building. The current grant is a three year comprehensive plan to provide the following activities: 40 units of scattered site low income public housing, rehabilitation and modernization of low income public housing, park activities, street lights, hydrants, and water mains, street improvements and sidewalks. None of the CDBG funds in the current year involved human service activities. In 1978, however, a house was rehabbed with CDBG funds and turned over to West Central Community Service agency to run a battered womens shelter.

CETA - During the study period there was no CETA employees in a city government human service position. There are, however, many CETA employees and

interns in human service agencies located in Willmar. In 1979 81 placements under either Title II d or Title VI were made in human service agencies. Almost half (37) were positions as human services technicians in Willmar State Hospital. The Community Action Agency and West Central Community Services each had 12. The remaining ones were with the Kandiyohi Family Services, Lutheran Social Services and a Latch Key Program. For 1980 there are 54 positions. Again the greatest number (37) is with the State Hopsital. The Community Action Agency has 19 and West Central Community Service has 12. There are three positions with West Minnesota Legal Services and two with Kandiyohi County Family Service. The staff at the Willmar CETA center estimated that the average amount funded for each employee would be 7,800 per year. Also notable is the fact that the director of the CETA wrote a $171,000 grant to BOS CETA for a displaced homemakers project. Although the project was not funded for this year, the project has not been dropped and attempts are being made to tap other sources of funds for the project.

Federal Housing Funds - In Willmar the HRA is a free-standing agency. The HRA has authority to levy up to 1-1/5 mill for operating funds but has never levied up to the maximum. The city and the HRA work closely together and the city council votes on most projects undertaken by the HRA.

The HRA is responsible for administering the city's CDBG program. It owns and operates 127 units of low income public housing and contracts to manage 79 apartments that are subsidized through the Section 8 program. The HRA also contracts with MHFA for Title I Home Improvement Loans and grants.

A current involvement of the HRA in a human service activity is a meals project that is being run on the site of the low income public housing project. The project is called Nutrition Site and is run by the Community Action Agency. The HRA makes space and kitchen facilities available for the program. The housing manager also serves as an information and referral source for residents of the housing project.

Table 6

Interaction Patterns: Willmar

Human Service	FUNDING SOURCES					
	City Revenue	CDBG	CE	CETA	Housing	Other Funds or Agencies
Nutrition Site	X				X	Community Actior
Information and Referral					X	
Sheltered Workshop Kindlehope	X		X			
Senior Citizens Center	X					
"Meals on Wheels"	X					X
Transportation Services	X					X
Community Education Day Care Program	X		X			Title XX
City/School Coordinator for Incorrigible Youth	X					School
Child Care Worker position			X	X		
Human Service Agency Positions - 1979, 81 positions; 1980, 54 positions				X		X

VI. SUMMARY AND RECOMMENDATIONS

Summary and Conclusions

The target groups served by cities included a range of age groups (see Table 7), however, senior citizens are most often recipients of these human services. The kinds of activities for seniors includes senior centers and programs, meals programs, health screening, transportation, chore service and information and referral. The research suggested that in some cities this high level of activity for seniors may be due to the fact that seniors are strong advocates for themselves and city decision-makers perceive a special responsibility toward this group. Services to the other groups most often mentioned are health services and services addressing chemical dependency.

The limited quantity of human services provided by cities appear to be funded primarily by general city revenues. The four funding sources studied do supplement these funds. Of the four, the greatest amount of activity occurred through the use of Community Education dollars. Although it is not possible to compare exact funding levels because many services involved in-kind contributions, CDBG funds accounted for the greatest direct dollar amount used. This may simply reflect the levels of funding for this program and the high cost of physical structures.

CETA funds are used to a much lesser extent than was expected. Changes in CETA guidelines and Minnesota's unemployment profile make it more difficult for cities to use CETA employees as human service personnel. Housing funds also are less likely to be translated into human services. The housing funding structure and policies seem to leave little opportunity for services to be provided in conjunction with housing.

Table 7 RESPONSES TO HUMAN SERVICES NEEDS BY AGE OR SPECIAL NEEDS GROUPS

	BLOOMINGTON	EDINA	EDEN PRAIRIE	RICHFIELD	ST. LOUIS PARK	WILLMAR
CHILDREN						
Day Care	X		X		X	X
Parenting	X				X	
Health Screening	X				X	
ADOLESCENTS						
Counseling	X	X		X	X	
Drug Education and/or Treatment	X	X		X	X	
Employment	X			X		
School Liaison	X					X
ADULT						
Health	X	X		X	X	
Drug Education					X	
Parenting Education	X				X	
Food Stamp Sales	X			X		
Information & Referral	X	X		X	X	
SENIORS						
Senior Centers	X	X	X	X	X	X
Home Chore Services				X		
Meals Program	X	X		X	X	X
Health Screening		X	X		X	
Transportation		X	X	X	X	X
Information & Referral					X	
HANDICAPPED						
Accessibility	X	X				X
Socialization	X					
Skill Development	X					X
Employment						X
Meals Program						X
Transportation						X

Mixing of funds to generate human services doesn't occur that often but Community Education funds and city revenues are most often involved when there is interaction.

Observation of the six cities indicate that these city governments get involved in providing human services when one or more of the following conditions exist:

1. When traditional city services are being adequately provided and they have the luxury of exploring some non-traditional options.
2. When a city has a long tradition of providing services.
3. When they have a segment of the population that is low income.
4. When they have an obvious social problem, e.g., chemical dependency among youth and an identified gap in human services.
5. When individual city officials have a personal commitment to human services.
6. When there are organized advocacy groups.
7. When there are established mechanisms for planning (human service or advisory committees, or joint powers agreements).

The cities seemed less likely to become involved in providing human services when:

1. They are still absorbed in providing traditional city services for a growing population.
2. They have a lower proportion of senior citizens.
3. They are unable to identify or target a low-income group or needy population.
4. City governments and school districts have few areas of cooperation and joint planning.

The study did not uncover evidence that there is a duplication of services between cities and counties. Cities often complement the provision of human services by the counties. For example, several cities enhanced county service delivery by selling food stamps in city hall offices.

The study also concludes that a great asset to effectively using these funding sources is an indepth knowledge of the funding guidelines. Too often preconceived assumptions seemed to prevail. Failure to critically examine oft heard statements like "HUD only wants buildings" or "the process isn't worth the dollar amounts gained" limit a community from fully exploring options. Admittedly these programs are complex and the guidelines change frequently. It is clear, however, that keeping informed and investing the time to design innovative projects can lead to impressive results and greater human service capacity.

Recommendations

Recommendations for Local Planners and Decision-Makers

A. Local planners in cities, counties and school districts can make best use of these four sources of funds by developing cooperative partnerships among components of the public and private sectors that encourage the sharing of dollars, facilities, staff and program planning activities. The funding of Lenox Center in St. Louis Park illustrates the kind of broad thinking necessary to extend the human service capacity available through any one source. For example, CDBG funds were used to rehabilitate a facility; CETA provides some personnel, CE provides administrative and program support. Additionally city revenues, school district funds, Older Americans Act funds and Title XX social services funds are involved.

B. Local planners should be more aggressive about learning the funding guideline for each of these funding sources. This can be accomplished by more frequent contact with funding source representatives and interaction with planners from other communities that may have used these funds in other ways.

C. Local planners should give serious consideration to developing and advocating for funding of education/prevention-oriented type programs that are targeted to needy human service populations.

D. Community Education directors should seriously consider using these funds for educational programs that are supportive of human services objectives and/or address human services needs. Examples might include programs that are oriented toward specific human services target groups such as senior citizens, families of developmentally disabled and physically handicapped persons, chemically dependent youth and families with troubled youth.

E. Cities, counties and school districts should not overlook the possibility of grants from other federal and state sources. A single person designated as a "grantsman" might be a valuable asset for many communities. In addition, local librarians should not be overlooked as resource persons who might be given the task of gathering information about grants that may be available.

The following are some possible sources of additional funding:

-The National Institute of Health (inc. mental health)
-The Law Enforcement Assistance Administration
-Federal higher education dollars
-HUD's Neighborhood Self-Help Development Program (not highly funded so far; national competion)
-Payback to cities from private developers from HUD's Urban Development Action Grants, which are available only to communities which meet the definition of "distressed".
-Program income from CDBG housing rehabilitation loans.
-Other HUD grants including (1) Modernization Funds for Public Housing, (2) Fair Housing New Horizons T.A. Program, and (3) The Housing Counseling Funds Program.

Recommendations for Funding Source Representatives

A. HUD should expand the information provided to planners, city managers, housing people, etc. about CDBG and housing guidelines and include specific recommendations on how and when these dollars can be used directly or indirectly to support human services.

B. The State Department of Education should give more emphasis to the disseminatic of information about creative uses of Community Education funds in the state, especially as it relates to broad educational and human service objectives.

C. CETA policy makers should reconsider the guidelines regarding salary levels for CETA clients. The impact of existing guidelines is to limit job choices for clients and to limit the potential usefulness the program can have for public service employers.

D. HUD should reconsider its policies regarding NSA designation. In some communities it is not feasible to target the use of funds to concentrated geographical areas, yet low and moderate income people scattered throughout the city could benefit from the broader range of activities allowed in NSAs.

E. HUD should eliminate the provision that communities seeking money to do public service projects be denied funding from other sources before receiving CDBG funds.

F. HUD should be cognizant of the ambiguity of some of the terms in its funding guidelines. For example, the HUD Section 202 program uses the term "independent living," which has been cited as a word that is ambiquous and leads to variations in interpretation, ultimately has the potential of depriving people of needed services.

G. The Minnesota State Department of Education should investigate the charges that some Community Education programs are required to pay excessive rent in school buildings, thereby siphoning the CE dollars for regular education programs. If there is basis in fact for these charges, modification of existing departmental rules regulating the use of CE dollars may be in order.

APPENDICES

APPENDIX A

Glossary

A95	Federal mandate for review and comment of applications for federal funds.
BOS	Balance of State
CDBG	Community Development Block Grants
CE	Community Education
CETA	Comprehensive Employment and Training Act
HRA	Housing and Redevelopment Authority
HTC	Hennepin Technical Center
HUD	Department of Housing and Urban Development
Metro Council	Metropolitan Council
MRC	Multi-Resource Center
NSA	Neighborhood Strategy Area
PACAC	Planning Area Citizen Advisory Council
RDC	Regional Development Commission
RETAC	Regional Employment and Training Act Council
SHHSC	South Hennepin Human Service Council
WCHSC	West Central Human Service Council

APPENDIX B

This list of human services represents all major human services delivered at the county level in Minnesota. It is incorporated in the recently developed standards for county financial accounting and reporting recently endorsed by the Minnesota State Auditor and all state-level human service departments.

INCOME MAINTENANCE PROGRAMS

Minnesota Supplemental Aid (MSA)
AFDC
General Assistance
Food Stamp Certification and Issuance
Child Support and Collections
Medical Assistance
Catastrophic Health Expense Protection Program (CHEPP)
Work Equity and Work Incentive

Related Services

Maintenance Grants
Emergency Assistance
Special Needs Grants
Interim Assistance Grant
Work Relief
Medical Payments
Employment Information and Referral
Appraisal of Employability
Job Training/Education Assistance
Job Development
Job Placement

INDIVIDUAL AND FAMILY SOCIAL SERVICE PROGRAMS

Social Services
Mental Illness
Mental Retardation
Chemical Dependency

Related Services

Adoption
Chore
Counseling Services for Families and Individuals
Development Achievement Service (Adult-Children)
Day Care - Adult

Day Care - Children
Educational Assistance
Employability
Family Planning
Foster Care - Adult
Foster Care - Children
Health Service
Home Delivered and Congregate Meals
Homemaking
Housing
Individual and Family Information and Referral
Legal Aid
Money Management
Protection - Adult
Protection - Children
Residential Treatment - Adult
Residential Treatment - Children
Social and Recreational
Transportation
Detoxification
Psychiatric Medication Supervision
Case Consultation
Agency Consultation and Education
Client Evaluation
Therapy - Individual
Therapy - Family
Therapy - Group

COMMUNITY HEALTH SERVICES

Community Nursing
Home Health
Disease Prevention and Control
Health Education
Environmental Health
Emergency Medical
Migrant Health
Indian Health

Related Services

Parent and Child Health Promotion
Child Health Screening
Early and Periodic Screening
School Health
Nutritional Services
Women, Infant and Children Supplement
Consultation to Day Care Services
Health Support to Other Community Programs

Professional Nursing Visits
Home Health Aid
Homemaking
Physical Therapy
Occupational Therapy
Speech Therapy
Medical Social Work
Consumer Health Education
Communicable Disease Prevention
Chronic Disease Prevention and Control
Dental Public Health Services
Ambulance Rescue Squad and Emergency Medical Services Communications
EMS Prefessional Training
Food and Beverage Protection

COMMUNITY CORRECTIONS PROGRAMS

Community Corrections

Related Services

Detention
Community Incarceration
Prevention
Diversion
Probation
Parole
Community Based Services
State Incarceration
Correctional Evaluation
Correctional Training

APPENDIX C

Interview Schedule

A. GENERAL COMMUNITY ORIENTATION

1. We have interest in the extent to which cities in Minnesota are involved in the provision and coordination of human services. To what extent do you see your city as involved in providing human services?

2. What historical influences play a role in the level of human services provided in your community?

3. What human service programs are supported by city revenues?

4. How do new services get initiated? Does your community use a planning or needs assessment process to identify human service needs in this community?

The following sets of questions are organized by type of funding source. Not all of them will be appropriate to your situation. Please respond to the questions as they apply to both the current funding year and the preceding funding year.

B. COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

1. What is the total amount of CDBGs received by this community for the current funding year? In the funding year.

2. Are any CDBGs targeted for human services activities? Currently? In the preceding funding year?

3. If these funds are not used directly for a human service activity, are any used in support of a human service activity?

4. What types of human services receive CDBG funding directly or are supported by CDBG funds? Currently? In the preceding funding year?

5. What additional sources of funds are used to finance these activities (e.g., general city revenues, HEW funds, etc.)? Currently? In the preceding funding year?

6. Describe the decision-making process involved in the CDBG programs. Who are the major actors? What is the city's role?

C. FEDERAL HOUSING PROGRAMS

1. What housing programs are being carried out in your community? List program and funded amount. (Examples of housing programs include Section 202 Housing for the Elderly and Handicapped, Public Housing, Section 8 and so on.) Currently? In preceding funding year?

2. There are several housing programs in which services can be provided to residents of the project (e.g., low income public housing). Are any human services provided through these programs. If yes, explain and include amount of funding. Currently? In preceding funding year?

3. Do you know of any services that exist as part of a housing program? Currently? In preceding funding year?

4. Describe the decision-making process involved in initiating or continuing the city's role?

5. What is the role of the HRA?

D. COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

1. Is your community under contract with the CETA prime sponsor for CETA funds? If yes, under what Title(s)? Current amount? Amount in preceding funding year?

2. Does your community use CETA funded employees to extend your capacity to provide human services? For example, to provide staff for a city sponsored human service activity using CETA to staff the project? What human service activities are funded through CETA programs? Currently? In preceding funding year?

3. Are there other ways in which CETA funds are used in support of human services? If so, what are they?

4. What other sources of funds are used in conjunction with CETA to provide or support human services? Currently? In preceding funding year?

5. Describe the decision-making process involved in your community's use of CETA funds. What is your relationship to your area's Prime Sponsor?

E. COMMUNITY EDUCATION (CE)

1. What is the total amount of funds used for CE in your school district? Currently from Community Services Levy; State Aids; School District General

Fund; Municipal Government; Federal Grants; other? In preceding funding year from Per Capita Tax Levy; State matching funds; city; Federal Grants; Other?

2. How much CE money is spent for human service activity? Currently? In preceding funding year?

3. What types of human services are funded by CE? Currently? In preceding funding year?

4. If human services are not directly funded by CE, are CE funds used to support human service activities? If so, please explain.

5. Describe the decision-making process involved in the CE program.

6. Is there a formal relationship between the community and the school district regarding CE such as a "joint powers agreement." If so, describe the impact this relationship has on planning and implementing your CE program.

7. Do you think that there are types of human services that could or should be the responsibility of CE? If yes, please explain.

APPENDIX D

Persons Contacted in the Preparation of This Report

The following is a list of people contacted for information on either the funding process itself or on particular community activities. The list is organized by funding source. In a number of cases the same person was able to provide information about more than one source of funding.

Funding Source	Position and City or Area of Responsibility
CDBG	
Julianne Bye	Urban Hennepin County Entitlement Planning Area II (this includes Edina, Richfield, St. Louis Park & Eden Prairie)
Mary Youle	HUD Representative for Urban Hennepin County
John Laswick	HUD Representative (former) for Bloomington
Gordon Hughes	Edina HRA director
Craig Larsen	Edina Planning Office
Chris Enger	Eden Prairie Planning Office
Michael Schmit	Willmar HRA Director
Tim Madigan	Assistant to the City Manager, St. Louis Park
Sharon Klumpp	St. Louis Park Community Development Planner
Ken Michaelson	Bloomington Assistant City Manager
Joyce Wilde	Richfield Assistant City Manager
John Swanson	HUD Community Development Staff
Doug Guthie	HUD Community Development Manager
Housing	
Gordon Hughes	Edina HRA Director
Michael Schmit	Willmar HRA Director
Chris Enger	Eden Prairie Planning Office
Ken Michaelson	Bloomington Assistant City Manager
Joyce Wilde	Richfield Assistant City Manager
Sharon Olness	St. Louis Park Housing Manager for Section 8 Program
Patricia Mack	HUD Housing Specialist
O'Don Smith	HUD Office of Neighborhoods, Volunteer Associations and Consumer Protection
Charles Ballantine	Metro Council Housing Division
Diane Healy	HUD Office of Neighborhoods, Voluntary Associations and Consumer Protection
Community Education	
Larry Erie	State Director of Community Education
Betty Bothereau	St. Louis Park Community Education Director
Mick Anderson	Eden Prairie Community Education Director
Robert Vinatieri	Bloomington Community Education Director

Community Education (cont.)	
Rod Brannon	Edina Community Education Director
Kenneth Wesloh	Richfield Community Education Director
Ron Werner	Willmar Community Education Director
CETA	
Eldon Kirgis	Balance of State Programs (BOS) Director (Willmar is in BOS)
John MacLaughlin	Hennepin County Prime Sponsor
Dave Hare	Hennepin County Prime Sponsor
Debbie Attebery	Multi-Resource Center (MRC), (covers St. Louis Park)
Mary Ann Brinks	MRC
Bonnie Grussing	Region 6E CETA Center (includes Willmar)
Linda Goodwin	Hennepin Technical Center (HTC) (covers Edina, Richfield, Eden Prairie and Bloomington)
Jim Rossbach	HTC
George Powers	BOS Management Information Division
General City Information	
Richard Hogland	City Clerk, Willmar
Ken Michaelson	Assistant City Manager, Bloomington
Joyce Wilde	Assistant City Manager, Richfield
Mark Berhardson	Assistant City Manager, Edina
Ray Bly	Human Services Coordinator, Eden Prairie
Sue Richards	Personnel Director, St. Louis Park

APPENDIX E

Advisory Committee

Michael Auger	Office of Local and Urban Affairs Minnesota State Planning Agency
Betty Bothereau	Director, St. Louis Park Community Education
Larry Erie	State Director of Community Education
Dick Little	HUD Community Planner
Jan Morlock	HUD Community Development Staff
Dave Parachini	Hennepin County Office of Planning and Development
Michael Schmit	Director, Willmar HRA
Jane Stevenson	Office of Local and Urban Affairs Minnesota State Planning Agency
Russ Stricker	Director, South Hennepin Human Service Council