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EVALUATIONS OF  
**CITIZEN PARTICIPATION**  
AND  
**INTERAGENCY COOPERATION**  
IN THE DES MOINES MODEL CITY PROGRAM

ROBERT O. RICHARDS


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A Final Report Submitted To: Model City Evaluation Component  
City Demonstration Agency of Des Moines

Sociological Studies in Urban Analysis

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of  
CITIZEN PARTICIPATION and INTERAGENCY COOPERATION  
in the  
DES MOINES MODEL CITY PROGRAM

Submitted to:

MODEL CITY EVALUATION COMPONENT  
CITY DEMONSTRATION AGENCY OF DES MOINES

Submitted by:

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REVIEW NOTICE

This report has been reviewed in the Des Moines City Demonstration Agency offices and approved for publication. Approval does not signify that the contents necessarily reflect the views of the City Demonstration Agency.

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## FOREWARD

The work upon which this publication is based was performed pursuant to a contract between the City Demonstration Agency of Des Moines in cooperation with Iowa State University, the Science and Humanities Research Institute, Department of Sociology and Anthropology.

Without the cooperation of the neighborhood residents, agency personnel, and Citizens' Board and Planning Staff members who consented to be interviewed for the study, it would have been impossible to proceed. Members of the Model City CDA Evaluation Unit, including resident interviewers and Coders, provided crucial services in carrying out the research.

The Industrial Relations Center of Iowa State University provided a graduate assistant through its own resources to work on the project. Mr. Gary Abbott, who performed in that role, was particularly instrumental in carrying out the interviewing of members of the Citizens' Board and Planning Staff.

The IRC was also the source of other important assistance: Mr. Ralph Mentzer and Mr. Dwight Kasperbauer were "loaned" to the project for interviewing services. Miss Virginia Harper also interviewed, and provided insightful consultation at several phases of the work.

Mr. Terry Rombough, graduate assistant provided through Model City funds, performed in a number of research capacities throughout the year.

A number of other Sociology and Anthropology graduate students volunteered to interview Citizens' Board and Planning Staff members, including Mrs. Leslie Dobbertin, Mr. David Hay, and Mr. Otto Sampson. Miss Steffaney Lennard

provided excellent secretarial service in preparation of the various reports submitted during the course of the project. \*

Iowa State University provided research time for each of the two consultants matching the time provided through the Model City contract. Faculty in the Iowa State University Department of Sociology and Anthropology were available for exchanges of information on various departmental projects involving interorganizational analysis.

The supplementary report included as Appendix A provides additional information illuminating the evaluations of the Citizens' Board and the Planning Staff toward the function of the Citizens' Board, as well as neighborhood residents, in the process of citizen participation. This supplement also indicates similarities and differences between the Citizens' Board and the Planning Staff on issues such as level of participation of residents, the Citizens' Board, and the Staff; representation and perceived power of the Citizens' Board and Planning Staff; and attitudes toward citizen participation, the Citizens' Board, and the Staff. Such similarities and differences in evaluations may reflect to some degree the differential perspectives of the Board as a representative body, and the Planning Staff as professional administrators.

The conclusions reported in this publication are those of the authors and should not be construed as representing the policy of any governmental agency.

R.O.R  
W.J.G



## I. INTRODUCTION AND SUMMARY OF FINDINGS

The two major goals of this research were well described in the contract between the research consultants and the Evaluation Component of the Des Moines Model City Agency. Those goals have been, first, to "systematically analyze the interorganizational relations established to bring about institutional change in the Model City Area," and second, to "provide systematic analysis of citizen participation in the Model Cities Program."

The findings of this research are briefly summarized on pages two and three and are elaborated in the pages of the report indicated within parentheses at the end of each summary statement of findings.

Each of these brief statements provides one interpretation of the general thrust of the research findings. But these summary statements inadequately represent the complexity of variation and qualification to the findings. Therefore, the detailed analysis of these findings noted at the end of each statement should also be studied before conclusions are formed regarding the implications of this research.

Three interrelated considerations had to be resolved in development of a research strategy: definition of concepts, evaluation criteria, and appropriate research methodology.

First, any number of definitions have been offered for "citizen participation" and "interorganization cooperation." The multiplicity of definitions make these concepts relatively intangible as goals for Model City program development.<sup>1</sup> For example, a joint Department of Housing and Urban Development-

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LIST OF FINDINGS

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CITIZEN PARTICIPATION

1. "Citizen Participation" tends to mean to Model City residents the opportunity to express needs, improve interaction between citizens and agencies, and education for self help, rather than community control or influence over agencies. Citizens' Board and Planning Staff members emphasize the importance of control and influence, rather than the factors indicated by residents. (10-15)
2. If citizen participation is defined as power to make changes in the community, residents and Model City officials (i.e., Citizens' Board and Planning Staff members) all indicate a relative lack of power among residents. Board and Staff are more likely to desire greater power among neighborhood residents than the residents themselves desire. (15-21)
3. Model City residents who have been clients of Model City programs are much more likely to participate in activities influencing the direction of the overall Model City effort.
4. Residents display a favorable predisposition toward the concept of citizen participation; they do not perceive it as a euphemistic sham. In this regard their position is shared by the Board and Staff. (23-26)
5. Model City residents are slightly less likely than Model City officials to evaluate the Citizens' Board as representative of neighborhood people's interests; residents do not see the Citizens' Board as powerful in representing Model City community interests for change. (26-31)

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LIST OF FINDINGS (continued)

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AGENCY DELIVERY OF SERVICES

6. Those who have had contact with agencies report satisfaction with the services received; both neighborhood samples share with the Model City officials the evaluation that the Model City program is producing better services for Model City area residents. (37-41)
7. Many Model City residents state they have persistent but untreated problems. Although the quality of services offered by Model City agencies is evaluated very positively (Finding Six), there are many residents with persistent problems who are not being reached by the agencies. Also many people do not indicate a likelihood that they would use the Model City agencies or personnel to meet their needs if faced with a problem serviceable through the Model City program. (41-47)

INTERAGENCY COOPERATION

8. Most residents state dissatisfaction with the amount of coordination between agencies working in the Model City area. (49-52)
  9. Cooperation between agencies is not yet highly evident; however, agencies indicate some predisposition toward greater cooperation. (53-56)
  10. Almost all of the agency personnel report satisfaction in their relations with individual Model City Staff members, but frustration in relating with the Planning Agency as one organization to another. (56-59)
-

Office of Economic Opportunity policy defines citizen participation as "the continuing process of citizen interaction with local government in the development of policies, plans, and programs and in the execution of these programs."<sup>2</sup> What form that "interaction" takes, and the extent of that interaction, are the crux of citizen participation, and yet are matters open to a considerable range of interpretation in this definition. Still other definitions stress use of agency services, representation through assemblies and boards, or provision for a public forum with no implied decision-making consequences. In short, which possible answers are appropriate in reply to the question, "What are citizen participation and interorganizational cooperation?"

Second, once one accepts any particular definitions of these concepts, how does one evaluate what constitutes "success" or "failure" in attaining these goals? For example, how much is "enough" citizen participation?

Third, what methods are appropriate in the quest for information upon which evaluation can take place?

The solutions devised to these three interrelated problems were achieved in large part by noting the possibility that this research itself can be considered a part of the citizen participation process. The research progressed from the position that the real "experts" about the Des Moines Model City effort were those most directly involved in that effort—neighborhood residents, the Model City Citizens' Board and Planning Staff,<sup>3</sup> and agencies—who know local needs and the extent to which those needs are being met. Therefore the role of the consultants is not to pose as outsiders who somehow know "what's best" for the Model City program, but rather as resource personnel

who can contribute their skills and resources for systematic data collection and analysis of evaluations made by program participants.

The HUD-OEO citizen participation policy encourages such an approach to research. It delineates the following goals and objectives of citizen participation:

1. To build trust and understanding among residents, citywide interest groups, and local officials regarding urban problems by providing:
  - a. An opportunity for those who live and work in the neighborhood to identify problems, issues, goals, and priorities as they perceive them.
  - b. An opportunity for residents to influence the decision-making process by early and continuing involvement in planning, monitoring, and evaluation of the Model City program.
  - c. An opportunity for local government, citywide interest groups, and program agencies to better assess and respond to the needs of the community.
2. To enable citizens to examine and comment on the interrelationships of programs affecting the neighborhood, to identify where lack of coordination creates gaps in delivery, inconsistent approaches, or counter effects between different program activities.
3. To enhance the opportunity for residents to participate in employment and other economic opportunities created by Federal programs.

This statement displays the integration of citizen participation and interorganizational cooperation as necessary processes to the Model City effort. Although this research views these concepts as distinct subjects of study, the interrelationship apparent in the above statement is reflected at many points in this report.

In terms of "providing for those who live and work in the neighborhood to identify problems...as they perceive them," and providing "an opportunity for local government, citywide interest groups, and program agencies to better assess and respond to the needs and preferences of the community," it was decided best to consider these participants—residents, Citizens' Board and Planning Staff, and agencies—as the evaluators. Therefore, the meaning and significance of citizen participation and interorganizational cooperation to those involved is the most important consideration in developing research measures of these two concepts. The problem of definition would be solved by accepting the definitions important to participants rather than assuming that some arbitrarily imposed definition was adequate for the situation.

Since so many possible interpretations of citizen participation are extant, the consultants constructed survey research instruments whereby participants could choose among alternative definitions, and also evaluate the degree of success or failure they observe in terms of the definition chosen. This and other aspects of the report are intended to indicate avenues providing "opportunity for residents to influence the decision-making process by... involvement in...evaluation of the Model City program," as called for in the HUD-OEO statement.

The second phase of citizen participation noted in the HUD-OEO statement, which incorporates the "interrelationships of programs" and problems related to a "lack of coordination," is a distinct element of this research, as noted earlier. Not only were Model City program clients interviewed about program coordination, but residents who are prospective clients, and others involved in program decision-making as well.

Determination of the above strategy for concept definition and evaluation was much related to handling the third problem, that of research method to be employed. Considerable reliance was placed upon the techniques of survey research in which the views of Model City residents, clients, Citizens' Board, and Planning Staff could be compiled. Alternative research emphases originally considered at inception of this research included, in addition to surveys, consultant participant observation at Model City meetings, content analysis of meeting minutes, and other observational techniques. However, as the research progressed, it became increasingly evident both to Model City evaluation personnel and to the consultants that the greatest need was for direct information from program participants about their use, planning participation, and assessment of citizen participation and interorganizational cooperation. This perspective is more consistent with the spirit of the HUD-OEO policy regarding citizen participation than evaluation by consultants through their appraisal of meetings and documents. Although limited participant observation and content analysis of meeting minutes and newspaper meeting reports were performed, these operations were utilized primarily to assist the consultants in developing their survey tools, rather than as data upon which evaluation conclusions can be legitimately derived.

An additional consideration in the form of research to be employed is also related to HUD-OEO citizen participation policy: employment of Model City residents in citizen participation related activity. Using survey research, it was possible not only to provide employment for Model City resident interviewers and coders, but also to provide experience and training in these aspects of survey analysis. As noted elsewhere in this report, several Model

City resident employees also performed significant roles in reviewing, criticizing, and modifying drafts of the interview schedule used in the Model City neighborhood.

At least three purposes are served by this report. First, the data reported should provide an information input for future planning efforts to upgrade citizen participation and interorganizational cooperation. Second, this data provides baseline information upon which future studies can draw to reveal changes introduced by the program. Third, this report provides concrete information for reply to those both inside and outside of the program who question the very validity of citizen participation and interagency cooperation as planning concepts.



## ENDNOTES

1. George M. Beal et al., "Some Effects of Intangible Goals on Resource Development Programs," Journal of Community Development Society, 2 (Spring, 1971), 48-58.
2. CDA Letter Number 10B, "Joint HUD-OEO Citizen Participation Policy for Model Cities Programs," Department of Housing and Urban Development, March, 1970, 1.
3. The Model City Citizens' Board and Planning Staff will also be referred to as the Model City officials in this report.
4. CDA Letter Number 10B, op. cit., 1-2.

## CITIZEN PARTICIPATION

## FINDING ONE: "Citizen Participation" tends to mean to Model

City residents the opportunity to express needs, improve interaction between citizens and agencies, and education for self help, rather than community control or influence over agencies. Citizens' Board and Planning Staff members emphasize the importance of control and influence, rather than the factors indicated by residents.

DISCUSSION: "Citizen participation" is something everyone agrees is a good thing. Sherry Amstutz, former Chief Advisor to HUD for citizen participation, states, "The idea of citizen participation is a little like saying 'insincere' no one is against it in principle because it is good for you."

## II. DISCUSSION OF FINDINGS

### INTRODUCTION

In analyzing and interpreting the data, the summary statement of each finding is presented, followed by discussion of the issues underlying that finding. Relevant data culled from replies to interview questions are then discussed to illustrate and detail the findings, and tables displaying that data are presented. Finally, possible planning implications of these findings are suggested.

### CITIZEN PARTICIPATION

FINDING ONE: "Citizen Participation" tends to mean to Model

City residents the opportunity to express needs, improve interaction between citizens and agencies, and education for self help, rather than community control or influence over agencies. Citizens' Board and Planning Staff members emphasize the importance of control and influence, rather than the factors indicated by residents.

DISCUSSION: "Citizen participation" is something everyone agrees is a good thing. Sherry Arnstein, former Chief Advisor to HUD for citizen participation, states, "The idea of citizen participation is a little like eating spinach: no one is against it in principle because it is good for you."<sup>1</sup>

Beyond that point confusion appears over what citizen participation is, and what it is supposed to do. Future development of citizen participation will depend upon recognition of the reasons people hold for participation, and achieving some common goal of participation agreed upon by neighborhood residents, their Citizens' Board, and the planners. Therefore, we sought to discover the definitions people use for citizen participation, and similarities and differences in definitions between neighborhood people, and the Citizens' Board and Staff, which are responsible for planning in the neighborhood's interest.

Phrasing the question asking how people define citizen participation is itself no small challenge.

There has been very little analysis of the content of the current controversial slogan: "citizen participation" or "maximum feasible participation." In short: What is citizen participation and what is its relationship to the social imperatives of our time? Because the question has been a bone of political contention, most of the answers have been purposely buried in innocuous euphemisms like "self-help" or "citizen involvement." Still others have been embellished with misleading rhetoric like "absolute control" which is something no one--including the President of the United States--has or can have. Between understated euphemisms and exacerbated rhetoric, even scholars have found it difficult to follow the controversy. To the headline-reading public, it is simply bewildering.<sup>2</sup>

The concept relates to the community, but was not coined as such within the community. Thus it may be possible for some citizens to believe fervently in some version of "citizen participation" without ever being familiar with that specific term. For example, in a study performed by the Model City Evaluation Component, residents were directly asked, "What should citizen participation be?" The results of that inquiry were very discouraging for anyone hoping to find a commitment to that goal. Comparatively few people attempted to

answer the question, and even fewer replied in any form identifiable with stated policy goals promoting "grass roots democracy" in some form.<sup>3</sup>

Nonetheless, we felt we could tap a predisposition to citizen participation by using several different approaches to the problem. First, we asked respondents how they thought "people should take part in the Model City program" (Appendix B, Question 12) assuming that replies would indicate the level of participation people believe appropriate in such a program. However, the question failed to elicit significant responses. Fifty-five percent of the sample stated either "don't know", or made no reply which could be interpreted. Of the remaining respondents, only one person specified "leading in decision making"; no others specified involvement in decision-making in any form. These results, however, do not at all necessarily indicate that the neighborhood residents are any more politically lethargic than any other part of the population. Many previous studies reveal that such questions which attempt to relate some abstract goal to people's lives tend to result in correspondingly vague replies.<sup>4</sup>

Another way of tapping predispositions toward citizen participation involves providing a range of alternative choices in response to the question, "What is the major reason for citizen participation?" (Appendix B, Question 13 ). Table 1 indicates the responses of residents, Citizens' Board members, and Staff. The significance of these replies is made more apparent in Table 1a, which groups together the percentages indicating either "influence" or "control"—relatively "powerful" forms of participation—separately from the

Table 1. Evaluation of Major Reason for Citizen Participation, by Model City Affiliation.

MAJOR REASON FOR CITIZEN PARTICIPATION	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Increase Influence of Citizens on Agencies Which Serve Them	26.7%	0.0%	6.1%
Allow Citizens to Express Needs and Viewpoints	0.0	0.0	30.6
Achieve Better Interaction Between Citizens and Agencies	13.3	5.9	21.8
Educate the Citizens to Help Themselves	13.3	17.6	25.2
Give Citizens Means to Control and Change Community in Their Own Way	46.7	76.5	16.3
Total Percent	100.0%	100.0%	100.0%
Frequency Totals	15	17	147
No Response/Other Response	1	2	16
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Question 11)

<sup>b</sup>(Appendix B, Question 13)

Table 1a. Grouped Evaluations of Major Reasons for Citizen Participation, by Model City Affiliation.

REASON FOR CITIZEN PARTICIPATION	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
To Increase Resident Influence on Agencies and Control of Communities	63.4%	76.5%	22.4%
To Allow Residents to Express Needs, Interact with Agencies, and Receive Information	26.6	24.5	77.6
Total Percent	100.0%	100.0%	100.0%
Frequency Totals	15	17	147
No Response/Other Response	1	2	16
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Question 11)

<sup>b</sup>(Appendix B, Question 13)

other three categories, which involve voicing opinion, self-help, and interaction with agencies—choices not clearly indicating a planning role for residents.

Table 1a indicates that residents hold more modest expectations of citizen participation than the Citizens' Board and Staff hold. This is consistent with findings of previous studies,<sup>5</sup> which indicate that more active or "aggressive" participation within a wide cross-section of the public in political processes demands specific political socialization or training, perhaps through community organization techniques, which has not occurred thus far in the Model City area. Narrowing the gap in expectations for citizen participation between residents and Model City program leadership may await such training. In the meantime, only those residents who have identified some specific interest or concern within the program will continue to assert their participation as citizens.

**FINDING TWO:** If citizen participation is defined as power to make changes in the community, residents and Model City officials (i.e., Citizens' Board and Planning Staff members) all indicate a relative lack of power among residents. Board and Staff are more likely to desire greater power among neighborhood residents than the residents themselves desire.

**DISCUSSION:** The gap between desired and actual citizen participation reflected in Finding One, as seen by area residents themselves on the one hand, and by Model City officials on the other, is also reflected in their evaluation

of the power residents hold. All three groups were asked, "How much power do [groups listed in Table 2] have to get things done in the Model City program?" (Appendix B, Question 15). They responded by selecting either "great," "moderate," "little," or "no power." Table 2 indicates the ranking between the listed groups in terms of the percent indicating each group has "great" power, while Table 2a displays the percentages upon which Table 2 is based.

Note that all three groups indicate a low degree of power held by residents. The rankings by Board and Staff of which groups should have "great" power in the two right-hand columns of Table 2 dramatically illustrate a desire for redistribution of power over Model City affairs which would favor citizen participation by residents.

But do residents feel neighborhood people should have more power? Table 3 indicates that a smaller percent—indeed, a minority (41.1%)—of the residents sampled desire more power for neighborhood people than do either the Citizens' Board (64.7%) or the Staff (64.3).

The strong tendency of Model City officials to desire a strong participatory role for neighborhood people is revealed in their evaluation of the present level of involvement by Model City residents compared to their desired level of participation (Table 4). Although a large majority of both Citizens' Board and Staff indicate a low level of "actual" involvement, they both desire participation at a higher level by residents (71.4% of the Staff and 66.7% of the Board).<sup>6</sup> Thus, it is readily apparent why Model City officials indicate dissatisfaction with the results of citizen participation among residents (Table 5).

The Model City Citizens' Board and Planning Staff evaluate participation in terms of high expectations, and find participation wanting, as Tables 2, 3,



Table 2. Rankings of Various Groups According to Percent of Respondents Indicating the Groups Have "Great" Power, and the Extent to Which Groups Should Have "Great" Power, by Model City Affiliation.

GROUPS RANKED	Rankings on Percent Stating Group HAS "Great" Power			Rankings on Percent Stating Group SHOULD Have "Great" Power	
	1	2	3	4	5
	STAFF	BOARD	RESIDENTS SAMPLED	STAFF	BOARD
City Council	1	1	2	2,5	3
Federal Government	3	2	1	4,5	4
Citizens' Board	2	3	5	2,5	1
Staff	4,5	4	4	4,5	6
Agencies Holding Model City Contracts	4,5	6	3	6	7
Neighborhood People	7	5	6	1	2
Respondent (You Personally)	6	7	7	7	5

Table 2a. Percent Stating Various Groups Have "Great" Power, and the Extent to Which Groups Should Have "Great" Power, by Model City Affiliation.

	Percent Stating Group HAS "Great" Power			Percent Stating Group SHOULD Have "Great" Power	
	1 <sup>a</sup>	2 <sup>a</sup>	3 <sup>b</sup>	4 <sup>c</sup>	5 <sup>c</sup>
	STAFF	BOARD	RESIDENTS SAMPLED	STAFF	BOARD
City Council	87.5%*	94.0%	58.3%	62.5%	58.8%
Federal Government	75.0%	88.9%	86.6%	31.3%	55.6%
Citizens' Board	81.3%	72.2%	24.2%	62.5%	77.8%
Staff	43.8%	50.0%	30.5%	31.3%	16.7%
Agencies Holding Model City Contracts	43.8%	16.7%	37.1%	25.0%	11.1%
Neighborhood People	20.0%	27.8%	16.4%	73.3%	64.7%
Respondent (You Personally)	26.7%	11.1%	1.6%	13.3%	27.8%
TOTAL N	16	19	163	16	19

<sup>a</sup>(Appendix C, Question 31) <sup>b</sup>(Appendix B, Question 15) <sup>c</sup>(Appendix C, Question 33)

\*In some cases, respondents declined to rate particular groups; in such instances, percentages are based on the number replying.

Table 3. Difference Between Desired and Actual Power Held by Neighborhood People, by Model City Affiliation.

DIFFERENCE FROM ACTUAL POWER	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Should Hold MORE	64.3%	64.7%	41.1%
Actual and Desired Power Same	35.7	23.5	57.4
Should Hold LESS	0.0	11.8	1.4
Total Percent	100.0%	100.0%	99.9%
Frequency Totals	14	17	141
No Response	2	2	22
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Questions 31a and 33a)

<sup>b</sup>(Appendix B, Question 18a)

Table 4. Combined Levels of Evaluations of How Citizens Should Be Involved in Planning and How They Actually Are Involved, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Citizens SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Citizens	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Lower Level of Involvement (Not Involved, Receivers or Sources of Information)	28.6%	33.3%	75.0%	89.5%
Higher Level of Involvement (Advisors, Members, or Leaders of Decision-Making Team)	71.4	66.7	25.0	10.5
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Totals	14	18	16	19
No Response	2	1	0	0
TOTAL N	16	19	16	19

(Appendix C, Questions 7 and 10)

Table 5. Stated Satisfaction with the Results of Citizen Participation of Model City Residents, by Model City Affiliation.

DEGREE OF SATISFACTION WITH CITIZEN PARTICIPATION	MODEL CITY AFFILIATION		TOTAL
	1 STAFF	2 BOARD	
Very Satisfied	0.0%	0.0%	0.0%
Satisfied	31.3	16.7	21.2
Unsatisfied	37.5	50.0	45.5
Very Unsatisfied	31.3	33.3	33.3
Total Percent	100.1%	100.0%	100.0%
Frequency Totals	16	18	34
No Response	0	1	1
TOTAL N	16	19	35

(Appendix C, Question 6b)

4, and 5 indicate. If there is a lack of participation in the program, this lack is not due to the absence of an indicated desire for participation on the part of the Model City officials. Indeed, their expectations do not find an equivalent expectation among residents. The problem does not appear to be one of increasing participation of residents at their present, or even desired, level of involvement; the problem is in raising the level of participation expected by residents. Having not been exposed to alternative participatory possibilities, they evaluate participation in terms of their nondecision making experiences of the past.

FINDING THREE: Model City residents who have been clients of Model City programs are much more likely to participate in activities influencing the direction of the overall Model City effort.

DISCUSSION: If the problem is one of raising levels of participatory involvement, do the data suggest any ways in which people are more likely to become participants in planning-related activities?

One of the most apparent factors in planning-related participation is experience with Model City service programs (Table 6). A series of items, based upon Milbrath's "scale of political participation," was constructed pertaining to various levels of participation in Model City planning-related activities.<sup>7</sup> At every possible stage of participation indicated, those who have had contact with Model City service programs are more likely to have been involved in citizen participation activities.

Table 6. Percent Stating They Take Part in Various Model City Activities, by Contact with Model City Service Programs of Residents Sampled.

TYPE OF PARTICIPATION	RESIDENT CONTACT WITH MODEL CITY SERVICE PROGRAMS(S)		TOTAL
	1 CONTACT	2 NO CONTACT	
a. Read articles about the Model City program in newspapers. . . . .	77.8%*	59.8%	68.7%
b. Discussed Model City issues with friends . . . . .	74.1%	36.6%	55.2%
c. Read Model City pamphlets, or the Progress News, or other things printed through Model City programs. . .	65.4%	35.4%	50.3%
d. Contacted a Model City official or leader about some Model City matter . . . . .	38.3%	4.9%	21.5%
e. Attended a Model City Citizens' Board meeting. . . . .	30.9%	9.8%	20.2%
f. Voted in the Citizens' Board election(s) . . . . .	23.5%	15.9%	19.6%
g. Applied for a job in one of the Model City projects. .	32.1%	6.1%	19.0%
h. Actively supported a condidate for Citizens' Board . .	21.0%	12.2%	16.6%
i. Held a job on one of the Model City projects . . . . .	19.8%	1.2%	10.4%
j. Have been a member of a Model City Task Force. . . . .	6.2%	0.0%	3.1%
k. Addressed a Citizens' Board meeting. . . . .	3.7%	1.2%	2.5%
l. Ran for the Citizens' Board. . . . .	2.5%	1.2%	1.8%
m. Have been a member of the Citizens' Board. . . . .	2.5%	0.0%	1.2%
TOTAL N	81	82	163

(Appendix B, Question 9)

\*Percentages equal the proportion of respondents stating they take part in each respective type of participation.

Perhaps a program of encouraging participation could successfully build upon these agency contacts, employing the agencies as media for dissemination of information about participation opportunities.

Another aspect of this measure of participation is the finding that one third of the resident sample have not participated even at the lowest and most passive level of involvement—reading articles about Model City in the newspapers. Greater participation cannot be expected within a population in which many people have no involvement with the program. Thus, in the long term development of the Model City effort, there must emerge a broad base of people at least minimally involved from which leadership can arise. Such a development may require promotion of community organization activities.

FINDING FOUR: Residents display a favorable predisposition toward the concept of citizen participation; they do not perceive it as a euphemistic sham. In this regard their position is shared by the Board and Staff.

DISCUSSION: Citizen participation has been promoted strongly in the development of urban renewal projects, Community Action Programs, and Model City projects. Over the decade of the War on Poverty, a great deal of skepticism has been expressed by many social commentators about the real impact of citizen participation. "Manipulation" rather than "participation" has been claimed to be the case in some community programs.<sup>8</sup>

Such skepticism could cause programs to backfire in their attempts to gain citizen involvement. Therefore, knowledge of the extent of popular support for the concept of citizen participation is exceedingly important in planning for future participation.

To assess attitudes toward the idea of citizen participation, respondents were asked to state the extent to which they agreed or disagreed with the series of statements (Appendix B, Question 14) shown in Table 7. Some of the statements were presented in negative form (e.g., see Question 14b and 14d, Appendix B) to avoid patterning of responses, but all the statements and response data have been converted to positive statements to provide comparability between the items.

Neighborhood residents do not exhibit a significant amount of skepticism about citizen participation, as a review of the individual responses indicates (Table 7, column 3). They share the generally positive orientation Model City officials exhibit toward participation. The least agreement about these items is in reference to the opportunity which citizen participation affords people to speak and be heard (Table 7, item d); a minority of the resident sample agreed with that statement. This pattern is ironic in its implication, because as Table 1 indicates, the reason most frequently offered by residents (30.6%) for citizen participation is "to express needs and viewpoints."

As noted in discussion of findings, perhaps additional means must be provided to make the Citizens' Board and other meetings a public forum for the many, rather than the relatively few who have become accustomed to using these meetings to voice advocacy or opposition to certain programs. An alternative might be the development of an institutionalized forum, independent of official



Table 7. Percent Agreeing with Attitudinal Statements on Citizen Participation, by Model City Affiliation.

MODEL CITY AFFILIATION			ATTITUDINAL STATEMENTS
1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED	
68.8*	55.6%	72.2%	a. Citizen participation in planning Model City programs is really happening, and is not just a dream.
81.3%	84.2%	75.9%	b. Citizen participation is not just another way of "using" people who live in the area.
46.7%	73.7%	78.7%	c. Taking part in the Model City program is a good way to fight exploitation of the people who live in the area.
93.8%	73.7%	46.8%	d. Citizen participation gives people a chance to speak and be heard.
75.0%	68.4%	74.1%	e. Citizen participation gives people a real chance to change things, and is not just a gimmick.
75.0%	94.4%	87.2%	f. An important part in the Model City program is to strengthen planning through the experiences, talents and ideas of Model City area residents.

<sup>a</sup>(Appendix C, Question 14)

<sup>b</sup>(Appendix B, Question 14)

\*Percentages equal the proportion of respondents agreeing with each individual item. They are based on the responses of 16 Staff personnel, 19 Citizens' Board members, and 163 Model City residents; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number stating one of the four agreement-disagreement categories. Statements asked in a negative manner originally are reversed in this table.

meetings which both citizens and Model City officials could use as a sounding board. Past experience with such forums has been that participation in them waxes and wanes as public concern over specific issues rises and falls. Thus such a forum would have to be topic or issue-oriented, and would have to be given considerable trial, during which the amount of participation might be disappointing, before it would become an effective community voice.

**FINDING FIVE:** Model City residents are slightly less likely than Model City officials to evaluate the Citizens' Board as representative solely of neighborhood people's interests; residents do not see the Citizens' Board as powerful in representing Model City community interests for change.

**DISCUSSION:** Related to the question of acceptance or skepticism about citizen participation is the controversy over the representativeness of neighborhood residents by Citizens' Board. Even if people accept the concept of citizen participation, if they do not view the Citizens' Board as a vehicle by which they can meet their participatory needs, they may decline to take part in activities due to an apathy resulting from a sense of futility.

Representativeness essentially involves two questions: 1) does the group in question—the Board, in this instance—reflect significant interests within the community in its composition and in its decision-making; and 2) is that group—the Board—seen as able to represent neighborhood interests by having its decisions enforced as policy?

1) The extent to which the Citizens' Board is to represent the interests of the neighborhood in its composition and decision making is formally prescribed in the means by which the Board is selected. The Des Moines Model City Board is composed of both elected members from the Model City area, and members appointed by the Mayor representing recognized community interests.

Demographically the elected members of the Board do appear to represent in general the composition of the neighborhood sample in many important regards. The Citizens' Board includes a slightly larger proportion of those in the middle age categories, and higher education categories (see Table 21).

However, formal provisions for representation and statistical comparisons do not necessarily resolve the question in many people's minds as to whether the community sees the Board as representing a constituency of individuals, of the community public, of interest groups, or of some community power structure.

In this regard, political scientists would point out that the same controversy surrounds the representativeness of many legislative bodies.

Both the resident sample and the officials were asked to reply to the following question: Which one of the groups (listed in Table 8) best describes your view of whom the Model City Citizens' Board represents or speaks for? (Appendix A, Question 19) Table 8 displays the responses from all respondents. Because of the large number of possible categories, Table 8a was constructed to display three categories: those who indicate that the Citizens' Board represents 1) neighborhood people exclusive of other groups, 2) neighborhood people as well as others, and 3) groups other than neighborhood residents. About one fourth of the Model City residents designated some group other than neighborhood residents as comprising the constituency of the Model City Board. Model City officials were somewhat less likely to exclude neighborhood people as those whom the Board represents.

Table 8. Evaluation of Whom Model City Citizens' Board Members Represent, by Model City Affiliation.

GROUPS THE CITIZENS' BOARD REPRESENTS	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Neighborhood People in the Model City Area	28.6%	63.2%	43.2%
Leading Citizens in the Model City Area	7.1	15.8	10.2
Agencies Working with the Model City Program	0.0	0.0	14.8
Neighborhood People and Leading Citizens	14.3	0.0	15.9
Neighborhood People and Agencies	21.4	0.0	2.3
Leading Citizens and Agencies	7.1	5.3	2.3
Neighborhood People, Leading Citizens, and Agencies	21.4	15.8	11.4
Total Percent	99.9%	100.1%	100.1%
Frequency Totals	14	19	88
No Response/Other Response	2	0	75
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Question 15)

<sup>b</sup>(Appendix B, Question 19)

Table 8a. Grouped Evaluations of Whom Model City Citizens' Board Members Represent, by Model City Affiliation.

GROUPS THE CITIZENS' BOARD REPRESENTS	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Neighborhood People Exclusively	28.6%	63.2%	43.2%
Neighborhood People Plus Leading Citizens and/or Agencies Working with the Model City Program	57.1	15.8	29.6
Leading Citizens and/or Agencies Working with the Model City Program	14.2	21.1	27.3
Total Percent	99.9%	100.1%	100.1%
Frequency Totals	14	19	88
No Response/Other Response	2	0	75
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Question 15)

<sup>b</sup>(Appendix B, Question 19)

In summary, the majority of residents see the Board as representative of their neighborhood to some degree, and the officials indicate roughly the same perceptions.

2) The second issue regarding representativeness has to do with the extent Model City residents see the Board as politically capable of enacting programs in their behalf.

In general, the resolutions of the Citizens' Board have carried considerable influence in the deliberations of the City Council, with few exceptions. What is at issue here, however, is not so much the power of the Board, as the amount of power neighborhood residents believe it to possess. Perhaps such perceptions are more salient in the residents' view of how well the Citizens' Board represents their interests than the actual successes of the Board in that regard.

The power of the Board is one of the few areas in which the appraisals of the residents and of the officials sharply contradict. Compared to the power of other groups, only a fourth of the residents rank the Citizens' Board as having "great" power, as contrasted to about three fourths of the officials. (Table 2a).

Model City residents are more likely to indicate that all the supra-neighborhood sources of power—the Federal government, City Council, and the agencies—have "great" power to affect Model City program change than any agent directly associated with the program—Staff, Citizens' Board or neighborhood people. (Note rankings, Table 2).

Very few residents (7.8%) state that the Citizens' Board should have more power, which may imply that residents do not view the Board as developing potential as a means of giving them power in the larger community (Table 9).

Model City officials themselves not only see the Board as relatively more powerful (Tables 2, 2a), but many also indicate that the Board is actually involved at a relatively high level of decision making (cols.3,4, Table 10).<sup>9</sup>

The significant issue surrounding the representativeness of the Citizens' Board is not so much its representation of a constituency as the status of the Citizens' Board within the polity. If officials really do believe the Citizens' Board is, or should be, involved in important decision making concerning the neighborhood, it must somehow convey the fact of that involvement to the Model City residents.

SUMMARY OF FINDINGS ONE THROUGH FIVE: How might participation be fostered? Answering the question "what is actually the role of citizens in decision making within the Model City program?" is as complex and difficult as answering the question "what is actually the role of citizens in decision making within the city?" Attendance at meetings, voting, and even running for office do not always indicate the extent to which the public as such plays a leading role in governance of a political order.

The Model City effort has been in full program operation for little over a year. The processes by which public interests are being met is in a developmental state. During its emergence there has been considerable controversy<sup>10</sup> over the mechanism by which citizen participation is to prosper. Equally important to strong citizen participation is a personal willingness

Table 9. Difference Between Desired and Actual Power Held by Citizens' Board, by Model City Affiliation.

DIFFERENCE FROM ACTUAL POWER	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Should Hold MORE	12.5%	22.2%	7.8%
Actual and Desired Power Same	62.5	72.2	90.8
Should Hold LESS	25.0	5.6	1.4
Total Percent	100.0%	100.0%	100.0%
Frequency Totals	14	17	141
No Response	2	2	22
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Questions 31d and 33d)

<sup>b</sup>(Appendix B, Question 18a)



Table 10. Combined Levels of Evaluations of How the Citizens' Board Should Be Involved in Planning and How They Actually Are Involved, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How the Citizens' Board SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of the Citizens' Board	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Lower Level of Involvement (Not Involved, Receivers or Sources of Information)	6.3%	6.3%	12.5%	22.2%
Higher Level of Involvement (Advisors, Members, or Leaders of Decision-Making Team)	93.8	93.8	87.5	77.8
Total Percent	100.1%	100.1%	100.0%	100.0%
Frequency Totals	16	16	16	18
No Response	0	3	0	1
TOTAL N	16	19	16	19

(Appendix C, Questions 18 and 21)

and interest in participation among the citizens, and discovery of means to nurture that willingness and interest.

The above findings suggest some provocative questions: 1) If, as the data indicates, people tend not to have clear-cut and meaningful definitions of citizen participation, will they be willing and interested in participating? 2) If, as the data indicates, people do not see themselves, or the body which is to represent their interests, as having as much power as outside governmental groups to change their neighborhood, will they be willing and interested in participating? 3) And finally, if, as the data indicates, they do not identify control over government and community change as reasons for participation, will they assign much priority to making an effort to participate?

Obviously, an implicit challenge in the above questions is to create the conditions under which people develop a belief in participation as an avenue to improvement for themselves and their neighborhood. This does not imply simple "public relations" in which people are told to participate because it will give them power over improvement in their lives and their neighborhoods. Unless the process does provide such power, people will become more skeptical the more they participate; indeed, those in our sample who scored high in planning-related participation were more skeptical about participation than those who scored low.

The further a group was from citizens in terms of formal ties of representation, the more likely the highest participant category was to rank them as having "great" power to effect neighborhood change, compared to non-participation (Table 11). The highest participation category was also much more

Table 11. Percent Indicating Various Groups Have "Great" Power to Change Things in the Model City Program, by Participation in Model City Activities of Residents Sampled.

GROUPS RATED	PARTICIPATION IN MODEL CITY ACTIVITIES	
	Percent of HIGHLY ACTIVE PARTICIPANTS Stating Group Has "Great" Power	Percent of NON-PARTICIPANTS Stating Group Has "Great" Power
Federal Government	90.0%	83.3%
City Council	75.0%	45.5%
Agencies Holding Model City Contracts	37.5%	10.0%
Staff	42.9%	18.2%
Citizens' Board	17.6%	27.3%
Neighborhood People	5.3%	6.3%
Respondent (You Personally)	0.0%	0.0%
Frequency Totals*	22	34

\*In some cases, respondents declined to rate particular groups; in such instances, percentages are based on the number replying.

(Appendix B, Question 15)

likely to exclude neighborhood residents from the list of those whom the Citizens' Board represent (26.7%) than the lowest participation category (12.5%). Thus, the actual conditions for citizen participation must exist before positive gains in community influence are identified with participation.

The theme which threads throughout discussions of these findings is that if, as they stated in interviews, the Model City officials hold high expectations from citizen participation, the conditions for promoting that participation may require some assignment of program priority to concerted and systematic community organization activities. Further delineation of the community organization task would require the consultation of experts in that area. The program required would probably call for a blending of the community development strategies with those aspects of social action which are compatible.<sup>11</sup> The problem of community organization in such programs has emerged in many CAP agencies, where participation was taken to mean simultaneous participation within governmental channels and confrontation with the established governmental channels. Such dilemmas have not been resolved. Nonetheless, if Model City officials desire as much citizen participation as they have expressed, somehow community organization must be promoted to forge a politically sensitive interest group and electorate.

## AGENCY DELIVERY OF SERVICES

FINDING SIX: Those who have had contact with agencies report satisfaction with the services received; both neighborhood samples share with the Model City officials the evaluation that the Model City program is producing better services for Model City area residents.

DISCUSSION: Provision of better services is an important aspect of providing an "improved quality of life" within the Model City area; the structure of the Model City program is founded on the capacity of existing and new autonomous agencies to operate needed programs within the area.

The Model City program has made substantial inputs into many agencies which operated in the Model City area prior to the Model City program. Other programs have been added to meet specialized needs, such as among the elderly. Have these inputs resulted in new outputs from agencies in the form of increased services?

One problem in measuring the impact of Model City funded agency services is the lack of "base data" about service systems existing in the neighborhood prior to the program. Neighborhood need surveys performed during the planning year gave some indication of areas in which agencies had not reached prospective clients, but knowledge of the service delivery system resulting from the outputs of all agencies has been lacking. Absence of such information has been a problem in other cities also:

No city among the eleven studied had a firm understanding of its own delivery system prior to Model Cities...None had comprehensive and definitive "data" relative to

alternative means of providing services to residents or the impact of local projects on constituents. As a result, a base did not exist in any city upon which to readily build alternate strategies...<sup>12</sup>

The absence of such benchmark data severely complicates developing strategies for answering the question: Exactly how much change have Model City service programs introduced in improving the quality of life within the area?

The strategy employed in this study involves appraisals of agency performance by those who should be most familiar with them: the Model City residents themselves, and the officials responsible for the planning of the programs. Do such people recognize a perceptible improvement in agency output resulting from Model City program efforts?

Both those from the client sample and those from the resident sample who have been agency clients report a high degree of satisfaction with services received from individual programs with which they were familiar (Table 12). (It is important to note that clients within the resident sample expressed as great satisfaction as those from the sample supplied by the agencies, which eliminates the possibility that the clients designated by the agencies were selected as "pro-program.")

Furthermore, Model City residents display strongly positive attitudes toward agency performance; those who reply on the basis of some familiarity with the service programs are even more positive than those who have had no contact with agencies (Table 13). These items specifically denote the impact of the Model City program, either by comparing present agency performance with earlier (and implicitly pre-program) performance, or by comparing services in the Model City neighborhood with those outside the area.

Table 12. Satisfaction with Services Received from Model City Contract Programs, by Residents Sampled Who Stated Contact with Model City Service Programs.

DEGREE OF SATISFACTION	RESIDENTS SAMPLED WHO HAD CONTACT WITH MODEL CITY SERVICE CONTRACTS		TOTAL
	1 CLIENT SAMPLE	2 REPRESENTATIVE SAMPLE	
Very Satisfied	55.3%	56.5%	55.6%
Somewhat Satisfied	28.5	32.6	29.6
Somewhat Dissatisfied	5.7	4.3	5.3
Very Dissatisfied	10.6	6.5	9.5
Total Percents	100.1%	99.9%	100.0%
Frequency Totals*	123	46	169

\*Some respondents had contact with more than one service program; thus, the frequency totals represent the number of contacts with service programs for which the question of satisfaction was answered by respondents.

(Appendix B, Question 4h)

Table 13. Percent Agreeing with Attitudinal Statements on Delivery of Services, by Contact with Model City Service Programs of Residents Sampled.

RESIDENT CONTACT WITH MODEL CITY SERVICE PROGRAM(S)		ATTITUDINAL STATEMENTS
CONTACT	NO CONTACT	
89.3%*	87.7%	a. Anyone can get more help with their problems today than they could a few years ago.
69.7%	50.0%	b. Model City programs have made a difference in helping the people who live here.
75.0%	70.8%	c. It's easier to get agencies to keep their promises for help than it used to be.
95.8%	89.6%	d. The present Model City programs are very much needed in this particular neighborhood.
76.7%	74.0%	e. A person living in the Model City area has a better chance of getting help for a problem than people living in other similar neighborhoods.

(Appendix B, Question 2a, 2c, 2d, 2f, 2h)

\*Percentages equal the proportion of respondents agreeing with each individual item. They are based on the responses of 81 residents having contact with Model City service programs and 82 not having such agency contact; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number stating one of the four agreement-disagreement categories. Statements asked in a negative manner originally are reversed in this table.



This positive evaluation of individual agency services is also reflected in the responses of Model City officials; the majority of both Board and Staff note improvement in Model City operating agency performance (Table 14), and evaluate the agencies as "more sensitive" to needs of Model City residents (Table 15). Model City officials state that services are more easily obtained, that more residents are receiving services (Table 16). Their positive impressions are borne out by the residents, as reported above.

In discussing those service contracts with which they are most familiar, Model City officials overwhelmingly indicate that services contracted for are being provided. However, there is less than total agreement among officials as to the degree of service innovation and the extent of expanded clientele in half of the cases in which more than one official evaluated an agency's performance (Appendix C, Question 40). Thus, although Model City officials tend to see individual agencies as providing new services to new clients, some view the agencies as either continuing to serve the same clients, or to offer the same programs as they had earlier.

**FINDING SEVEN:** Many Model City residents state they have persistent but untreated problems. Although the quality of services offered by Model City agencies is evaluated very positively (Finding Six), there are many residents with persistent problems who are not being reached by the agencies. Also many people do not indicate a likelihood that they would use Model City agencies or personnel to meet their needs if faced with a problem serviceable through the Model City program.

Table 14. Perception of Agency Improvement, by Model City Affiliation.

AGENCY IMPROVEMENT	MODEL CITY AFFILIATION		TOTAL
	1 STAFF	2 BOARD	
Great	6.3%	17.6%	12.1%
Moderate	63.8	58.8	63.6
Little	25.0	17.6	21.2
None	0.0	5.9	3.0
Total Percent	100.1%	99.9%	99.9%
Frequency Totals	16	17	33
No Response	0	2	2
TOTAL N	16	19	35

(Appendix C, Question 38)

Table 15. Perception of Agency Reaction to the Needs of Model City Residents, by Model City Affiliation.

AGENCY REACTION	MODEL CITY AFFILIATION		TOTAL
	1 STAFF	2 BOARD	
More Sensitive	93.8%	64.7%	73.8%
About the Same	0.0	23.5	12.1
Less Sensitive	6.3	11.8	9.1
Total Percent	100.1%	100.0%	100.0%
Frequency Totals	16	17	33
No Response	0	2	2
TOTAL N	16	19	35

(Appendix C, Question 37)

Table 16. Percent Agreeing with Attitudinal Statements on Delivery of Services, by Model City Citizens' Board and Planning Staff Affiliation.

MODEL CITY AFFILIATION		ATTITUDINAL STATEMENTS
1 STAFF	2 BOARD	
80.0%*	84.2%	a. It is easier now for residents to get services.
73.3%	55.6%	b. Agencies in general have changed their delivery systems very much because of new contracts.
92.9%	82.4%	c. More residents are now receiving services offered by the various agencies.

(Appendix C, Question 41)

\*Percentages equal the proportion of respondents agreeing with each individual item. They are based on the responses of 16 Staff personnel and 19 Citizens' Board members; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number stating one of the four agreement-disagreement categories. Statements asked in a negative manner originally are reversed in this table.

DISCUSSION: Improved services to those who seek help are not enough to produce significant neighborhood change. The notion of identifying one's own problems as treatable by outside agencies is not a common practice among many Americans.<sup>13</sup> Thus, many of the very people who need help may be among those who do not find the way to make use of services. Therefore, improving the "quality of life" within the neighborhood requires the outreach activities of agencies. Model City officials have explicitly recognized this in making explicit provisions for outreach functions. With only a little over a year in experience in trying to expand the number of prospective clients being served, are there many people with problems who are yet to be reached by Model City programs?

Many residents have persistent problems. Table 17 displays the distribution of problems mentioned, and Table 18 displays the problems identified as "greatest." Of the representative resident random sample, 48.3%—all but two of those with problems—state they have had a "great" problem for more than a month, and 30.3% have had their most important problem for more than a year (Appendix B, Question 7). Yet of those with problems, 65.3% have not sought help for that problem outside the family, even though many of the problems they have, such as financial (37.8%), employment (15.6%), housing (13.3%), and health (8.9%), are covered by Model City service programs.

Another commentary upon the outreach problem appears in noting that there is little predisposition to solve problems by using resources outside the immediate circle of friends, relatives, doctor, and so on. When asked how they would solve problems in the areas of financial problems, employment, health, housing, and so forth, 13.4% stated they would turn to an agency worker, and only 5.2% stated they would turn to Model City officials (see Appendix B, Question 1).

Table 17. Percent Stating They Have Certain Personal Problems, by Contact with Model City Service Programs of Residents Sampled.

PROBLEMS	RESIDENT CONTACT WITH MODEL CITY SERVICE PROGRAM(S)		TOTAL
	1 CONTACT	2 NO CONTACT	
a. Money problems . . . . .	30.0%	26.8%	28.8%
b. Unemployment or underemployment problems . . . . .	19.8%	9.7%	14.7%
c. Housing problems . . . . .	19.8%	9.7%	14.7%
d. Health problems . . . . .	16.0%	8.5%	12.3%
e. Family problems . . . . .	14.8%	3.7%	9.2%
f. School problems . . . . .	7.4%	6.1%	6.7%
g. Problems with the law . . . . .	7.4%	0.0%	3.7%
h. Work-related problems . . . . .	2.5%	2.4%	2.5%
i. Mental health problems . . . . .	2.5%	1.2%	1.8%
j. Other problems . . . . .	0.0%	1.2%	0.6%
Respondent has no problems . . . . .	30.9%*	53.7%	42.3%
TOTAL N	81	82	163

(Appendix B, Question 6)

\*Percentages do not add to 100% since respondents at times mentioned more than one problem.

Table 18. Perception of Respondent's Greatest Problem, by Contact with Model City Service Programs of Residents Sampled.

RESPONDENT'S GREATEST PROBLEM	RESIDENT CONTACT WITH MODEL CITY SERVICE PROGRAM(S)		TOTAL
	1 CONTACT	2 NO CONTACT	
a. Money problems . . . . .	17.7%	19.8%	18.8%
b. Housing problems . . . . .	15.2	3.7	9.4%
c. Unemployment or underemployment problems . . . . .	10.1	6.2	8.1
d. Health problems . . . . .	6.3	6.2	6.2
e. Family problems . . . . .	6.3	3.7	5.0
f. School problems . . . . .	5.1	4.9	5.0
g. Problems with the law . . . . .	5.1	0.0	2.5
h. Other problems . . . . .	2.5	1.2	1.9
Respondent has no problems . . . . .	31.6	54.3	43.1
Total Percent	99.9%	100.0%	100.0%
Frequency Total	79	81	160
No Response	2	1	3
TOTAL N	81	82	163

(Appendix B, Question 6)

SUMMARY OF FINDINGS SIX AND SEVEN: These findings indicate that the need is not so much for further improving the quality of services as it is one of upgrading the quantity of contacts among a larger portion of neighborhood residents who have problems serviceable by existing programs.

As noted above, Model City officials are already making an effort to institutionalize the outreach function within the delivery system. But is there anything further that could be done to improve the likelihood that more residents would become oriented toward using the programs?

Skills in presenting oneself to an agency can be learned just as any social skill can be learned; those who feel handicapped in this regard may be hesitant to use agencies. Almost half of those who have had no contact with agencies agree with the statement, "I just don't have a talent or knack for getting along with agencies that other people seem to have" (Appendix B, Question 2k). Less than one-fourth of those who had contact with agencies agree with the statement, indicating that one's sense of adequacy in utilizing agencies may be an important factor in explaining why many people with problems may not seek help beyond their immediate family circle. Perhaps the Model City Agency could use already existing programs, such as New Horizons and the Expanded Use of School Facilities, to provide training in self referral and agency use.



## INTERAGENCY COOPERATION

FINDING EIGHT: Most residents state dissatisfaction with the amount of coordination between agencies working in the Model City area.

DISCUSSION: In lieu of client self-referral there must be, at the minimum, good cooperation between agencies in providing information to one another for effective cross referrals. At the maximum, a systematic coordination of program planning and operation must be developed if a comprehensive array of services is to be offered.

Part of the problem of defining interagency cooperation is that this concept, as in the case of citizen participation, has strong ideological significance. Milton Hyman, HUD Social Resources Advisor, observed:

Coordination like "Motherhood" is what everybody is for —everybody else, that is. It has been used as a cover-up, often at the sacrifice of real change in interagency practice, and has been approached as an organizational mystique.

We should acknowledge that coordination—like citizen participation—in the real world is approximate, rarely if ever accomplished.<sup>14</sup>

The apparatus for comprehensive delivery of services is provided for by the division of labor among agencies structured in the distribution of service contracts. However, this does not assure that the coordination of those specialized services will occur, and that individual clients, who frequently need more than one agency service to meet any one problem, will experience a comprehensive treatment of their problems.

There may be, for example, a "comprehensive" range of services within a community including employment, health, and rehabilitative programs. But unless those programs are coordinated in such a way that any one client needing both health and rehabilitative services to solve his employment problem can receive integrated services in all three areas, the community is not providing a comprehensive service program so far as the needs of that client are concerned.

Therefore, the presence of programs comprehensive in their scope is not a good measure of comprehensiveness of delivery of services to individual clients. Even the amount of interaction recorded between organizations is not necessarily an accurate indication that comprehensive services are delivered in solving individual problems. The crucial test of comprehensiveness lies in the experience of individuals as they go from agency to agency in an attempt to solve a problem.

A review of the relevant literature revealed no studies in which clients themselves were asked to evaluate interorganizational cooperation. Perhaps previous researchers have assumed that clients have no way of evaluating such cooperation, since they cannot be expected to be familiar with the operating practices which have been established between agencies. However, if research seeks to appraise the clients' experiences as they move from one agency to another in solving a problem, the actual payoff for clients (or its absence) resulting from interagency cooperation can be observed. In short, previous studies have emphasized the mechanisms of interorganizational relations. This study emphasizes, both from the standpoint of the agencies and the clients, the consequences of interorganizational relations.

A unique series of statements were presented to both the client and the neighborhood representative samples which tapped experiences in dealing with several agencies in trying to solve a particular problem (Appendix B, Question 2). Most of the residents indicate that interagency cooperation has improved in the Model City area (Table 19, item a), but also indicate by their replies to the other items in Table 19 considerable disfavor with the present coordination of services. The strongly negative series of responses about interagency cooperation is not the result of respondents falling into a pattern of answering one way—negatively—to all items. As they were originally presented, these interagency cooperation items were interspersed with positive statements regarding non-coordination aspects of service delivery (Appendix B, Question 2).

This lack of interagency cooperation is also somewhat evident within replies of the Staff. Although over three-fourths of all officials also indicate in the structured Board and Staff interviews that cooperation has improved between Model City operating agencies, only 16.7% of the Staff indicate "there is now less unnecessary duplication of services" (Appendix C, Questions 41b and 41d). All five of the Staff who were later interviewed in a follow-up study informally confirm this lack of coordination between agencies.

Table 19. Percent Agreeing with Attitudinal Statements on Interagency Cooperation, by Contact with Model City Service Programs of Residents Sampled.

RESIDENT CONTACT WITH MODEL CITY SERVICE PROGRAM(S)		ATTITUDINAL STATEMENTS
1 CONTACT	2 NO CONTACT	
83.6%*	83.3%	a. Agencies in the Model City program work together better in helping people than they used to.
86.1%	81.7%	b. Most of the time, agencies give you the runaround from one office to another.
92.2%	88.9%	c. Often one agency will tell you one thing, but another one will tell you just the opposite.
100.0%	98.4%	d. Most of the time when you go to a different agency with a certain problem, you have to start all over again with interviews and red tape.
61.1%	70.7%	e. The people using agencies know more about them than the agencies know about each other.

(Appendix B, Question 2d, 2b, 2f, 2j, 2i)

\*Percentages equal the proportion of respondents agreeing with each individual item. They are based on the responses of 81 residents having contact with Model City service programs and 82 not having such agency contact; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number stating one of the four agreement-disagreement categories. Statements asked in a negative manner originally remain in the same form in this table.

FINDING NINE: Cooperation between agencies is not yet highly evident; however, agencies indicate some predisposition toward greater cooperation.

DISCUSSION: Two further aspects of interagency relations are explored in this report. First, relationships between operating agencies; second, relationships between individual operating agencies and the Model City Planning Agency. These sets of relationships are displayed in discussing the research procedure followed in their investigation (see diagram, page 75 ). Finding Nine deals with relationships between operating agencies, and Finding Ten deals with relationships between individual operating agencies and the Model City Planning Agency.

Interagency "coordination" and interagency "cooperation" are not necessarily the same thing. Cooperation is often the goal of coordination, although cooperation may occur without coordination, and vice versa. As noted in discussing Finding Eight, the formal apparatus established for coordination of the Model City service programs is the service contracts themselves. As yet, no additional steps have been taken to implement coordinative structures between the operating agencies. Two questions which are appropriate at this point in the development of the Model City structure are surveyed in the following section: 1) Given the present degree of coordination, how much cooperation is occurring between agencies? and 2) What is the nature of that cooperation?

A minimal way of measuring cooperation is simply in terms of the amount of contact existing between agencies.<sup>15</sup> Certainly contact is necessary before cooperation may occur.

Of the eight organizations asked to specify contacts with other organizations, one indicates that by the nature of its contract there has been no reason for contact to have developed with other operating agencies. Of the remaining seven, one specifies no contacts, one states "some" contact with other agencies working within the same service category, two report contact with two other organizations, two report three other organizations, and one agency reports contact with five other agencies. Contacts usually have involved client referrals, and very occasionally exchanges of information or facilities. One agency has held a contract for services from another, and therefore relatively frequent interaction had occurred. In no instance has one of the agencies stated that they have been involved in formal joint program planning with another agency for delivery of services within the Model City program.

In addition to the contacts noted, all seven agencies have had contact with the Occupational Upgrading Program (OUP). Contacts with OUP have been described in a separate Evaluation Research project conducted under the direction of the Iowa State University Industrial Relations Center,<sup>16</sup> and were not extensively explored in this research. However, agencies indicate that contact was maintained directly with OUP, rather than through the Model City Planning Agency.

Agencies do not indicate they expected the Model City Planning Agency to expedite or coordinate their relationships with other agencies. Only one agency representative states that the Planning Agency had been responsible for development of relations with another operating agency. When two agencies specified difficulty in dealing with a third, they were asked if the Planning Agency did or could play a mediating role in the disputes; neither feels this to be the case.

In answering the question of the nature of contact, four points can be made: first, contact between operating agencies frequently is based upon relationships existing outside any Model City bond. For example, most agencies report long standing contacts independent of, and unaffected by, the Model City program. Second, contact has sometimes been established indirectly between two local operating agencies through some organization outside and above the community.<sup>17</sup> For example, one agency respondent reports that some of his most significant information and contacts about the other operating agencies has been from such an external source. Third, some organizations see themselves in "cooperative competition" for favorable positions within the Model City program, and therefore will cooperate or withhold cooperation on the basis of how they appraise their position. For example, when another agency was granted a contract to perform a service new to its program, several agencies viewing themselves as already providing that service held a conference to develop supplementary services, believing that "otherwise we would kill each other off." Fourth, much of the interaction is relatively informal. For example, one agency representative states that "after meetings about other business we (representatives from many agencies) may chat about what's going on and compare notes."

In summary, it is very difficult to detect, on the basis of these interviews, development of structured interagency cooperation emerging out of Model City affiliation. When asked whether or not they perceive such cooperation developing, several agency representatives state that they saw evidence of such cooperation in cross referrals, although the actual frequency of such referrals recorded by them is low.

In examining the above material, it should be pointed out that in almost every case, administrative staff rather than program workers were interviewed,

and it might be that program workers have more or less knowledge of, and contact with, other agencies. However, in the three cases in which workers were briefly interviewed, two evince less knowledge of other programs than the administrative staffs of their agencies had displayed.

FINDING TEN: Almost all of the agency personnel report satisfaction in their relations with individual Model City Staff members, but frustration in relating with the Planning Agency as one organization to another.

DISCUSSION: As an organization, the Model City Planning Agency has been faced with the problem of developing relationships with a wide variety of agencies providing a wide range of services, displaying a wide range of administrative and service styles, and occupying a wide range of statuses within the community. All this variety must be taken into consideration in reviewing the following generalizations, which first cite two issues agencies designate as most important in their relations with the Planning Agency, and second, cite a problem agencies identify in resolving these two issues.

There is no doubt that problems in securing, maintaining, and reporting budgetary expenditures loom large among the concerns of the organizations. When asked to identify an issue which typically arises in relations with the Planning Agency, one of these budgetary areas was consistently mentioned.

The other issue seems to result from sense of alienation from the Planning Agency once contracts became operative. When asked whether they thought in general there have been "any problems in working on your Model City programs where you think the Model City Planning Agency played too much, or too little role (Appendix D, Question 14)," the trend is for respondents to reply "too



little." The following comments were volunteered in response to this question.

"The Model City organization acted on the belief that once you got a contract, they'd let it go until some problem occurred."

"The Model City organization has the opinion that once a contract is signed, and if reports are filed, there's no reason for them to be involved."

"I tell you we are treated by the Model City Agency as if we were just like any store, providing them with papers or pencils—to them we're just providing a product, and that's all."

"There's not enough contact. The Model City Agency doesn't understand our functions."

"There should be more participation by planners—they should make on-site evaluation of the programs to become more familiar with their day-to-day operation."

The above quotes, as well as those to follow, articulate trends apparent in many of the interviews, but should be understood as illustrating, rather than confirming, the presence of such trends. These quotes indicate how agency personnel perceive conditions surrounding their relationships with the Planning Agency, and may or may not objectively describe the nature of that relationship. Nonetheless, these perceptions themselves are significant, for their consequences upon future relationships are real.

These sentiments might have been foremost on the minds of the agency personnel due to the concern over funding. The interviews occurred during the refunding decision period. Agencies may have transferred their desire to be involved in funding to a general desire for greater interaction with the Model City Agency, in the belief that the Planning Staff would be more sympathetic to agency needs if more closely involved with them. On the other hand, it may be that the agencies do require a great deal of support and recognition,

especially when working on innovative programs with which they may feel less than totally comfortable.

When asked what was involved in attempting to resolve such issues, agency representatives frequently refer to coordinating problems they perceive within the Planning Agency. The following quotes display this pattern:

"There is too much staff turnover at Model Cities to be sure of a continuing relationship." (Actually turnover has been low—lack of continuity may have been the respondent's problem.)

"Part of the problem was I never knew who my contact was from week to week. It was a different person with each contact."

"There are too many contact people. There are many technical problems the planner may not be expected to be able to answer, so we have to explain our problem to the attorney, the fiscal officer, or others."

"Internal coordination problems at Model Cities would make it preferable to have more on paper."

"What is missing is a sense of procedure for Model City administration in many of these areas."

"There's a need for greater internal coordination at Model Cities."

This criticism of the organization as such is rarely related to the performance of individual Planning Agency staff members as appraised by agency personnel. The distinction which agency representatives tend to make between the quality of contacts they perceive with individual Planning Agency staff, as opposed to contact with the organization as a whole, is illustrated in their discussion of budgetary and reporting matters. Almost all agency representatives express considerable dismay in their day-to-day budgetary operations. However, they also express great satisfaction with the response they have received from all Model City personnel in helping to overcome these difficulties. On the other

hand, not infrequently they express unrelieved consternation or even bitterness toward the Planning Agency as they have attempted to relate themselves to the planning process as it has affected their refunding. This distinction between individual relationships and organizational relationships is also apparent in the fact that those who indicate a particularly close working relationship with individual planners are among those most disturbed about their refunding situation.

SUMMARY OF FINDINGS EIGHT, NINE, AND TEN: Finding Eight indicates citizen dissatisfaction with interagency cooperation; the ninth finding indicates lack of such cooperation based on statements coming from within the agencies themselves. Now to be discussed are two interrelated reasons for this lack of cooperation. It will be argued that the key role to be played in changing this situation lies in the area of Finding Ten: relations between individual agencies and the Planning Agency.

One reason for the lack of cooperation between agencies is the lack of a sense of interdependence between agencies. If the Model City program truly represents a new set of goals in which organizations should have integrated and complimentary goals, then one might expect the component agencies to be sensitive to their interdependent roles as components. Such sensitivity to the Model City concept does not emerge from these interviews. Agencies vary in the degree to which they commit themselves to performance of their contracts; but they define such performance in terms of delivery of their specialized services, and within the context of that specialization. There is no expressed sense of any necessity or requirement to create a new delivery system among the agencies. As each agency independently performs its service, moving

toward its own goals in doing so, it is difficult to imagine how an integrated service system is to be developed without a concerted program to promote coordination.

The other reason for the lack of cooperation now apparent flows from this lack of an awareness of any interdependence created out of the Model City comprehensive program. Lacking any other model of interaction in which they wish to trust, operating agencies tend to approach the cooperative aspects of their Model City service contracts in terms of the goals and apparatus which have brought them success in previous programming. It is not always a matter of bureaucratic inefficiency, fearful footdragging, incompetent personalities, and the like which cause agencies to automatically translate other agencies' goals into their own language. Lacking other guideline alternatives, agencies rely upon practiced procedures. After all, other than a specific "charge" to meet a contract, what impetus to launch innovative cooperative procedures do agencies receive? Without such impetus, each agency will continue to speak its own language until a "Model City language" is developed through which agencies can recognize and accept the interdependence of their programs in forging neighborhood-focused goals which cut across specialized agency services.

Model City goals must be translated into agency goals, and vice versa. Otherwise, these agencies respond to the "coordinating" function of the Model City Planning Agency the same way they respond to planning and community service councils. A situation of "competitive cooperation" emerges which is appropriate in developing and maintaining an equilibrium between agencies, but is not appropriate in building new and flexible interagency systems.

Even though these reasons now impede interagency cooperation, several agencies expressed a desire for greater communication—if not cooperation—

among themselves. At the end of one program year they have recognized some mutual interests, if not interdependence, among themselves as Model City contractors. Several stated they would welcome informal meetings with other agencies to explore common concerns.

Interagency cooperation in the Model City program is in a preconditional state. The formal coordinating structure of the comprehensive array of service contracts already exists, but has not been exploited to promote interagency cooperation. But the agencies could remain in this precondition state for maximal cooperation indefinitely unless they are prodded, urged, or enticed to break inertia and cooperate in meeting the unique needs of the Model City neighborhood.

Maximizing cooperation between Model City agencies cannot be divorced from maximizing the cooperation between each operating agency and the Model City Planning Agency. Such improvement must appear before the Planning Agency can take a more assertive role in encouraging operating agencies in joint programming and complementary delivery of services. Agencies which are too close to their own needs cannot make the first move; who else can? Findings reported earlier in this study would indicate that city government has the power, but is probably not in a position to move agencies directly. These findings do suggest that the group having sufficient power and the position from which to promote cooperation is the Planning Agency itself.

There are at least four ways in which the Planning Agency can promote interagency cooperation.<sup>18</sup>

1) The Planning Agency can communicate pertinent information between agencies through devices such as meetings and newsletters. Some efforts have been made in this area, but apparently in no programmed manner. Agencies not

only lack a sense of interdependence, they sometimes lack basic knowledge of programs with which they might cooperate. One agency representative expressed surprise and gratitude when he discovered on a list of agencies used for interviewing purposes another agency offering services which he recognized as germane to his agency's program.

2) The Planning Agency can adjudicate disputes between operating agencies. Here again, the Planning Agency has already played some part, but operating agencies did not indicate an inclination to view this as an expected role for the Planning Agency to perform. Three agencies reported problems in dealing with a fourth. None of them indicated that the Planning Agency would play a mediating role, nor did they expect it to. One agency representative shrugged, "What could they do?" Another said he had "never thought of that."

3) The Planning Agency can provide standards of behavior for the operating agencies. Agencies should be encouraged more to view the Planning Agency as a source for a total picture of the Model City neighborhood needs. When asked to designate important areas of interaction with the Planning Agency, no operating agency expressed concern over maintaining liason about how their program interrelated with others.

4) The Planning Agency can promote areas of common interest among agencies, encouraging them to enter into joint service programs. A very extensive form of joint programming has recently been proposed within the Planning Agency through development of a "Unified Adult Social Service Delivery System."<sup>19</sup> If such a program occurs, of course it would not preclude the other three forms of coordination.

Indeed, it has been suggested by Hyman that coordination involves a sequence of activities building from disconnected practice and parallel

planning through ten stages culminating with a "multi-service organization" with centralized authority,<sup>20</sup> e.g., a non-profit corporation, such as the "Unified Adult Delivery System" proposal. Presently Model City interagency cooperation is at the formulative stage in terms of Hyman's model, and does not incorporate the administrative coordinating activities which he views as "stepping stones" to the creation of a "multi-service organization." Thus if there are these cumulative stages of interagency cooperation it will be imperative to build the intermediate coordinative activities, such as information distribution and joint programming for outreach, into the delivery plan.

The need for increased emphasis upon outreach in the context of greater interagency coordination is created out of the very nature of the Model City program. Social action programs such as this demand that programs move out of offices to meet clients literally where their needs occur—in homes, churches, hospitals, in the street. Development of an office-based program of coordinated services via a centralized intake may require a counterbalancing thrust toward increased outreach work.

The history of community-based interagency cooperation in America is not very encouraging to those working to bring about that goal in the highly fluid situation of a social action program such as Model Cities. The demise of many well-funded and prestigious social exchanges and health and planning councils and Community Action Programs have been well documented.<sup>21</sup> Invariably the desire to weave together the multitude of goals and practices within a field of organizations competing for scarce resources has been frustrating. In such a setting, it is unrealistic to expect that at the end of one program year the diverse programs and practices of the agencies working in the Model City effort would be coordinated and yielding effective cooperation. As one planner

noted, understandably the Planning Agency has placed priority during the first planning year upon stabilizing the individual service programs, and establishing a position for the Planning Agency among the community service organizations of Des Moines.

1. Model City Evaluation Component Summary of Replies on "What Should Citizen Participation Be?" (mimeo.).
2. Raymond L. Gordon, Interviewing: Strategy, Techniques, and Tactics, Homewood, Illinois: The Dorsey Press, 1969, 209.
3. John C. Hollors and Henry J. Schmandt, The Metropolis, New York: Harper and Row, Publishers, 1970, 144-145.
4. See Appendix A, Table 1 for a detailed presentation of this evaluation of citizen involvement in planning.
5. Lester W. Withrath, Political Participation, Chicago: Rand McNally and Company, 1965, 22-24 and 193-195.
6. Arnstein, pp. 517, 218.
7. See Appendix A, Table E for a detailed presentation of this evaluation of the Citizens' Board's involvement in planning.
8. Department of Housing and Urban Development, The Model Cities Program: A History and Analysis of the Planning Process in Three Cities, Washington, D.C.: U.S. Government Printing Office, 1969. Local controversies were recorded in the Des Moines Register and Tribune.
9. Jack Rotman, "Three Models of Community Organization Practice," in Fred M. Cox et al. (eds.), Strategies of Community Organization, Itasca, Illinois: F. R. Veaseck Publishers, Inc., 1970, 20-25.
10. Department of Housing and Urban Development, The Model Cities Program: A Comparative Analysis of the Planning Process in Eleven Cities, Washington, D.C.: U.S. Government Printing Office, 1970, 61.
11. Harold L. Wilensky and Charles B. Lebeaux, Industrial Society and Social Welfare, New York: The Free Press, 1965, 172.
12. Milton Myron, "Integrated Service Delivery System," (mimeo.), September 19, 1969, 1.
13. See for example James R. Finley, "Relations Between Development Organizations: A Preliminary Report of Scaling Interorganizational Relations," paper presented at the annual meeting of the Rural Sociological Society, 1969.



## ENDNOTES

1. Sherry R. Arnstein, "A Ladder for Citizen Participation," Journal of the American Institute of Planners, 35 (July, 1969), 216.
2. Ibid.
3. Model City Evaluation Component Summary of Replies on "What Should Citizen Participation Be?" (mimeo.).
4. Raymond L. Gorden, Interviewing: Strategy, Techniques, and Tactics, Homewood, Illinois: The Dorsey Press, 1969, 209.
5. John C. Bollens and Henry J. Schmandt, The Metropolis, New York: Harper and Row, Publishers, 1970, 144-145.
6. See Appendix A, Table 1 for a detailed presentation of this evaluation of citizen involvement in planning.
7. Lester W. Milbrath, Political Participation, Chicago: Rand McNally and Company, 1965, 22-29 and 155-156.
8. Arnstein, op. cit., 218.
9. See Appendix A, Table 8 for a detailed presentation of this evaluation of the Citizens' Board's involvement in planning.
10. Department of Housing and Urban Development, The Model Cities Program: A History and Analysis of the Planning Process in Three Cities, Washington, D.C.: U.S. Government Printing Office, 1969. Local controversies were recorded in the Des Moines Register and Tribune.
11. Jack Rothman, "Three Models of Community Organization Practice," in Fred M. Cox et al. (eds.), Strategies of Community Organization, Itasca, Illinois: F.E. Peacock Publishers, Inc., 1970, 20-36.
12. Department of Housing and Urban Development, The Model Cities Program: A Comparative Analysis of the Planning Process in Eleven Cities, Washington, D.C.: U.S. Government Printing Office, 1970, 62.
13. Harold L. Wilensky and Charles N. Lebeaux, Industrial Society and Social Welfare, New York: The Free Press, 1965, 172.
14. Milton Hyman, "Integrated Service Delivery System," (mimeo.), November 23, 1969, 1.
15. See for example James R. Finley, "Relations Between Development Organizations: A Preliminary Report of Scaling Interorganizational Relations," paper presented at the annual meeting of the Rural Sociological Society, 1969.

16. Neil A. Palomba and James H. Booth, The Employment Impact of the Des Moines Occupational Upgrading Project and Model Cities High School Equivalency Project: Project Year One Evaluation, Ames, Iowa: Iowa State University Industrial Relations Center, 1971.
17. Roland L. Warren (ed.), Perspectives on the American Community, Chicago: Rand McNally and Company, 1966, 194.
18. Eugene Litwak and Lydia Hylton, "Interorganizational Analysis: A Hypothesis on Coordinating Agencies," Administrative Science Quarterly, 6 (March, 1962), 395-420.
19. Tom Knight, "Toward Unity: The CDA's Role in a Unified Social Service Delivery System," (mimeo.).
20. Hyman, loc. cit.
21. Litwak and Hylton, op. cit.; Christopher Sower et al., "The Death of the Health Council - An Analysis of Formal Organization," in Warren (ed.), op. cit., 280-291; Wilensky and Lebeaux, op. cit., 259-265.

### III. CONCLUDING COMMENTS AND SUGGESTIONS

The problems which confront the Model City Agency in maximizing citizen participation and interagency cooperation are problems which appear repeatedly in the history of American social change.

Almost all attempts by established government to embrace all citizens in social planning have met one basic dilemma:

An institution cannot be at the same time the advocate of a partial interest and the community's agent for reconciling that partial interest with the larger interest.<sup>1</sup>

Although that statement was made in evaluating Community Action Agencies and Community Demonstration Agencies, it holds in other cases. For example, the criticisms of the urban participation programs developed in the sixties repeat almost word for word the criticisms of the government's attempts to promote "grass roots democracy" in agricultural programs of the 1930's.<sup>2</sup> The problem has been that invariably past programs advocating participation in the name of the community either have become programs placing a sector of society in confrontation with community interest, or have become programs in which participation is nominal or fails to reach those who would benefit from it.

This pattern of repetitive problems is equally evident in the history of attempts to coordinate community agencies, as noted earlier in this report. The most recent experience in this area prior to Model Cities has been in Community Action Agencies;

...the programs are palliative and residual...they accept, without substantial<sub>3</sub> challenge, current institutional arrangements.

This brief comment in evaluating Community Action Agencies should remind anyone who has worked at coordinating community services of his own experiences.

Thus the problems of process by which citizen participation and inter-agency cooperation fall short of their goals are well known. In that context, the questions "How much citizen participation is really happening?" and "How much interagency cooperation is actually benefiting the community?" are answered only by political judgements rather than objective evaluation.

What can be evaluated, however, and what has been evaluated in this report, are the self-evaluated conditions within the neighborhood and the Planning Agency which might promote or impede the future of citizen participation, and the conditions within the operating agencies which might promote or impede the future of interagency cooperation.

One value of such an approach to evaluation is that it provides a broader scope in appraising response to the overall Model City effort. In all such endeavors, critics tend to be more outspoken than supporters, and it is therefore sometimes difficult to gauge the extent of support relative to dissent. Thus it is possible to hear strong discontent about the program; and such discontent must be taken into account in program development. But in appraising the extent of dissent, it is interesting to note that the vast majority of those interviewed perceive the Model City program in its general thrust to be successful (Table 20).

This research was originally conceived as comprising two distinct and separate studies: one of citizen participation, and the other of interagency cooperation. However, it has become clear in the course of this study and the review of other analyses that these two areas must be seen as strongly interrelated. Indeed, several authors have stated that much of the tension

Table 20. Perception of the Success of the Model City Program, by Model City Affiliation.

DEGREE OF SUCCESS	MODEL CITY AFFILIATION		
	1 <sup>a</sup> STAFF	2 <sup>a</sup> BOARD	3 <sup>b</sup> RESIDENTS SAMPLED
Great or Very Successful*	18.8%	5.3%	27.2%
Moderate or Somewhat Successful	43.8%	73.7%	57.3
Slight or Somewhat Unsuccessful	37.5	15.8	7.8
None or Very Unsuccessful	0.0	5.3	7.8
Total Percent	100.1%	100.1%	100.1%
Frequency Totals	16	19	103
No Response	0	0	60
TOTAL N	16	19	163

<sup>a</sup>(Appendix C, Question 42)<sup>b</sup>(Appendix B, Question 20)

\* The "great" - "none" format was used in the survey of Model City officials, while the "very successful" - "very unsuccessful" format was used in the survey of neighborhood residents.

which develops in community-based social action programs emerges out of seemingly incompatible needs for citizen expression and for coordinated programming. Sar A. Levitan states:

Joseph A. Kershaw, OEO's first Assistant Director for Research, Plans, Programs, and Evaluation, questioned the assertion that an effective community action program should concentrate on changing political conditions at the cost of ignoring delivery of services.<sup>4</sup>

Another possibility is that a tightly coordinated interagency system could become a super-bureaucracy impervious to change through citizen participation.

One challenge which thus faces the entire Model City effort is to simultaneously enhance opportunity for citizen participation in planning-related activity while forging a relatively self-motivating system of interagency relations for efficient delivery of services.

Throughout this report emphasis has been placed upon analysis of findings rather than pronouncement of recommendations, in the belief that those reading the report who are involved in Model City development will perceive many more implications as policy makers than would the consultants. However, three general suggestions based upon the findings have been presented within this report for further consideration.

First, if the Model City officials desire greater planning-related participation, as they have stated in this study, then it must be recognized that many of the residents do not presently express a predisposition to such participation. Thus, rather than waiting for some group to develop which can meet some test of being "truly representative"—a course yet to prove satisfactory—a strenuous program making the techniques of community organization available to all citizens must be developed. At the base of such a program would be simply the

dissemination through the operating agencies of greater information about participation opportunities. These agencies would have to become actively involved in such a campaign; just placing a pamphlet in client waiting rooms does not do the job. Also, facilities already exist through several of the operating agencies for training in organization and participation strategies. From these beginnings participation through genuinely broad based organizations might find a more favorable environment.

Second, if the delivery of services is to be further improved, potential clients must be assisted in overcoming difficulties in presenting their problems to agencies and following through in receiving services. One of the more attractive features of the proposed "Unified Adult Delivery System" is the provision of responsibility for follow-through assigned to agency workers. Perhaps in the manner in which they provide this follow-through these workers could assist clients in developing their own techniques in effectively using the sometimes bewildering array of specialized community services.

Third, if cooperation between agencies is to be developed between operating agencies, the Planning Agency will have to develop a more assertive stance in promoting such cooperation through 1) communicating information between agencies, 2) adjudicating areas of dispute, 3) providing standards of behavior, and 4) promoting areas of common interest. In all of these activities the Planning Agency will have to stress continually the Model City norms and goals for the improved quality of life of local residents, rather than the specialized definitions of those goals employed by individual operating agencies.

## ENDNOTES

1. James L. Sundquist, "coordinating the War on Poverty," Annals of the American Academy of Political and Social Science, 385 (September, 1969), 47.
2. Roscoe C. Martin, Grass Roots, New York: Harper and Row, Publishers, 1964 (second ed.), 15-20.
3. Sanford Kravitz and Ferne K. Kolondner, "Community Action: Where Has It Been? Where Will It Go?" Annals of the American Academy of Political and Social Science, 385 (September, 1969), 38.
4. Sar A Levitan, "The Community Action Program: A Strategy to Fight Poverty," Annals of the American Academy of Political and Social Science, 385 (September, 1969), 68.

## DESIGN OF THE STUDY

Interviews were conducted with Model City residents, the Catholic Social Service, the United Way, and agencies holding Model City contracts.

The interviews were conducted in a systematic manner and were held during the first three months of 1973. Topics covered included a description of citizen participation in knowledge and evaluation of Model City contract programs; a general attitude toward the



## IV. RESEARCH PROCEDURE

## INTRODUCTION

Planning the research itself required the coordination of evolving Model City Evaluation Component goals and procedures to be developed by the consultants. Meetings with the Model City evaluation staff and other Model City personnel were held periodically throughout the term of the contract. As a result of these meetings, research goals were occasionally altered to meet the changing needs of the Model City program. Meetings were also held with various members of Iowa State University's Department of Sociology and Anthropology who have conducted interorganizational research germane to the concerns of this present report. These preliminary sessions were useful in defining concepts and developing the data collecting techniques reported herein. In addition, references to citizen participation and interorganizational relations found in reports of other organizations and situations were reviewed in an effort to obtain comparable materials and methods.

## DESIGN OF THE STUDY

Interviews were conducted with Model City residents, the Citizens' Board, the Planning Staff, and agencies holding Model City contracts.

1) Interview schedule #1 was administered to Citizens' Board and Staff members during the late Winter and early Spring of 1971. Topics covered included: a) evaluation of citizen participation; b) knowledge and evaluation of Model City contract programs; c) general attitudes toward life in the

Model City area and the success of the program; and 4) general census data (age, education, participation in action programs, and so on.)

The interview "instrument" ("schedule") used contained questions in which replies were "structured" ("closed-ended"). That is, respondents were requested to choose from alternative replies which were prepared beforehand. Such structured interviews permit researchers to cover a breadth of topics among a large number of people. The same instrument was used with both Citizens' Board and Staff, with a minor modification in the order in which questions were asked. This instrument is contained in Appendix C.

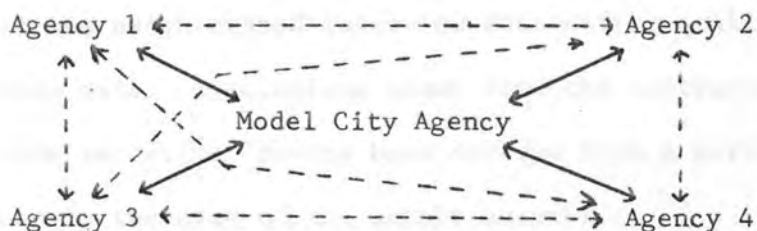
Interviews with Staff members were performed by the two research graduate assistants assigned to this project; interviews with the Citizens' Board were conducted by these assistants plus other graduate student volunteers from the Department of Sociology and Anthropology and the Industrial Relations Center of Iowa State. These students were added to the interviewing team after receiving training and pre-test experience in order to complete all interviews as rapidly as possible.

2) Interview schedule #2 was administered to 163 Model City residents in late Spring of 1971, half of whom were chosen at random, and half of whom were chosen on the basis of previous contact with a Model City operating agency. For a discussion of the samples, see pages 78-81 of this report.

Topics covered in this instrument, contained in Appendix B, included items similar to those included in the Citizens' Board and Staff schedule, with some additions: a) evaluation of citizen participation; b) knowledge and satisfaction with Model City contract programs; c) evaluation of delivery of services and interorganizational relations; d) problem identification and methods of solution; e) general attitudes toward life in the area and the success of the Model City program; and f) general census data.

Interviews with residents were conducted by Model City resident employees under the supervision of the Evaluation Component. An attempt to introduce the schedule at a mass meeting of prospective interviewers for the purpose of their critical review was disrupted due to a dispute between the Evaluation Component and some interviewers over a personnel matter. Therefore, the schedule was introduced to interviewers by several of their own number who volunteered to meet with the consultants to critically review the schedule for revision.

3) Interview schedule #3 was administered to a selected sample of personnel from eight operating agencies during late spring of 1971. Topics covered included the form and extent of coordination between the subject agencies and the Model City Staff, and the form and extent of cooperative coordination between the subject agencies and other operating agencies. The model for this portion of the research was suggested in the form of a diagram originated by the former Evaluation Director:



Interview schedule #3 was an "unstructured" ("open-ended") instrument in which respondents' replies were recorded verbatim and then analyzed for trends. Such instruments are appropriately used in the following situations:

- 1) when research involves relatively unquantified concepts and the researchers are exploring for trends; and/or

- 2) when it is possible for the same researcher to both interview and analyze responses, assuring continuity in the interpretation of data; and/or
- 3) when use of an extensive structured interview instrument would limit rapport between the interviewer and the respondents.<sup>1</sup>

All three of these conditions were present in this phase of the research. Originally, an elaborate, highly-structured questionnaire had been devised; however, initial reactions from prospective informants, plus a pretest by the consultants concluded that such a method was not practical for the exploratory purposes of this research. The instrument developed (Appendix D) was used to gain information from agency personnel on interorganizational cooperation. The appropriateness of this decision regarding interview format was supported by the numerous comments of agency personnel, indicating that the procedure utilized was highly satisfactory as a means of eliciting a wide range of responses.

However, the resulting informality in interviewing techniques results in less precision in assuring comparability from one interview to another. It is in this sense that the neighborhood interview data differ qualitatively from the agency interview data. Conclusions drawn from the unstructured interviews are necessarily more tentative, having been derived from a more exploratory research style than in the case of the sample surveys.

#### SELECTION OF SURVEY SAMPLES

To complete the assigned tasks, five populations were selected for detailed study. The research consultants decided, with the concurrence of the Evaluation Component and the chairman of the Model City Citizens' Board, that an attempt be made to interview all members of the Citizens' Board, as well as all

of the Planning Staff. In addition to these two groups, citizens in the Model City area were selected for inclusion in the samples by two methods. In the first case, lists of community residents using agency services provided by Model City contracts were obtained, while the second resident sample was identified by randomly selecting blocks and dwelling units within the area for interviewing purposes. The fifth population consisted of agencies holding Model City contracts.

Members of the Model City Planning Staff were surveyed during February-March of 1971 regarding their evaluations. All active staff personnel, other than secretarial staff, were interviewed. Several members of the Planning Staff were contacted again in June of 1971 to ascertain their views of inter-organizational relations. Of the twenty-three Citizens' Board members in office<sup>2</sup> during March-April of 1971, interviews were completed with nineteen individuals; the remaining four individuals either refused to be interviewed, or set up appointments with research personnel and then failed to keep them. Several attempts in all four cases yielded no success.

In terms of the sample of agencies used in the interagency cooperation phase of research, eight operating agencies were specified as foci of considerable service activity within their functional areas. These eight were selected by the Evaluation Director in consultation with the Model City Planning Staff Deputy Director. One agency holding a contract was selected from each of the functional task categories. Initial exploratory interviews with agency personnel were conducted without an instrument in November-December of 1970 for background information in the operation of each agency. The second wave of interviews, utilizing interview schedule #3, was conducted in late spring of 1971.

One aspect of this research project was to assess, from the point of view of the client, the delivery of services provided by contracts held by various agencies through the Model City program. To adequately gauge the attitudes of those receiving such program services, it was understood that two separate samples of citizens would be needed: a "client" sample and a "dwelling unit" sample.

In drawing the client sample, lists of twenty clients were obtained from each of ten operating agencies within the various functional areas. Some two hundred residents were thus listed, one hundred of whom were then randomly selected for inclusion in the actual sample. Of these one hundred, seventy-four interviews were completed, with three refusals and the remainder either moved from the community or impossible to contact during the time allotted to completing the interviews.

In drawing the dwelling unit sample, one hundred city blocks in the Model City area were randomly selected from all those available; in a similar manner, one dwelling unit on each block was then selected from the chosen blocks.<sup>3</sup> Thus, a "two-stage" sampling procedure, which first designated each block and second, each dwelling unit, was utilized in deriving this neighborhood sample. A third step is necessary to designate the particular resident to be interviewed within each selected dwelling unit. Ideally, the choice of residents to be interviewed also is made randomly to insure that each adult resident within the specified dwelling unit has the same chance of being included in the study.

However, specifying the resident to be interviewed in this fashion is likely to increase survey costs out of proportion to the return gained by such reduction in sample bias. Systematically selecting the interviewee from a list of adults within designated households may be very time consuming, and

inquiry to make that list is sometimes taken by residents as an unnecessary invasion of privacy. Furthermore, the interviewer may be required to make expensive returns to a dwelling unit before making contact with a particular person selected to be interviewed.

For these reasons, it was determined that the best use of the compressed time available for completing the survey could be made by permitting interviewers to select any one adult available within the randomly selected dwelling units. Interviews were completed in eighty-nine of the one hundred blocks selected, with six refusals and the remaining five not completed prior to termination of the interviewing. Thus, a total of 163 interviews were completed from both the resident-dwelling unit and the resident-client samples in the Model City neighborhood, or 81.5% of those originally chosen for inclusion in the samples.

The random selection of residents based on dwelling units within selected blocks was undertaken in an effort to provide an indication of the attitudes, problems, and views of a cross-section of the residents in the area, as well as to identify additional individuals among residents having had contact with service programs and a large comparison group not having such contact. In an important sense, all residents of the Model City neighborhood are prospective clients of Model City program services. Not only did the sample of residents who were not clients provide a valuable comparison with those who were clients in terms of attitudes and participation characteristics, but also this non-client sample provides useful information about those who are currently unreached by Model City programs.

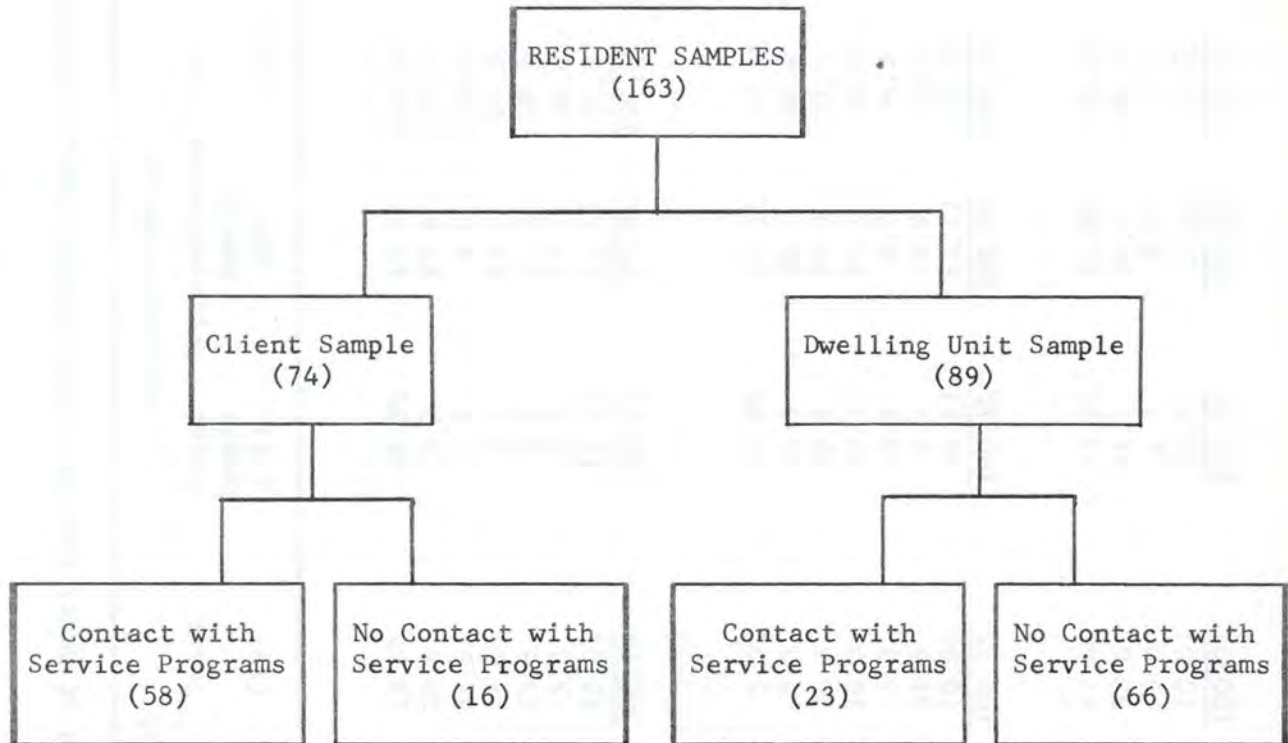
The basic idea of random sampling is to obtain data from some members of a group in a manner that allows extension of findings to the whole group. Thus, a sampling procedure was devised so that attitudes and opinions of

respondents could be seen as descriptions or estimates of the attitudes and opinions held by all community residents in the Model City area. Sampling makes possible many studies (e.g., a complete census) that cost and time factors would usually rule out. Thus, through careful sampling, estimations of the views of the entire population can be made.<sup>4</sup>

To ascertain whether or not the residents interviewed had contact with Model City sponsored programs, all respondents were questioned about a list of service contracts. This list included the name of the program, a brief description of it, and names and telephone numbers of agency and Model City Staff personnel. This information should be sufficiently informative to allow respondents to recall whether or not they had contact with the program.<sup>5</sup> Contact reported with service programs was then used to classify the respondents into four categories: 1) respondents from agency client lists indicating contact with at least one Model City service contract; 2) respondents from agency client lists indicating no contact with service programs; 3) respondents from the random dwelling unit sample indicating previous contact with at least one service program; and 4) respondents from the dwelling unit sample signifying no contact with service programs. Of the 163 respondents, 81 (49.7%) indicated they had contact with Model City service programs (Groups 1 and 3 above), while 82 (50.3%) stated they never had contact with services provided through Model City contracts. Thus, two groups of residents can be compared: those reporting contact with the Model City program through agency service contracts and those not reporting contact. (See diagram on next page.)

From the agency client lists, seventy-four interviews were completed. Of these, 58 (78.4%) reported that they indeed had been in contact with agencies providing programs funded by the Model City effort, while 16 (21.6%) claimed





they had no contact with agency programs. Of those respondents randomly selected in the dwelling unit sample, 23 (25.8%) reported contact with agency service programs, while 66 (74.2%) stated that they had not contacted any of the listed programs.

The five samples can be compared on some general census variables reported in Table 21. Comparisons between the Planning Staff and the Citizens' Board can be made, as well as those available between the elected Citizens' Board members and their constituency among the representative sample of dwelling-unit respondents. Interesting comparisons are shown between the elected and appointed Citizens' Board members,<sup>6</sup> and the two resident samples. The census data presented on the representative sample may be useful in comparing this study with previous and future studies conducted in the Model City community.

Table 21. Background Characteristics of Resident Samples and of Model City Officials Sample (Age, Education, Race).

COMPARISON VARIABLES (Total N)	STAFF	CITIZENS' BOARD			RESIDENT SAMPLES		
	(16)	Elected (12)	Appointed (7)	Total (19)	Client Sample (74)	Representative Sample (89)	Total (163)
<b>Age of Respondent:</b>							
24 or less	25.0%	25.0%	0.0%	15.8%	23.0%	19.1%	20.9%
25 - 34	31.3	8.3	14.3	10.5	29.7	25.8	27.6
35 - 44	25.0	16.7	57.1	31.6	12.2	9.0	10.4
45 - 54	12.5	25.0	14.3	21.1	9.5	14.6	12.3
55 - 64	0.0	16.7	14.3	15.8	9.5	11.2	10.4
65 or more	0.0	8.3	0.0	5.3	13.5	19.1	16.6
(No Response)	(6.3)	(0.0)	(0.0)	(0.0)	(2.7)	(1.1)	(1.8)
	<u>100.1%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.1%</u>	<u>100.1%</u>	<u>99.9%</u>	<u>100.0%</u>
<b>Education of Respondent:</b>							
8 or less	0.0%	8.3%	0.0%	5.3%	10.8%	13.5%	12.3%
9 - 11	0.0	8.3	0.0	5.3	24.3	28.1	26.4
12	18.8	25.0	28.6	26.3	39.2	36.0	37.4
13 - 15	25.0	33.3	14.3	26.3	12.2	19.1	16.0
16	12.5	0.0	14.3	5.3	6.8	2.2	4.3
17 or more	43.8	25.0	42.9	31.6	2.7	0.0	1.2
(No Response)	(0.0)	(0.0)	(0.0)	(0.0)	(4.1)	(1.1)	(2.5)
	<u>100.1%</u>	<u>99.9%</u>	<u>100.1%</u>	<u>100.1%</u>	<u>100.1%</u>	<u>100.0%</u>	<u>100.1%</u>
<b>Race of Respondent:</b>							
Black	56.3%	41.7%	57.1%	47.4%	62.2%	43.8%	52.1%
White	43.8	58.3	42.9	52.6	31.1	56.2	44.8
Other	0.0	0.0	0.0	0.0	2.7	0.0	1.2
(No Response)	(0.0)	(0.0)	(0.0)	(0.0)	(4.1)	(1.1)	(2.5)
	<u>100.1%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.1%</u>	<u>100.0%</u>	<u>99.9%</u>

Table 21 (continued). Background Characteristics of Resident Samples and of Model City Officials Sample (Length of Residence, Number of Organizations).

COMPARISON VARIABLES (Total N)	STAFF	CITIZENS' BOARD			RESIDENT SAMPLES		
	(16)	Elected (12)	Appointed (7)	Total (19)	Client Sample (74)	Representative Sample (89)	Total (163)
Length of Residence in Des Moines by Respondent:							
4 years or less	37.5%	8.3%	14.3%	10.5%	9.5%	20.2%	15.3%
5 - 9	12.5	0.0	28.6	10.5	10.8	10.1	10.4
10 - 19	18.8	33.3	0.0	21.1	20.3	21.3	20.9
20 - 29	25.0	25.0	14.3	21.1	29.7	18.0	23.3
30 years or more	6.3	33.3	42.9	36.8	27.0	30.3	28.8
(No Response)	(0.0)	(0.0)	(0.0)	(0.0)	(2.7)	(0.0)	(1.2)
	<u>100.1%</u>	<u>99.9%</u>	<u>100.1%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>99.9%</u>	<u>99.9%</u>
Length of Residence in Present Neighborhood by Respondent:							
4 years or less	68.8%	41.7%	28.6%	36.8%	58.1%	46.1%	51.5%
5 - 9	12.5	0.0	28.6	10.5	12.2	15.7	14.1
10 - 19	0.0	16.7	28.6	21.1	16.2	19.1	17.8
20 - 29	12.5	33.3	14.3	26.3	5.4	9.0	7.4
30 years or more	6.3	8.3	0.0	5.3	6.8	10.1	8.6
(No Response)	(0.0)	(0.0)	(0.0)	(0.0)	(1.4)	(0.0)	(0.6)
	<u>100.1%</u>	<u>100.0%</u>	<u>100.1%</u>	<u>100.0%</u>	<u>100.1%</u>	<u>100.0%</u>	<u>100.0%</u>
Number of Organizations Respondent is a Member of:							
None	0.0%	0.0%	0.0%	0.0%	50.0%	46.1%	47.9%
One or two	37.5	33.3	14.3	26.3	27.0	38.2	33.1
Three or more	62.5	66.7	85.7	73.7	23.0	15.7	19.0
(No Response)	(0.0)	(0.0)	(0.0)	(0.0)	(0.0)	(0.0)	(0.0)
	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

The various "control" factors—both demographic (e.g., sex, age, and race) and situational (e.g., client status)—yielded no significant differences in attitudinal or behavioral phenomena. For example, those from the client sample tended to respond in the same manner as those from the representative dwelling unit sample. In those few instances where such differences were significant, they have been noted in discussion of the findings.

1. Ibid., 24-25.

2. This information must not be left with the respondent to the extent that further contact was desired with any or all service programs.

3. This is a study comparing elected and appointed board members in a similar setting, see John A. Turner, Jr., "The Tenure Board: Some Consequences of 'Business' Candidate Participation," Journal of Social Issues, 26 (Winter 1, 1970), 25-40.

## ENDNOTES

1. Charles H. Backstrom and Gerald D. Hursh, Survey Research, Evanston, Illinois: Northwestern University Press, 1963, 73.
2. The normal component of the Model City Citizens' Board is 24; however, one member had resigned and had not been replaced at the time of the interviews.
3. See for example Frederick F. Stephan and Philip J. McCarthy, Sampling Opinions, New York: John Wiley and Sons, Inc., 1963, 40-43.
4. Ibid., 22-23.
5. This information sheet was left with the respondent in the event that further contact was desired with any or all service programs.
6. For a study comparing elected and appointed board members in a similar action setting, see Louis A. Zurcher, Jr., "The Poverty Board: Some Consequences of 'Maximum Feasible Participation'," Journal of Social Issues, 26 (Number 3, 1970), 85-107.

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APPENDIX A

SUPPLEMENTARY REPORTS, MODEL CITY CITIZENS' BOARD AND  
PLANNING STAFF EVALUATIONS OF CITIZEN PARTICIPATION\*

\*Revision of preliminary report submitted to the  
Model City Evaluation Component in May 1971

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## SUPPLEMENTARY REPORT SUMMARY

The findings of this supplementary report include the evaluations made by members of the Model City Citizens' Board and the Planning Staff compiled in January-March, 1971. At the time of this analysis, 19 of the 23 Citizens' Board members and 16 of the professional staff had been interviewed.

This interpretive summary, the summary of findings, and the accompanying tables, indicate the major trends evident in these evaluations made by the board and staff. A more detailed discussion of the findings and tables is also included.

If the evaluations presented represent an accurate picture of how the Citizens' Board and the Planning Staff view citizen participation, they reveal many areas of agreement between the board and staff, and some significant areas of contrasting evaluations which both groups may wish to study further to promote joint citizen participation effort.

Both Citizens' Board members and staff members agree that participation in the program by residents of the area is less than they would like, although board members have higher expectations regarding the strength which citizen participation should have in the program. In this regard, and in the evaluations of what role the board itself plays in citizen participation, the staff as a whole tends to be slightly more conservative than the Citizens' Board. They neither expect nor desire citizen participation to involve residents in program direction to the extent the board does. Nonetheless, there is agreement between the board and staff that actual citizen participation falls short of what both groups desire.

Since planning frequently requires the joint efforts of both Citizens' Board and Planning Staff members, some of the most significant findings of this supplemental report reveal the conceptions which members of each group hold of their own group's views and of the other group's views. Obviously much of the discussion and planning of programs depends upon how the board believes the staff evaluates citizen participation, and vice versa.

As the tables indicate, in making evaluations the members of the board tend to be in agreement among themselves more than the members of the staff are. Apparently members of each group are aware of this difference in solidarity; the board members tend to indicate they believe other members of the board share their evaluations somewhat more than members of the staff indicate that their evaluations are shared by other staff members.

On the surface, for the history of board and staff relations, it would appear that the board certainly represents as wide, if not wider, range of perspectives than does the staff. But on this issue of citizen participation, the board appears to be somewhat more united than the staff.

One paradoxical finding which should be noted is that board members expect staff members to agree with them on the actual amount of participation by residents and by board members and to also agree on the reasons for citizen participation. The evaluations do not in fact reflect this; board members who were interviewed actually have "higher" expectations than the staff in these matters. This difference in evaluations may be the source of misunderstanding in cooperative program planning and evaluation. Such misunderstanding may be complicated by the fact that these differences are not recognized by many of the board members interviewed. Further analysis

investigating this relationship between evaluations of citizen participation and evaluations of both specific programs, and the overall Model City thrust, is contained in the final report to which this supplement is appended.

Findings indicate that Citizens' Board and Planning Staff members agree that their expectations for citizen participation, although dissimilar, are now being better met through the board than through participation by the area residents as a group. Nonetheless, although both groups agree about the extent of power possessed by the board, the staff does not see the board as being as representative of the area residents to the degree board members indicate. This is consistent with the finding that staff members see the board as representing other groups as well as neighborhood residents.

The tables may provide other findings as well, of importance to planning which involves citizen participation.



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SUPPLEMENTARY REPORT: MODEL CITY CITIZENS' BOARD AND  
PLANNING STAFF EVALUATIONS OF CITIZEN PARTICIPATION

INTRODUCTION: PURPOSE AND STRUCTURE OF THIS REPORT

In focusing upon the role of the Model City Citizens' Board to assist in maximizing citizen participation in the Model City program, it is useful to compare and contrast the evaluations of members of that body with the evaluations of Planning Staff members. Such a comparison should help to answer the question, "Do the perspectives and evaluations of the board, as an instrument of citizen participation, have a quality or character resulting from that citizen participation role, or are its perspectives and evaluations similar to those of the professionals responsible for administration of planning?"

Citizen participation is supposed to be both a goal and an ongoing process in the development of the program. Although the board and staff each have their separate identity and functions, their relationship is such that some common understandings about the concept must exist between the two groups in order even to debate constructively about problems concerning citizen participation.

Two aspects of citizen participation are considered: participation by the community, and the role of the Citizens' Board in citizen participation.

PARTICIPATION BY THE COMMUNITY

Four elements of citizen participation are here investigated: 1) levels of citizen participation; 2) satisfaction with the results of citizen participation by Model City residents; 3) reasons offered for citizen participation, reflecting the role of citizen participation in the Model City program; and 4) attitudes toward citizen participation.

1) Level of Participation of Residents

Community programs of all types across the nation value citizen participation, but frequently "bog down" in finding a common definition of citizen participation. Both staff and board members, in talking within and between the two groups, may use the term based upon a variety of concepts which individuals may hold.

Findings 1 through 4 discuss replies reported in Tables 1, 2, and 3 to the following questions (Appendix C, Questions 7-10):

- 1a. On this card are possible ways citizens could be involved in planning a Model City Program. Which one most closely describes how Model City residents are most directly involved in planning the program?
1. not involved in planning the program in any way
  2. receivers of information concerning how the program is used
  3. sources of information about local needs to be considered in planning the program
  4. advisors to review the program and lend or withhold support
  5. policy and decision-making members of the planning team
  6. leaders in making decisions and developing policy
- b. Do you think Model City Staff members in general would choose the same statement you did?
1. yes
  2. no      Since you answered no, which statement do you think most staff members would choose? \_\_\_\_\_ (statement number)
- c. Do you think Model City Citizens' Board members in general would choose the same statement you did?
1. yes
  2. no      Since you answered no, which statement do you think most board members would choose? \_\_\_\_\_ (statement number)

- d. Previously, you said that the citizens are (REPEAT ANSWER TO QUESTION 1a.) Is this also how you would prefer the citizens to be most directly involved?
1. yes
  2. no      Since you answered no, which statement is most like what you would prefer? \_\_\_\_\_ (statement number)

One way of analyzing the various conceptions of citizen participation is to arrange them according to the level of involvement in decision making which a particular concept implies. Such an ordering appears in the response choices to Item 1a above. A very low level of decision-making involvement is implied if participation is interpreted to mean only that citizens are simply "receivers of information" about decisions already made. A "step up" from that level would involve citizens as sources of information upon which decisions are to be based. A further step would involve citizens acting as advisors in decision determination, but without specific power to direct decision determination. Yet another level would involve citizens directly in the making of decisions, and the "highest" level indicated here would appear in leadership by citizens in decision making. Table 1 lists these five levels of participation, plus the possibility of no participation in decision making at all. The three higher levels, and the three lower levels, are combined in Table 2, which otherwise contains the same information as Table 1. Table 2 indicates more clearly comparisons and contrasts between board and staff in their tendencies to choose higher or lower levels of participation.

These two tables also compare desired levels of participation (first and second columns) with the participation levels which the board and staff evaluate as actually occurring (the third and fourth columns). Of course,

Table 1. Evaluation of How Citizens Should Be Involved in Planning, How They Actually Are Involved, and Perception of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Citizens SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Citizens		Prediction of Total Staff Evaluation of Actual Participation		Prediction of Total Board Evaluation of Actual Participation	
	1	2	3	4	5	6	7	8
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Not Involved in Planning	0.0%	0.0%	6.3%	21.1%	6.7%	5.6%	0.0%	22.2%
Receivers of Information	0.0	5.6	18.8	21.1	26.7	33.3	21.4	22.2
Sources of Information	28.6	27.8	50.0	47.4	40.0	33.3	28.6	38.9
Advisors to Review Program	28.6	11.1	12.5	5.3	0.0	22.2	7.1	11.1
Decision-Making Members of the Planning Team	21.4	38.9	12.5	5.3	26.7	5.6	28.6	5.6
Leaders in Making Decisions	21.4	16.7	0.0	0.0	0.0	0.0	14.3	0.0
Total Percent	100.0%	100.1%	100.1%	100.2%	100.1%	100.0%	100.0%	100.0%
Frequency Totals	14	18	16	19	15	18	14	18
No Response/Other Response	2	1	0	0	1	1	2	1
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 7-10)

Table 2. Combined Levels of Evaluations of How Citizens Should Be Involved in Planning, How They Actually Are Involved, and Perceptions of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Citizens SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Citizens		Prediction of Total Staff Evaluation of Actual Participation		Prediction of Total Board Evaluation of Actual Participation	
	1	2	3	4	5	6	7	8
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Lower Level of Involvement (Not Involved, Receivers or Sources of Information)	28.6%	33.3%	75.0%	89.5%	73.3%	72.2%	50.0%	83.3%
Higher Level of Involvement (Advisors, Members or Leaders of Decision-Making Team)	71.4	66.7	25.0	10.5	26.7	27.8	50.0	16.7
Total Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Frequency Totals	14	18	16	19	15	18	14	18
No Response/Other Response	2	1	0	0	1	1	2	1
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 7-10)

further reference in this report to "actual" level of participation therefore refers to these evaluations of actual participation. A report of amount of citizen participation at various levels, based upon survey data from area residents, is presented in the report to which these supplementary findings have been appended; this supplementary report does not then refer to actual citizen participation, but does compare what the staff and board desire in the way of participation to what they evaluate as the actual level of participation present.

FINDING 1: MORE MODEL CITY CITIZENS' BOARD MEMBERS DESIRE PARTICIPATION OF MODEL CITY RESIDENTS IN THE FORM OF DECISION MAKING THAN MODEL CITY PLANNING STAFF MEMBERS DO.

In terms of the desired level of participation, the first column of Table 1 indicates that the staff divides almost evenly into fourths in wanting one of the four higher levels of participation, while 55% of the board want participation in one of the two highest levels, both of which involve citizens specifically in decision-making positions.

FINDING 2: A LARGE MAJORITY OF BOTH CITIZENS' BOARD AND STAFF MEMBERS EVALUATE PARTICIPATION OF MODEL CITY RESIDENTS AS ACTUALLY TAKING PLACE AT LOWER LEVELS THAN THEY DESIRE. MORE BOARD MEMBERS THAN STAFF MEMBERS SEE EITHER NO PARTICIPATION, OR ONLY THE LOWEST LEVEL OF PARTICIPATION ACTUALLY OCCURRING.

Half the staff evaluate actual participation occurring through citizens serving as sources of information. The other half evaluate participation as occurring in either the next two higher (25%) or next two lower (25%) categories of participation. This suggests a considerable variety in the evaluation of citizen participation within the staff itself. Neither the board nor the staff members evaluate citizen participation as occurring through citizen leadership in decision making.



FINDING 3: MEMBERS OF THE CITIZENS' BOARD AND STAFF PREDICT THE TOTAL STAFF WILL EVALUATE ACTUAL CITIZEN PARTICIPATION AT THE LOWER LEVELS.

An important question in dealing with a concept such as citizen participation is, how do individuals see other members of the involved groups defining the concept? Do individual members of the board and staff think that those groups in general have certain definitions of citizen participation? The fifth, sixth, seventh, and eighth columns of Tables 1 and 2 deal with this question.

Individual staff and board members were asked to identify what actual level of participation they believed the board and staff as total groups would select in their evaluations. Thus, board and staff members were "predicting" what levels of participation each of the two groups evaluated as actually occurring.

Board and staff members exhibit a similar degree of accuracy in identifying the actual level of participation perceived in staff evaluations (Table 2). Approximately two-thirds of both the board and staff accurately appraise the total staff as perceiving low levels of actual participation. Conversely, about one-third of both board and staff inaccurately identify the staff as indicating higher levels of participation in their evaluations.

FINDING 4: STAFF MEMBERS PREDICT TOTAL CITIZENS' BOARD EVALUATION OF ACTUAL RESIDENT PARTICIPATION AS BEING MUCH HIGHER THAN BOARD MEMBERS IN FACT INDICATED.

While 83% of the board accurately predict that the total board evaluation would indicate actual low levels of participation, 50% of the staff predict that the board evaluation would indicate high levels of actual participation,

when in fact only 10.5% of the board evaluations indicate such high participation.

FINDING 5: MEMBERS OF EACH GROUP TEND TO INDICATE THAT THEIR OWN GROUP SHARES THEIR PERSONAL EVALUATIONS OF CITIZEN PARTICIPATION, INDICATING A RELATIVELY HIGH DEGREE OF SOLIDARITY PERCEIVED WITHIN EACH GROUP.

The first and fourth columns of Table 3 indicate at least 80% of the board and staff see their own group as sharing their evaluation.

FINDING 6: CITIZENS' BOARD MEMBERS TEND TO PREDICT THAT THE TOTAL STAFF SHARES THEIR PERSONAL EVALUATION OF CITIZEN PARTICIPATION, WHILE STAFF MEMBERS TEND TO PREDICT THAT THE TOTAL BOARD WOULD NOT SHARE THEIR PERSONAL EVALUATION OF CITIZEN PARTICIPATION.

Table 3 indicates that the board and staff members tend to believe that the staff agrees with their personal evaluation of the level of actual citizen participation; on the other hand, board and staff do not share the same prediction of the board's evaluation. The second and third columns of Table 3 indicate that two-thirds of the board predict that the staff agree with them in their evaluation; only one-third of the staff predict that the board would agree with their personal evaluation of actual citizen participation.

Another indication in Table 3 is that not very many board members predict a difference between their own personal perceptions and those of either total group; thus, differences in Table 1 between the fourth, sixth, and eighth columns (reflecting how board members evaluated participation, and how they see the groups answering) are accounted for by a minority of the board. On the other hand, almost two-thirds of the staff predict the board would differ with them in evaluating actual participation, as indicated by comparing the third and seventh columns of Table 1.

Table 3. Prediction of Agreement of Others on the Actual Level of Citizen Participation, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would choose the same level of actual citizen involvement you did?		Do you think <u>Board</u> members in general would choose the same level of actual citizen involvement you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	80.0%	68.4%	35.7%	83.3%
No	20.0	31.6	64.3	16.7
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	15	19	14	18
No Response	1	0	2	1
TOTAL N	16	19	16	19

(Appendix C, Questions 8-9)

### Implications of Findings

As might be expected, both board and staff would like to see higher levels of participation than they now observe; the board demonstrates a particular desire in this direction. Accomplishment of such a goal is related to many outside factors. Nonetheless, movement toward that goal may be facilitated by further agreement as to the meaning of participation. Given the variety of perceptions of citizen participation, the meaning of these different levels of participation might be a point for fruitful examination both within the staff, and between the staff and board.

### 2) Satisfaction with Citizen Participation

Citizens' Board and Planning Staff members were asked the general question: "How satisfied are you with the results of citizen participation by Model City residents?" (Appendix C, Question 6b) Results are reported in Table 4.

**FINDING 7: BOTH THE CITIZENS' BOARD AND THE STAFF TEND TO BE DISSATISFIED WITH THE RESULTS OF CITIZEN PARTICIPATION; MORE OF THE BOARD IS DISSATISFIED THAN THE STAFF.**

The reported dissatisfaction is consistent with the "gap" between desired and actual participation discussed above. That gap is greater for the board than for the staff, which may explain why fewer of the board expressed satisfaction. Almost one-third of the staff express satisfaction with citizen participation results, while only 17% of the board expressed satisfaction.

There is similarity within evaluations by both groups, in that neither group includes anyone "very satisfied" with participation, and about one-third of both groups state they are very dissatisfied.

Table 4. Stated Satisfaction with the Results of Citizens Participation of Model City Residents, by Model City Affiliation.

DEGREE OF SATISFACTION WITH CITIZEN PARTICIPATION	MODEL CITY AFFILIATION		
	1 STAFF	2 BOARD	3 TOTAL
Very Satisfied	0.0%	0.0%	0.0%
Satisfied	31.3	16.7	21.2
Unsatisfied	37.5	50.0	45.5
Very Unsatisfied	31.3	33.3	33.3
Total Percent	100.1%	100.0%	100.0%
Frequency Totals	16	18	33
No Response/Other Response	0	1	1
TOTAL N	16	19	34

(Appendix C, Question 6b)

### 3) Reasons for Citizen Participation

Aside from the question of level at which citizens might participate in decision making is the question of what citizen participation is supposed to accomplish. The board and staff were asked (Appendix C, Questions 11-13):

2a. Many reasons are given for citizen participation in the Model City Program. Which one of the reasons on this card do you think is the most important?

1. to increase the influence of the citizens upon those agencies which serve them
2. to allow the citizens to express their needs and viewpoints
3. to achieve better interaction between the citizens and the agencies which provide services
4. to educate the citizens to help themselves
5. to give the citizens the means to control and change their community in their own way

b. Do you think staff members in general would choose the same reason you did?

1. yes
2. no Since you answered no, which reason do you think most staff members would choose? \_\_\_\_\_ (statement number)

c. Do you think board members in general would choose the same reason you did?

1. yes
2. no Since you answered no, which reason do you think most board members would choose? \_\_\_\_\_ (statement number)

Table 5 lists five possible reasons presented to board and staff members covering several dimensions of participation goals: upgrading of agency services (Items 1 and 3), self help (Item 4), "grassroots democracy" (Item 2), and community power (Item 5). These five items have no one underlying dimension, and therefore cannot be combined logically to clarify analysis, as was done in Table 2 with the levels of participation.

FINDING 8: THE MAJORITY OF THE CITIZENS' BOARD SEES COMMUNITY POWER FOR CITIZENS AS THE MAJOR REASON FOR CITIZEN PARTICIPATION; THE STAFF ALSO OFFERS THAT REASON, BUT TO A LESSER EXTENT, AND EMPHASIZES IMPROVED AGENCY SERVICES ALMOST AS MUCH AS COMMUNITY POWER.

A noticeable discrepancy occurs between staff and board in the evaluations of reasons for citizen participation. The board emphasized "control over program" as a reason for participation; the staff tends to split, stressing to lesser degrees both control and agency services as reasons for citizen participation. Staff members predict the total staff is less concerned with community control through participation than is actually the case; the board apparently projects their expectation of participation for community control to perceiving the staff as more concerned with community control than is actually the case.

Thus, the staff (as individuals) and the board have divergent predictions of how the staff as a whole evaluates the role of community control through citizen participation. Board members significantly overestimate staff concern with community control, while staff members tend to underestimate staff concern with this reason for participation by neighborhood residents.

Interestingly enough, Table 6 indicates that a minority of the staff predict fellow staff members would agree with them in this evaluation, and only one-third of the staff predict the board agrees with them. This is in sharp contrast to the board; over 80% of the board predict that both their fellow board members and the staff agree with them.

#### Implications of Findings

Not only is increased participation of citizens seen by evaluators as something to be desired (Tables 1 and 2), but this participation should give citizens the means to control and change their community in their own way,

Table 5. Evaluation of Major Reason for Citizen Participation and Prediction of Reasons Seen by Others, by Model City Affiliation.

MAJOR REASON FOR CITIZEN PARTICIPATION	Major Reason for Citizen Participation		Prediction of Total Staff Evaluation of Reason for Participation		Prediction of Total Board Evaluation of Reason for Participation	
	1	2	3	4	5	6
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Increase Influence of Citizens on Agencies Which Serve Them	26.7%	0.0%	15.4%	0.0%	0.0%	0.0%
Allow Citizens to Express Needs and Viewpoints	0.0	0.0	15.4	11.8	25.0	0.0
Achieve Better Interaction Between Citizens and Agencies	13.3	5.9	23.1	17.6	0.0	23.5
Educate the Citizens to Help Themselves	13.3	17.6	15.4	5.9	0.0	11.8
Give Citizens Means to Control and Change Community in Their Own Way	46.7	76.5	30.8	64.7	75.0	64.7
Total Percent	100.0%	100.0%	100.1%	100.0%	100.0%	100.0%
Frequency Totals	15	17	13	17	12	17
No Response/Other Response	1	2	3	2	4	2
TOTAL N	16	19	16	19	16	19

(Appendix C, Questions 11-13)



Table 6. Prediction of the Agreement of Others on the Major Reason for Citizen Participation, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would choose the same major reason for citizen participation you did?		Do you think <u>Board</u> members in general would choose the same major reason for citizen participation you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	40.0%	84.2%	33.3%	83.3%
No	60.0	15.8	66.7	16.7
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	15	19	15	18
No Response	1	0	1	1
TOTAL N	16	19	16	19

(Appendix C, Questions 12-13)

according to half of the staff, and to a large majority of the Citizens' Board (Table 5).

Apparently the total staff evaluation of community control as a form of citizen participation is not very clear to either the individual staff or board members (third and fourth columns of Table 5). Perhaps further discussions of citizen participation as a policy issue could be made more productive through in-staff analysis of the goals expected from such participation, and articulation of those goals.

#### 4) Attitudes Toward Citizen Participation

Important aspects of how members of either the board or staff evaluate citizen participation include the kinds of predispositions and attitudes brought to bear on the subject. To appraise those general attitudes, twelve statements about citizen participation were presented to board and staff members (Appendix C, Question 14). Some of the statements were "positive," some "negative," and some "neutral" in implying acceptance of the citizen participation concept; some were statements of what participation should mean; others might have been dealt with as descriptive statements of actual conditions. Because of the variety of statements, it is best to interpret the responses of board and staff members to each statement separately. Thus Table 7 indicates the percent of board and staff who agree with each statement.

Some of these statements are suggested by similar items used in previous studies of programs featuring citizen participation; some were suggested by those who have had experience with such programs; one statement (Item i) is based on guidelines for citizen participation provided in the HUD Technical Assistance Bulletin #3.

Table 7. Degree of Agreement to a Series of Attitudinal Items on Citizen Participation, by Model City Affiliation.

PERCENT AGREEING WITH ITEM		ITEM
1 STAFF	2 BOARD	
87.5%	100.0%	a. Citizen participation makes for a more effective Model City program.
62.5%	100.0%	b. Citizen participation improves relations between people in the Model City area.
81.3%	84.2%	c. Citizen participation is not just another way of "using" the residents in the area.
87.5%	100.0%	d. Citizen participation helps people feel more a part of the Model City area.
87.5%	63.2%	e. Citizens influence the development of the Model City program indirectly by making their needs and desires known to Model City Staff and Citizens' Board members.
93.8%	73.7%	f. Citizen participation provides an opportunity to speak and be heard.
87.5%	42.1%	g. Citizens influence the Model City program through taking part in program planning.
46.7%	73.7%	h. Citizen participation in the Model City program is really causing less exploitation of the residents.
75.0%	94.4%	i. The object of citizen participation is to strengthen planning by using the experiences, talents, and ideas of area residents.
75.0%	68.4%	j. Citizen participation is more than a gimmick since the residents have been given some real power.
56.3%	83.3%	k. Citizens influence the Model City program by reacting to projects prepared by the Model City staff and Citizens' Board.
68.8%	55.6%	l. Citizen participation in planning Model City programs is less of an illusion than reality.

Percentages are based on the responses of 16 Staff personnel and 19 Citizens' Board members; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number replying.

(Appendix C, Question 14)

PARTICIPATION BY THE MODEL CITY CITIZENS' BOARD

Three aspects of participation by Citizens' Board members were evaluated:

1) level of participation by the Citizens' Board, 2) representation by the Citizens' Board, and 3) attitudes toward the board in relation to citizen participation.

1) Level of Participation of the Citizens' Board

Findings 9 and 10 discuss replies reported in Tables 8 and 9 to the following items (Appendix C, Questions 18-21):

3a. On this card are possible ways a Citizens' Board could be involved in planning a Model City Program. Which one most closely describes how the Citizens' Board is most directly involved in planning the Model City Program?

1. not involved in planning the program in any way
2. receiver of information concerning how the program is used
3. source of information about local needs to be considered in planning the program
4. advisor to review the program and lend or withhold support
5. policy and decision-making member of the planning team
6. leader in making decisions and developing policy

b. Do you think Model City Staff members in general would choose the same statement you did?

1. yes
2. no Since you answered no, which statement do you think most staff members would choose? \_\_\_\_\_ (statement number)

c. Do you think Model City Citizens' Board members in general would choose the same statement you did?

1. yes
2. no Since you answered no, which statement do you think most board members would choose? \_\_\_\_\_ (statement number)

- d. Previously, you said that the Citizens' Board is (REPEAT ANSWER TO QUESTION 3a.) Is this also how you would prefer the Citizens' Board to be most directly involved?
1. yes
  2. no     Since you answered no, which statement is most like what you would prefer? \_\_\_\_\_ (statement number)

These questions correspond to those evaluating participation by the community at large discussed previously.

FINDING 9: AN OVERWHELMING MAJORITY OF BOTH CITIZENS' BOARD AND STAFF DESIRE PARTICIPATION BY THE BOARD AT A HIGH LEVEL, AND DESIRE THE BOARD TO PARTICIPATE AT HIGHER LEVELS THAN THEY EXPECT RESIDENTS TO.

In comparing the first and second columns of Table 9 with the same columns of Table 2, it is instructive to note that over 90% of both groups desire that the board participate at one of the three higher participation levels, while about 70% of both groups desire participation by the citizenry in general at those higher levels. This indicates that both the board and staff do probably see the role of the board as representing the area residents and acting in their behalf in advising and decision-making capacities.

FINDING 10: MORE MEMBERS OF THE CITIZENS' BOARD DESIRE PARTICIPATION BY THE BOARD AS LEADERS IN MAKING DECISIONS THAN STAFF MEMBERS DO.

Two-thirds of the board members desire participation as leaders in decision making, while one-third of the staff desire the board to play that role, as indicated in Table 8. The first column of Table 8 indicates that the staff divides almost evenly into thirds in wanting one of the three higher levels of participation by the board.

Table 8. Evaluation of How Citizens' Board Should Be Involved in Planning, How They Actually Are Involved, and Perception of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Citizens' Board SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Citizens' Board		Prediction of Total Staff Evaluation of Actual Citizens' Board Involvement		Prediction of Total Board Evaluation of Actual Citizens' Board Involvement	
	1	2	3	4	5	6	7	8
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Not Involved in Planning	0.0%	0.0%	0.0%	5.6%	0.0%	0.0%	0.0%	5.9%
Receivers of Information	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Sources of Information	6.3	6.3	12.5	16.7	13.3	5.9	13.3	11.8
Advisors to Review Program	31.3	18.8	37.5	22.2	46.7	29.4	26.7	23.5
Decision-Making Members of the Planning Team	31.3	6.3	31.3	5.6	26.7	11.8	6.7	5.9
Leaders in Making Decisions	31.3	68.8	18.8	50.0	13.3	52.9	53.3	52.9
Total Percent	100.2%	100.2%	100.1%	100.1%	100.0%	100.0%	100.0%	100.0%
Frequency Totals	16	16	16	18	15	17	15	17
No Response/Other Response	0	3	0	1	1	2	1	2
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 18-21)

Table 9. Combined Levels of Evaluations of How the Citizens' Board Should Be Involved in Planning, How They Actually Are Involved, and Perceptions of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Citizens' Board SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Citizens' Board		Prediction of Total Staff Evaluation of Actual Citizens' Board Involvement		Prediction of Total Board Evaluation of Actual Citizens' Board Involvement	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD	5 STAFF	6 BOARD	7 STAFF	8 BOARD
Lower Level of Involvement (Not Involved, Receivers or Sources of Information)	6.3%	6.3%	12.5%	22.2%	13.3%	5.9%	13.3%	17.6%
Higher Level of Involvement (Advisors, Members or Leaders of Decision-Making Team)	93.8	93.8	87.5	77.8	86.7	94.1	86.7	82.4
Total Percent	100.1%	100.1%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Frequency Totals	16	16	16	18	15	17	15	17
No Response/Other Response	0	3	0	1	1	2	1	2*
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 18-21)

FINDING 11: MEMBERS OF THE CITIZENS' BOARD AND STAFF EVALUATE THE PROGRAM AS ACHIEVING THEIR GOALS FOR PARTICIPATION BY THE BOARD BETTER THAN IT IS ACHIEVING THEIR GOALS FOR PARTICIPATION BY CITIZENS IN GENERAL.

Table 10 was constructed by taking the gap between desired and actual participation by citizens in general among the staff members (first and third columns of Table 2) and the board members (second and fourth columns of Table 2) and comparing that with the gap between desired and actual participation by the Citizens' Board among staff members (first and third columns of Table 8) and the board members (second and fourth columns of Table 8).

This table (10) indicates that although both board and staff find less actual participation by the board than they desire, the resulting gap is not nearly so large as between the desired and actual participation evaluated as taking place among citizens in general. The high expectations for participation by the board are better met in actuality than are the relatively more moderate expectations of participation by the community. Board and staff see their goals for citizen participation being better met through the board than among citizens in general.

FINDING 12: HALF THE CITIZENS' BOARD PREDICTS THAT THE TOTAL STAFF EVALUATES THE BOARD AS LEADERS IN MAKING DECISIONS; LESS THAN 20% OF STAFF ACTUALLY MADE THAT EVALUATION.

The predictions by board members of staff evaluation of level of Citizens' Board participation are closer to their own evaluations as board members than they are to the evaluations made by staff members. Board members tend to project their own evaluations to those of the staff. On the other hand, half the board (eighth column of Table 8) predict that the board evaluates its actual participation in terms of leadership, recognizing that the board sees its role differently than the staff sees it.



Table 10. Gaps between Desired and Actual Participation for Citizens in General and the Citizens' Board, by Model City Affiliation.

	Perception of Involvement of CITIZENS IN GENERAL		Perception of Involvement of CITIZENS' BOARD	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
A. % Desiring High Levels of Involvement (Advisors, Members, or Leaders of Decision-Making Team)	71.4%	66.7%	93.8%	93.8%
B. % Perceiving ACTUAL Involvement to be at High Levels	25.0	10.5	87.5	77.8
C. Percentage Gap: A-B	46.4%	56.2%	6.3%	16.0%

(Appendix C, Questions 7, 10, 18, 21)

FINDING 13: MEMBERS OF EACH GROUP TEND TO INDICATE THAT THEIR OWN TOTAL GROUP SHARES THEIR PERSONAL EVALUATIONS OF CITIZEN PARTICIPATION BY THE CITIZENS' BOARD, INDICATING A HIGH DEGREE OF SOLIDARITY PERCEIVED WITHIN EACH GROUP.

Every member of the board predicts that all the other board members are in agreement with him (Table 11).

FINDING 14: THE MAJORITY OF THE MEMBERS OF BOTH GROUPS BELIEVE THAT MEMBERS OF THE OTHER GROUP AGREE WITH THEM ON THE LEVEL AT WHICH THE CITIZENS' BOARD ACTUALLY PARTICIPATES.

Three-fourths of the board predict that the total staff agrees with them, whereas two-thirds of the staff predict that the total board agree with them (Table 11).

## 2) Representation by the Citizens' Board

Finding 15 discusses replies to the following item (Appendix C, Questions 15-17): reported in Table 12.

- 4a. Which one of the groups on this card best describes your view of whom the Citizens' Board represents, or speaks for?
1. neighborhood people (ordinary citizens) in the Model City area
  2. leading citizens in the Model City area
  3. agencies working with the Model City Program
  4. a combination of the above (PROBE: What is this combination?)
- b. Do you think staff members in general would choose the same group(s) you did?
1. yes
  2. no      Since you answered no, which group or groups do you think most staff members would choose? \_\_\_\_\_

Table 11. Prediction of the Agreement of Others on the Actual Level of Citizens' Board Involvement in Planning, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would choose the same level of actual Citizens' Board involvement you did?		Do you think <u>Board</u> members in general would choose the same level of actual Citizens' Board involvement you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	86.7%	77.8%	66.7%	100.0%
No	13.3	22.2	33.3	0.0
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	15	18	15	18
No Response	1	1	1	1
TOTAL N	16	19	16	19

(Appendix C, Questions 19-20)

- c. Do you think board members in general would choose the same group(s) you did?
1. yes
  2. no      Since you answered no, which group or groups do you think most board members would choose? \_\_\_\_\_

Table 12 indicates that there is a hesitancy to designate some group or combination of groups to the exclusion of neighborhood people as being represented by the board. However, 16% of the board stated that the board represented area leaders alone (second column). Also, 19% of the staff stated that the board represented agencies as well as neighborhood people (first column), although none of the board designated agencies at all.

A majority of both staff and board predict that the board evaluates itself as representing neighborhood residents alone (fifth and sixth columns of Table 12). Table 13 indicates that a majority of both groups predict that their own groups agree with their evaluation, and a smaller majority of each group predicts that the other groups agree with them.

### 3) Attitudes Toward the Citizens' Board

In addition to evaluations of level of involvement in planning by the Citizens' Board, and evaluations of whom the board represents, respondents were asked whether they agreed or disagreed with a series of statements sometimes heard about Citizens' Boards (Appendix C, Question 22). The series of items appear in Table 14; they have been separated into two categories, one including items ascertaining evaluations of the degree to which the board represents the Model City residents, while the other contains statements on the amount of power the board has in decision making.

Table 12. Evaluation of Whom Model City Citizens' Board Members Represent, and Prediction of Whom the Citizens' Board Represents Seen by Others, by Model City Affiliation.

GROUPS THE CITIZENS' BOARD REPRESENTS	Perception of Whom Citizens' Board Members Represent		Prediction of Total Staff Evaluation of Whom Citizens' Board Represents		Prediction of Total Board Evaluation of Whom Citizens' Board Represents	
	1	2	3	4	5	6
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Neighborhood People (Ordinary Citizens) in the Model City Area	25.0%	63.2%	25.0%	68.4%	62.5%	73.7%
Leading Citizens in the Model City Area	6.3	15.8	12.5	5.3	6.3	10.5
Agencies Working with the Model City Program	0.0	0.0	0.0	10.5	0.0	0.0
Neighborhood People and Leading Citizens	12.5	0.0	12.5	0.0	6.3	0.0
Neighborhood People and Agencies	18.8	0.0	25.0	0.0	12.5	0.0
Leading Citizens and Agencies	6.3	5.3	6.3	0.0	0.0	0.0
Neighborhood People, Leading Citizens, and Agencies	18.8	15.8	12.5	15.8	6.3	15.8
Other Responses	12.5	0.0	6.3	0.0	6.3	0.0
Total Percent	100.2%	100.1%	100.1%	100.0%	100.2%	100.0%
Frequency Totals	16	19	16	19	16	19
No Response	0	0	0	0	0	0
TOTAL N	16	19	16	19	16	19

(Appendix C, Questions 15-17)

Table 13. Prediction of Agreement of Others on Whom the Citizens' Board Represents, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would say the Citizens' Board represents the same group(s) you did?		Do you think <u>Board</u> members in general would say the Citizens' Board represents the same group(s) you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	86.7%	73.7%	53.3%	89.5%
No	13.3	26.3	46.7	10.5
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	15	19	15	19
No Response	1	0	1	0
TOTAL N	16	19	16	19

(Appendix C, Questions 16-17)

FINDING 15: MORE MEMBERS OF THE CITIZENS' BOARD EVALUATE THE BOARD AS REPRESENTATIVE OF RESIDENTS THAN DO STAFF; STAFF AND BOARD TEND TO AGREE ON THE EXTENT OF POWER OF THE BOARD TO MAKE DECISIONS.

Regarding the first set of attitudinal statements, more members of the board than of the staff evaluate the board as representative of Model City residents. This is reflected in the replies to every statement about board representativeness. On the other hand, differences on attitudes are slight between the board and staff on the issue of power. In four of the five items, a slightly larger proportion of the staff evaluate the board as having the power to make decisions; however, one item shows a very slight trend in the opposite direction.

Minor differences observed between board and staff replies to the "power" statements are also noted when responses to a question regarding the power held by the Citizens' Board to make changes in the Model City program are examined. Responses indicate 81.3% of the staff and 70.6% of the board state that the power of the Citizens' Board to make such changes is "great." This result tends to confirm the finding of Table 14 that the staff views the Citizens' Board as slightly more powerful than do board members themselves.

Table 14. Degree of Agreement to a Series of Attitudinal Items on the Citizens' Board, by Model City Affiliation.

PERCENT AGREEING WITH ITEM		
1	2	
STAFF	BOARD	
		A. Does the Citizens' Board represent "the people?"
50.0%	83.3%	a. The members of the Citizens' Board are better able to represent Model City residents than are most other citizens or groups in the area.
37.5%	77.8%	b. The Citizens' Board improves relations between people in the Model City area.
87.5%	94.4%	c. The reason for having a Citizens' Board is to involve area residents in policy and program planning.
43.8%	66.7%	d. The Citizens' Board is made up of people who represent all Model City residents rather than just themselves.
56.3%	83.3%	e. The Citizens' Board helps people feel more a part of the Model City area.
		B. Does the Citizens' Board have power to make decisions?
87.5%	72.2%	a. The Citizens' Board has the power necessary to get things done.
93.7%	88.9%	b. The Citizens' Board has more than a little to say about the development of programs for the Model City area.
43.8%	58.8%	c. Other than the City Council, the Citizens' Board, not the Model City Staff, really has control over the setting up of Model City programs.
31.3%	27.8%	d. The Citizens' Board <u>should</u> be the top of the Model City chain of <u>command</u> , not the City Council or the Staff.
37.5%	0.0%	e. The Citizens' Board does what it wants to, no matter what the Staff suggests.

Percentages are based on the responses of 16 Staff personnel and 19 Citizens' Board members; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number replying.

(Appendix C, Question 22)



PARTICIPATION BY THE MODEL CITY PLANNING STAFF

Data and findings on attitudes and evaluations concerning the status and role of the Model City Planning Staff were not reported in the original preliminary report. Information gathered from Model City officials pertaining to the Planning Staff is included in this addendum to allow comparisons with the data and findings reported on the status and role of the Citizens' Board as an instrument of citizen participation.

The data appear in the same order as that presented on attitudes and evaluations of the Citizens' Board. However, since this information is displayed only for comparative purposes, no extensive interpretation of the findings is here developed.

1) Level of Participation of the Staff (Appendix C, Questions 26-29)

There is agreement by board and staff that the Planning Staff actually does and indeed should be involved in planning at the upper levels designated (Tables 15 and 16). However, involvement at slightly reduced levels in the future seems to be called for by both staff and board members (Table 17).

2) Representation by the Staff (Appendix C, Questions 23-25)

Disagreement as to who the staff represents is evident; two-thirds of the staff view their body as representing neighborhood people exclusively, while only one-third of the board states this (Table 19). Staff members see the Planning Staff as representing neighborhood people at least in some combination with other groups. However, one-fifth of the board members indicate that the staff represents some combination of leading citizens and/or operating

Table 15. Evaluation of How Staff Should Be Involved in Planning, How They Actually Are Involved, and Perception of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Staff SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Staff		Prediction of Total Staff Evaluation of Actual Staff Involvement		Prediction of Total Board Evaluation of Actual Staff Involvement	
	1	2	3	4	5	6	7	8
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Not Involved in Planning	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Receivers of Information	6.3	0.0	0.0	0.0	0.0	0.0	6.3	0.0
Sources of Information	12.5	25.0	12.5	11.8	25.0	11.1	6.3	7.1
Advisors to Review Program	0.0	31.3	0.0	17.6	0.0	27.8	0.0	35.7
Decision-Making Members of the Planning Team	50.0	18.8	50.0	29.4	50.0	27.8	50.0	14.3
Leaders in Making Decisions	31.3	25.0	37.5	41.2	25.0	33.3	37.5	42.9
Total Percent	100.1%	100.1%	100.0%	100.0%	100.0%	100.0%	100.1%	100.0%
Frequency Totals	16	16	16	17	16	18	16	14
No Response/Other Response	0	3	0	2	0	1	0	5
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 26-29)

Table 16. Combined Levels of Evaluations of How the Staff Should Be Involved in Planning, How They Actually Are Involved, and Perceptions of Level of Involvement Seen by Others, by Model City Affiliation.

LEVEL OF INVOLVEMENT	Perception of How Staff SHOULD BE Involved in Planning		Perception of ACTUAL Involvement of Staff		Prediction of Total Staff Evaluation of Actual Staff Involvement		Prediction of Total Board Evaluation of Actual Staff Involvement	
	1	2	3	4	5	6	7	8
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Lower Level of Involvement (Not Involved, Receivers or Sources of Information)	18.8%	25.0%	12.5%	11.8%	25.0%	11.1%	12.5%	7.1%
Higher Level of Involvement (Advisors, Members or Leaders of Decision-Making Team)	81.3	75.0	87.5	88.2	75.0	88.9	87.5	92.9
Total Percent	100.1%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Frequency Totals	16	16	16	17	16	18	16	14
No Response/Other Response	0	3	0	2	0	1	0	5
TOTAL N	16	19	16	19	16	19	16	19

(Appendix C, Questions 26-29)

Table 17. Gaps Between Desired and Actual Participation for Citizens in General, the Citizens' Board, and the Staff, by Model City Affiliation.

	Perception of Involvement of CITIZENS IN GENERAL		Perception of Involvement of CITIZENS' BOARD		Perception of Involvement of STAFF	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD	5 STAFF	6 BOARD
A. % Desiring High Levels of Involvement (Advisors, Members, or Leaders of Decision-Making Team)	71.4%	66.7%	93.8%	93.8%	81.3%	75.0%
B. % Perceiving ACTUAL Involvement to be at High Levels	25.0	10.5	87.5	77.8	87.5	88.2
C. Percentage Gap: A-B	46.4%	56.2%	6.3%	16.0%	-6.2%	-13.2%

(Appendix C, Questions 7, 10, 18, 21, 26, 29)

Table 18. Prediction of the Agreement of Others on the Actual Level of Staff Involvement in Planning, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would choose the same level of actual Staff involvement you did?		Do you think <u>Board</u> members in general would choose the same level of actual Staff involvement you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	87.5%	63.2%	87.5%	77.8%
No	12.5	36.8	12.5	22.2
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	16	19	16	19
No Response	0	0	0	1
TOTAL N	16	19	16	19

(Appendix C, Questions 27-28)

agencies, groupings not chosen by the staff themselves. In short, the staff tends to evaluate itself as representing neighborhood people, while the board evaluates the staff as representing other interests as well. The lack of congruence in evaluation of staff representation is recognized by the Planning Staff; only one-third indicate that board members in general would agree with their personal evaluation of the staff's representativeness (Table 20).

3) Attitudes Toward the Staff (Appendix C, Question 30)

As shown in Table 21, there is some disagreement on whether or not the Planning Staff represents "the people," a finding consistent with that noted in Table 19 and mentioned above. Again, the board is less likely to view the Planning Staff as representative than is the staff. Second, there is general agreement that the staff has decision-making power; this supports the evaluations of staff involvement in planning at the upper levels (Table 16).

Table 19. Evaluation of Whom Model City Staff Members Represent, and Prediction of Whom the Staff Represents Seen by Others, by Model City Affiliation.

GROUPS THE STAFF REPRESENTS	Perception of Whom Staff Members Represent		Prediction of Total Staff Evaluation of Whom Staff Represents		Prediction of Total Board Evaluation of Whom Staff Represents	
	1	2	3	4	5	6
	STAFF	BOARD	STAFF	BOARD	STAFF	BOARD
Neighborhood People (Ordinary Citizens) in the Model City Area	68.8%	31.6%	75.0%	57.9%	31.3%	26.3%
Leading Citizens in the Model City Area	0.0	10.5	0.0	0.0	12.5	21.1
Agencies Working with the Model City Program	0.0	0.0	0.0	0.0	43.8	10.5
Neighborhood People and Leading Citizens	0.0	0.0	6.3	0.0	0.0	5.3
Neighborhood People and Agencies	18.8	5.3	6.3	5.3	0.0	0.0
Leading Citizens and Agencies	0.0	10.5	0.0	5.3	6.3	10.5
Neighborhood People, Leading Citizens, and Agencies	12.5	10.5	12.5	10.5	6.3	5.3*
Other Responses	0.0	31.6	0.0	21.1	0.0	21.1
Total Percent	100.1%	100.0%	100.1%	100.1%	100.2%	100.1%
Frequency Totals	16	19	16	19	16	19
No Response	0	0	0	0	0	0
TOTAL N	16	19	16	19	16	19

(Appendix C, Question 23)

Table 20. Prediction of Agreement of Others on Whom the Staff Represents, by Model City Affiliation.

AGREEMENT	Do you think <u>Staff</u> members in general would say the Staff represents the same group(s) you did?		Do you think <u>Board</u> members in general would say the Staff represents the same group(s) you did?	
	1 STAFF	2 BOARD	3 STAFF	4 BOARD
Yes	87.5%	78.9%	37.5%	57.9%
No	12.5	21.1	62.5	42.1
Total Percent	100.0%	100.0%	100.0%	100.0%
Frequency Total	16	19	16	19
No Response	0	0	0	0
TOTAL N	16	19	16	19

(Appendix C, Questions 24-25)



Table 21. Degree of Agreement to a Series of Attitudinal Items on the Staff, by Model City Affiliation.

PERCENT AGREEING WITH ITEM		
1 STAFF	2 BOARD	
		A. Does the Staff represent "the people?"
25.0%	26.3%	a. The members of the Staff are better able to represent Model City residents than are most other citizens or groups in the area.
50.0%	42.1%	b. The Staff improves relations between people in the Model City area.
87.5%	89.5%	c. The object of the Staff is to provide technical assistance to the Citizens' Board.
68.8%	26.3%	d. The Staff is made up of people who represent all Model City residents rather than just themselves.
56.3%	26.3%	e. The Staff helps people feel more a part of the Model City area.
		B. Does the Staff have the power to make decisions?
75.0%	84.2%	a. The Staff has the power necessary to get things done.
93.8%	89.5%	b. The Staff has more than a little to say about the development of programs for the Model City area.
25.0%	47.4%	c. Other than the City Council, the Staff, not the Model City Citizens' Board, really has control over the setting up of Model City programs.
6.3%	0.0%	d. The Staff should be the top of the Model City chain of command, not the City Council or the Citizens' Board.
6.3%	44.4%	e. The Staff does what it wants to, no matter what the Citizens' Board suggests.

Percentages are based on the responses of 16 Staff personnel and 19 Citizens' Board members; in some cases, individuals declined to answer specific items. In such instances, percentages are based on the number replying.

(Appendix C, Question 30)

APPENDIX B: RESIDENT INTERVIEW SCHEDULE

Hello, my name is \_\_\_\_\_

is this the home of \_\_\_\_\_

I'm part of a team conducting a study of what people think about the Model City program. We are trying to find out how about what services people need, about how well you think needs are met, and about how people take part in Model City activities.

APPENDIX B

We have drawn up some statements and questions people have mentioned about the Model City program and the Model City area. We would like your ideas about these statements and questions.

YOUR NAME (OR ANY OTHER WAY OF IDENTIFYING YOU AS A PERSON) WILL NOT BE USED IN CONNECTION WITH YOUR ANSWERS. Your answers will be put together with the answers of the 200 other people who are being interviewed. For example, one way our findings might be stated would be to say something like "30 percent of all males interviewed say that they have never been hospitalized."

This study is sponsored by the Model City Program, and the results will be important in developing good plans for the future of such programs. Your answers will be very helpful in knowing what people want in the Model City area. Of course we are not trying to sell anything or to try to get you to do anything. Your cooperation will really help in planning for this area.

RESPONDENT'S ADDRESS \_\_\_\_\_

RESPONDENT'S TELEPHONE NUMBER \_\_\_\_\_

TIME AND DATE OF 1ST INTERVIEW ATTEMPT \_\_\_\_\_

TIME AND DATE OF SCHEDULED INTERVIEW \_\_\_\_\_

INTERVIEWER: TEAR OFF THIS SHEET AT THE DATE AND TIME WHEN THE RESPONDENT IS

PREPARED TO BE INTERVIEWED. PLACE IT IN YOUR INTERVIEWING ENVELOPE.

## APPENDIX B: RESIDENT INTERVIEW SCHEDULE

Hello, my name is \_\_\_\_\_.

Is this the home of \_\_\_\_\_.

I'm part of a team conducting a study of what people think about the Model City program. We are trying to find out more about what services people need, about how well you think needs are now being met, and about how people take part in Model City activities.

We have drawn up some statements and questions people have mentioned about the Model City program and the Model City area. We would like your ideas about these statements and questions.

YOUR NAME (OR ANY OTHER WAY OF IDENTIFYING YOU AS A PERSON) WILL NOT BE USED IN CONNECTION WITH YOUR ANSWERS. Your answers will be put together with the answers of the 200 other people who are being interviewed. For example, one way our findings might be stated would be to say something like "30 percent of all males interviewed say that they have never been hospitalized."

This study is sponsored by the Model City Program, and the results will be important in developing good plans for the future of such programs. Your answers will be very helpful in knowing what people want in the Model City area. Of course we are not trying to sell anything or to try to get you to do anything. Your cooperation will really help in planning for this area.

RESPONDENT'S ADDRESS \_\_\_\_\_

RESPONDENT'S TELEPHONE NUMBER \_\_\_\_\_

TIME AND DATE OF 1ST INTERVIEW ATTEMPT \_\_\_\_\_

TIME AND DATE OF SCHEDULED INTERVIEW \_\_\_\_\_

INTERVIEWER: TEAR OFF THIS SHEET AT THE DATE AND TIME WHEN THE RESPONDENT IS PREPARED TO BE INTERVIEWED. PLACE IT IN YOUR INTERVIEWING ENVELOPE.

1. One of the things we need to know in order to help make this a better place to live is what people think about how easy or hard it is to deal with their problems. We would like to know how you think different kinds of problems can be handled.

DECK 01

- a. For example, if you had a problem of finding a place to live, where do you think you could go to first to get help with that problem?

7-8

(INTERVIEWER: 1. IF R CANNOT ANSWER, ASK: If you knew someone who needed help finding a place to live, where do you think you could send them first for help?

2. DO NOT READ CHOICES BELOW TO RESPONDENT.

3. Check only ONE response to each question.)

- |  |   |
|--|---|
| 01 <input type="checkbox"/> relative             | 08 <input type="checkbox"/> professional (doctor, lawyer, teacher...) |
| 02 <input type="checkbox"/> friend               | 09 <input type="checkbox"/> agency worker (ASK: Which agency?)        |
| 03 <input type="checkbox"/> neighbor             | _____   |
| 04 <input type="checkbox"/> church or minister   | 10 <input type="checkbox"/> other (WRITE RESPONSE):                   |
| 05 <input type="checkbox"/> employer             | _____   |
| 06 <input type="checkbox"/> Model City officials |   |
| 07 <input type="checkbox"/> city government      | 11 <input type="checkbox"/> don't know or uncertain                   |

- b. If you had a problem with your landlord, where do you think you could go first for help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a problem with a landlord, where do you think you could send them first for help?)

9-10

- |  |   |
|--|---|
| 01 <input type="checkbox"/> relative             | 08 <input type="checkbox"/> professional (doctor, lawyer, teacher...) |
| 02 <input type="checkbox"/> friend               | 09 <input type="checkbox"/> agency worker (ASK: Which agency?)        |
| 03 <input type="checkbox"/> neighbor             | _____   |
| 04 <input type="checkbox"/> church or minister   | 10 <input type="checkbox"/> other (WRITE RESPONSE):                   |
| 05 <input type="checkbox"/> employer             | _____   |
| 06 <input type="checkbox"/> Model City officials |   |
| 07 <input type="checkbox"/> city government      | 11 <input type="checkbox"/> don't know or uncertain                   |

- c. If you had a problem getting a job, where do you think you could go first to get help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a problem getting a job, where do you think you could send them first for help?)

11-12

- |  |   |
|--|---|
| 01 <input type="checkbox"/> relative             | 08 <input type="checkbox"/> professional (doctor, lawyer, teacher...) |
| 02 <input type="checkbox"/> friend               | 09 <input type="checkbox"/> agency worker (ASK: Which agency?)        |
| 03 <input type="checkbox"/> neighbor             | _____   |
| 04 <input type="checkbox"/> church or minister   | 10 <input type="checkbox"/> other (WRITE RESPONSE):                   |
| 05 <input type="checkbox"/> employer             | _____   |
| 06 <input type="checkbox"/> Model City officials |   |
| 07 <input type="checkbox"/> city government      | 11 <input type="checkbox"/> don't know or uncertain                   |

d. If you had a problem with the law, where do you think you could go first to get help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a problem with the law, where do you think you could send them first for help?)

- 13-14
- 01  relative                      08  professional (doctor, lawyer, teacher...)
- 02  friend                        09  agency worker (ASK: Which agency?)
- 03  neighbor
- 04  church or minister    10  other (WRITE RESPONSE):
- 05  employer
- 06  Model City officials
- 07  city government            11  don't know or uncertain

e. If you had a problem in your family, getting along with your mate or with your children, where do you think you could go first to get help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a problem in their family, where do you think you could send them first for help?)

- 15-16
- 01  relative                      08  professional (doctor, lawyer, teacher...)
- 02  friend                        09  agency worker (ASK: Which agency?)
- 03  neighbor
- 04  church or minister    10  other (WRITE RESPONSE):
- 05  employer
- 06  Model City officials
- 07  city government            11  don't know or uncertain

f. If you had a problem making ends meet, where do you think you could go first to get help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a problem making ends meet, where do you think you could send them first for help?)

- 17-18
- 01  relative                      08  professional (doctor, lawyer, teacher...)
- 02  friend                        09  agency worker (ASK: Which agency?)
- 03  neighbor
- 04  church or minister    10  other (WRITE RESPONSE):
- 05  employer
- 06  Model City officials
- 07  city government            11  don't know or uncertain

g. If you had a health problem, where do you think you could go first to get help? (INTERVIEWER: IF R CANNOT ANSWER, ASK: If you knew someone who had a health problem, where do you think you could send them first for help?)

- 19-20
- 01  relative                      08  professional (doctor, lawyer, teacher...)
- 02  friend                        09  agency worker (ASK: Which agency?)
- 03  neighbor
- 04  church or minister    10  other (WRITE RESPONSE):
- 05  employer
- 06  Model City officials
- 07  city government            11  don't know or uncertain

2. Here are some things you may have heard said about using the services of different agencies in getting any kind of help. We would like you to listen to each statement and say whether you STRONGLY AGREE, just AGREE, DISAGREE, or STRONGLY DISAGREE with each one. (INTERVIEWER: HAND CARD 1; CHECK RESPONSE TO EACH ITEM.)

a. Anyone can get more help with their problems today than they could a few years ago.

21

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

b. Most of the time, agencies give you the runaround from one office to another.

22

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

c. Model City programs have made little or no difference in helping the people who live here.

23

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

d. Agencies in the Model City program work together better in helping people than they used to.

24

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

e. It's easier to get agencies to keep their promises for help than it used to be.

25

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

f. Often one agency will tell you one thing, but another one will tell you just the opposite.

26

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

g. The present Model City programs are very much needed in this particular neighborhood.

27

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

h. If you know a worker in one agency well, he can help you to make it easier dealing with other agencies.

28

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

i. A person living in the Model City area has a better chance of getting help for a problem than people living in other similar neighborhoods.

29

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

j. Most of the time when you go to a different agency with a certain problem, you have to start all over again with interviews and red tape.

30

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

k. I just don't have a talent or knack for getting along with agencies that other people seem to have.

31

- STRONGLY AGREE.....0
- AGREE.....1
- DISAGREE.....2
- STRONGLY DISAGREE...3
- UNCERTAIN/DON'T KNOW...9

1. The people using agencies know more about them than the agencies know about each other.

32

- STRONGLY AGREE.....0
- AGREE.....1
- DISAGREE.....2
- STRONGLY DISAGREE...3
- UNCERTAIN/DON'T KNOW...9

33-34

3. Were you thinking of any certain agencies when you answered those questions?

1  No    2  Yes (INTERVIEWER: IF "Yes" given, ASK 3a and 3b.)

35

→ 3a. Which one or ones? (PROBE FOR AGENCY NAMES.)

36-37

---



---



---



---

3b. In what way were you thinking about them?

38-39

---



---



---



---



4. Here is a list of programs in this area of Des Moines. Let's look at each one. (INTERVIEWER: HAND LIST OF PROGRAMS; THEN ASK FIRST QUESTION)

PROGRAM NAME	Police Cadet Project DECK 04	Community Corrections Center DECK 04	Public Defender DECK 04
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 19	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 31
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 21-22	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 33-34
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 11	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 23	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 35
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 12 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 24 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 36 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 13 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 25 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 37 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	14-15	26-27	38-39
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 16 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 28 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 40 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>17</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>29</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>41</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	18	30	42

PROGRAM NAME	Juvenile Delinquency Program DECK 04	Consumer Education and Protection Organization DECK 04	Model City Housing Project #1 DECK 04
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 43	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 55	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 67
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? 44 2 <input type="checkbox"/> No: How did you know about that program? 45-46	1 <input type="checkbox"/> Yes: Who? 56 2 <input type="checkbox"/> No: How did you know about that program? 57-58	1 <input type="checkbox"/> Yes: Who? 68 2 <input type="checkbox"/> No: How did you know about that program? 69-70
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? 47 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes: Date? 59 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes: Date? 71 2 <input type="checkbox"/> No
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE.)	1 <input type="checkbox"/> phone 48 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 60 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 72 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 49 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 61 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 73 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	50-51	62-63	74-75
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 52 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 64 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 76 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>53</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use serv.	1 <input type="checkbox"/> very satisfied <sup>65</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use serv.	1 <input type="checkbox"/> very satisfied <sup>77</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use serv.
i. Why do you say that?	54	66	78

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Development of Single Family Homes DECK 05	Home Owners & Renters (Home Management) DECK Counseling Service 05	Expanded Use of School Facilities DECK 05
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 19	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 31
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? 8 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? 20 2 <input type="checkbox"/> No: How did you know about that program? 21-22	1 <input type="checkbox"/> Yes: Who? 32 2 <input type="checkbox"/> No: How did you know about that program? 33-34
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 11	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 23	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 35
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 12 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 24 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 36 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 13 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 25 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 37 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	14-15	26-27	38-39
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 16 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 28 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 40 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>17</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 18	1 <input type="checkbox"/> very satisfied <sup>29</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 30	1 <input type="checkbox"/> very satisfied <sup>41</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 42
i. Why do you say that?	18	30	42

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Continuous Development DECK 05	School & Community Workshops DECK 05	Job Developers DECK 05
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 43	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 55	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 67
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? 44 2 <input type="checkbox"/> No: How did you know about that program? 45-46	1 <input type="checkbox"/> Yes: Who? 56 2 <input type="checkbox"/> No: How did you know about that program? 57-58	1 <input type="checkbox"/> Yes: Who? 68 2 <input type="checkbox"/> No: How did you know about that program? 69-70
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 47	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 59	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 71
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 48 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 60 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 72 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 49 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 61 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 73 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	50-51	62-63	74-75
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 52 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 64 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 76 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied 53 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied 65 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied 77 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	54	66	78

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	New Horizons Expansion DECK 06	Vocational Training DECK 06	Occupational Upgrading DECK 06
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 19	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 31
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 21-22	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 33-34
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 11	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 23	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 35
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 12	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 24	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 36
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 13	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 25	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 37
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	14-15	26-27	38-39
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 16	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 28	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 40
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 17	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 29	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 41
i. Why do you say that?	18	30	42

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Demonstration Housing	High School Equivalency	Economic Development
	DECK 06	DECK 06	DECK 06
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 43 44	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 55 56	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 67 68
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? _____ 45-46	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? _____ 57-58	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? _____ 69-70
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 47 48	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 59 60	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 71 72
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 49	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 61	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 73
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	50-51	62-63	74-75
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 52	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 64	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 76
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 53	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 65	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 77
i. Why do you say that?	54	66	78

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Employment Counseling for the Elderly DECK 07	Adult Dental Care DECK 07	Homemaker Health Service DECK 07
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 19	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 31
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? 8 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? 20 2 <input type="checkbox"/> No: How did you know about that program? 21-22	1 <input type="checkbox"/> Yes: Who? 32 2 <input type="checkbox"/> No: How did you know about that program? 33-34
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? 11 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes: Date? 23 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes: Date? 35 2 <input type="checkbox"/> No
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 12 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 24 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 36 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 13 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 25 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 37 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	14-15	26-27	38-39
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 16 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 28 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 40 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>17</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>29</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>41</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	18	30	42

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Speech Therapy for Pre-schoolers DECK 07	Health Education DECK 07	Day Camp DECK 07
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 43	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 55	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 67
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 45-46	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 57-58	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 69-70
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 47	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 59	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 71
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 48 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 60 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 72 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 49 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 61 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 73 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	50-51	62-63	74-75
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 52	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 64	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 76
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>53</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>65</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>77</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	54	66	78

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)



PROGRAM NAME	Black Forum DECK 08	Increased Street Maintenance DECK 08	Comprehensive Child Care DECK 08
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 19	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 31
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 21-22	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 33-34
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 11	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 23	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 35
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 12	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 24	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____ 36
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 13	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 25	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly) 37
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	14-15	26-27	38-39
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 16	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 28	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 40
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 17	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 29	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service 41
i. Why do you say that?	18	30	42

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	Counseling for the Elderly DECK 08	Service Center for the Elderly DECK 08	Loan Closet DECK 08
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 43	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 55	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 67
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 45-46	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 57-58	1 <input type="checkbox"/> Yes: Who? _____ 2 <input type="checkbox"/> No: How did you know about that program? 69-70
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 47	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 59	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 71
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 48 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 60 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 72 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 49 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 61 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 73 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)	50-51	62-63	74-75
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 52 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 64 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 76 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied <sup>53</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>65</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied <sup>77</sup> 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	54	66	78

(INTERVIEWER: USE BACK OF SHEET WHEN NECESSARY.)

PROGRAM NAME	DEPARTMENT OF SOCIAL SERVICES (COUNTY OR STATE) DECK 09	(INTERVIEWER: GO TO NEXT PAGE.)	
a. Have you had contact with this program?	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No 7	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No
b. Did someone suggest that you use that program?	1 <input type="checkbox"/> Yes: Who? 8 2 <input type="checkbox"/> No: How did you know about that program? 9-10	1 <input type="checkbox"/> Yes: Who? 2 <input type="checkbox"/> No: How did you know about that program?	1 <input type="checkbox"/> Yes: Who? 2 <input type="checkbox"/> No: How did you know about that program?
c. Do you remember roughly when you first had contact with that program?	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No 11	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes: Date? _____ 2 <input type="checkbox"/> No
d. What kind of first contact did you have?  (INTERVIEWER: WRITE IN "other" RESPONSE)	1 <input type="checkbox"/> phone 12 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____	1 <input type="checkbox"/> phone 2 <input type="checkbox"/> meeting 3 <input type="checkbox"/> interview 4 <input type="checkbox"/> letter 5 <input type="checkbox"/> other: _____
e. How often have you had contact with that program?	1 <input type="checkbox"/> once 13 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)	1 <input type="checkbox"/> once 2 <input type="checkbox"/> 2 - 3 times 3 <input type="checkbox"/> 4 times or more 4 <input type="checkbox"/> on routine basis (daily, weekly, monthly)
f. What service were you trying to get when you went to that program? (INTERVIEWER: SUMMARIZE RESPONSE)			
g. Did workers in that program suggest that you work with any other agency on your problem?	1 <input type="checkbox"/> Yes 16 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No	1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No
h. How satisfied are you with the service you have gotten from that program?	1 <input type="checkbox"/> very satisfied 17 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service	1 <input type="checkbox"/> very satisfied 2 <input type="checkbox"/> somewhat satisf. 3 <input type="checkbox"/> somewhat dissat. 4 <input type="checkbox"/> very dissatisf. 5 <input type="checkbox"/> didn't use service
i. Why do you say that?	18		

5. INTERVIEWER: IF RESPONDENT MENTIONED CONTACT with MORE THAN ONE program, ASK: Which one of these programs has been more important to you? (WRITE PROGRAM NAME.)
- 

DECK 01

6. From time to time, everyone faces problems such as those listed on this card. (HAND CARD 2) What would you say are problems your family (you: If R living alone) are facing these days? (INTERVIEWER: CHECK ALL MENTIONED.)

- |    |                          |   |    |
|----|--------------------------|---|----|
| 01 | <input type="checkbox"/> | HEALTH PROBLEMS   | 40 |
| 02 | <input type="checkbox"/> | UNEMPLOYMENT-UNDEREMPLOYMENT PROBLEMS                                     | 41 |
| 03 | <input type="checkbox"/> | OTHER WORK-RELATED PROBLEMS: BAD HOURS, PROBLEMS WITH THE BOSS, and SO ON | 42 |
| 04 | <input type="checkbox"/> | HOUSING PROBLEMS  | 43 |
| 05 | <input type="checkbox"/> | SCHOOL PROBLEMS   | 44 |
| 06 | <input type="checkbox"/> | PROBLEMS WITH THE LAW   | 45 |
| 07 | <input type="checkbox"/> | MENTAL HEALTH PROBLEMS  | 46 |
| 08 | <input type="checkbox"/> | FAMILY PROBLEMS: INTERPERSONAL, BUDGET, and SO ON                         | 47 |
| 09 | <input type="checkbox"/> | MONEY PROBLEMS  | 48 |
| 10 | <input type="checkbox"/> | OTHER (write response): _____   | 49 |
| 11 | <input type="checkbox"/> | NO PROBLEMS (INTERVIEWER: GO TO QUESTION 9 if this answer given.)         | 50 |

- 6a. INTERVIEWER: IF R MENTIONS MORE THAN ONE PROBLEM, ASK: Which of these problems do you think is the greatest one? (WRITE PROBLEM SELECTED)
- 

51-52

7. How long have you had that problem?

53

- |   |                          |                   |
|---|--------------------------|-------------------|
| 1 | <input type="checkbox"/> | MONTH OR LESS     |
| 2 | <input type="checkbox"/> | MONTH TO A YEAR   |
| 3 | <input type="checkbox"/> | 1 - 3 YEARS       |
| 4 | <input type="checkbox"/> | MORE THAN 3 YEARS |

8. Have you tried to get help with that problem from anyone outside your family?

54

- |   |                          |   |
|---|--------------------------|---|
| 1 | <input type="checkbox"/> | NO (INTERVIEWER: GO TO QUESTION 9 if this answer given.)                |
| 2 | <input type="checkbox"/> | YES (INTERVIEWER: ASK 8a, 8b, 8c, 8d, 8e, and 8f if this answer given.) |

- 8a. From whom have you tried to get help with that problem? (INTERVIEWER: CHECK ALL MENTIONED.) 55-64
- |  |   |
|--|---|
| 55 <input type="checkbox"/> relative             | 61 <input type="checkbox"/> professional (doctor, lawyer, teacher...) |
| 56 <input type="checkbox"/> friend               | 62 <input type="checkbox"/> agency worker (ASK: Which agency?)        |
| 57 <input type="checkbox"/> neighbor             | _____   |
| 58 <input type="checkbox"/> church or minister   | 63 <input type="checkbox"/> other (WRITE RESPONSE):                   |
| 59 <input type="checkbox"/> employer             | _____   |
| 60 <input type="checkbox"/> Model City officials | 64 <input type="checkbox"/> city government                           |
- 8b. INTERVIEWER: IF R MENTIONS MORE THAN ONE HELPER ABOVE, ASK: Which of these helped you most? (WRITE RESPONSE) 65-66
- \_\_\_\_\_
- 8c. How did you happen to go there? 67
- 1  WENT BY SELF
- 2  REFERRED : Probe: By Whom? (WRITE RESPONSE; Use categories in 8a if possible) 68-69
- \_\_\_\_\_
- 8d. Have you been sent anywhere else about that problem? 70
- 1  NO
- 2  YES: Probe: By whom? (WRITE RESPONSE; Use categories in 8a if possible.) 71-72
- \_\_\_\_\_
- 8e. How much headway do you think you are making in solving that problem? 73
- 1  VERY MUCH
- 2  SOME
- 3  NOT MUCH; BUT A LITTLE
- 4  VERY LITTLE
- 8f. How important has your contact with agencies been in how much or how little headway you feel you've made? 74
- 1  VERY IMPORTANT
- 2  SOMEWHAT IMPORTANT
- 3  OF LITTLE IMPORTANCE
- 4  NOT IMPORTANT

9. One idea often mentioned in dealing with a community plan such as the Model City is "citizen participation," which can mean many things. Here are some ways people might have contact with such a community planning program. Please tell us which statements fit you.

DECK 02

- |  |   |                            |    |  |    |
|--|---|----------------------------|----|--|----|
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | a. Do you read articles about the Model City program in newspapers?  | 7  |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | b. Do you read Model City pamphlets, or the Progress News, or any other things printed through Model City programs?                      | 8  |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | c. Did you vote in the Model City Citizens' Board elections?   | 9  |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | d. Do you discuss Model City issues with your friends?   | 10 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | e. Have you ever contacted a Model City official or leader about some Model City matter?   | 11 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | f. Have you ever actively supported someone running for the Model City Citizens' Board?  | 12 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | g. Have you ever attended a Model City Citizens' Board meeting?  | 13 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | h. INTERVIEWER: ASK ONLY IF "YES" given for item g. Have you ever addressed the Citizens' Board at a Model City Citizens' Board meeting? | 14 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | i. Have you ever applied for a job in one of the Model City projects?  | 15 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | j. INTERVIEWER: ASK ONLY IF "YES" given for item i. Have you ever held a job on one of the Model City projects?                          | 16 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | k. Have you ever run for the Model City Citizens' Board?   | 17 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | l. INTERVIEWER: ASK ONLY IF "YES" given for item k. Have you ever been a member of the Model City Citizens' Board?                       | 18 |
| 1 <input type="checkbox"/>   | YES   | 2 <input type="checkbox"/> | NO | m. Have you ever been a member of one of the Model City Task Forces?   | 19 |
| 9a. Are there other programs in which you serve, such as OEO Board, community centers, or the Model Neighborhood Organization? |   |                            |    |  | 20 |
| 1 <input type="checkbox"/>   | NO  |                            |    |  |    |
| 2 <input type="checkbox"/>   | YES (INTERVIEWER ASK: Please list programs in which you serve. (WRITE RESPONSE,)) |                            |    |  | 21 |

10. We would like to know who you consider important leaders for things in your neighborhood. Who would you name? (PROBE: Name, title.)

22

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

11. Here are some officials who might or might not be important for your community. Can you please tell us if you can name any of them.

a. City Councilmen: \_\_\_\_\_

23

b. City Hall Officials: \_\_\_\_\_

24

c. Model City Precinct Representative: \_\_\_\_\_

25

d. Des Moines School Board Members: \_\_\_\_\_

26

e. Model City Citizens' Board Members: \_\_\_\_\_

27

f. Model City Staff Members: \_\_\_\_\_

28

12. How do you think people living in the entire Model City area should take part in the Model City Program?

29-30

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

13. Many reasons are given for people to take part in the Model City Program. Which ONE of the reasons on this card do you think SHOULD BE most important?  
(INTERVIEWER: HAND CARD 3.)

31

- 1  give people more say over the government and other agencies  
2  let people speak out about their needs and give their opinions  
3  get more services to people  
4  teach people to help themselves  
5  give people the chance to change their community in their own way

14. One of the goals sometimes talked about in programs such as Model Cities is "citizen participation," which may mean many different things to different people, as we said before. In terms of whatever citizen participation means to you, please tell us if you STRONGLY AGREE, AGREE, DISAGREE, or STRONGLY DISAGREE with each of these statements. (INTERVIEWER: HAND CARD 1.)

- a. Citizen participation in planning Model City programs is really happening, and not just a dream.

32

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE.....0  
 UNCERTAIN/DON'T KNOW...9

- b. Citizen participation is just another way of "using" the people who live in the area.

33

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE.....3  
 UNCERTAIN/DON'T KNOW...9

- c. Taking part in the Model City Program is a good way to fight exploitation of the people who live in the area.

34

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE.....0  
 UNCERTAIN/DON'T KNOW...9

- d. Citizen participation gives people a chance to speak, but without being heard.

35

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE.....3  
 UNCERTAIN/DON'T KNOW...9



e. Citizen participation gives people a real chance to change things, and is not just a "gimmick."

36

- STRONGLY AGREE.....3
- AGREE.....2
- DISAGREE.....1
- STRONGLY DISAGREE.....0
- UNCERTAIN/DON'T KNOW...9

f. An important part in the Model City Program is to strengthen planning through the experiences, talents, and ideas of Model City area residents.

37

- STRONGLY AGREE.....3
- AGREE.....2
- DISAGREE.....1
- STRONGLY DISAGREE.....0
- UNCERTAIN/DON'T KNOW...9

38-39

15. Any program has to change as it develops. Here are some groups and people. How much power do you think they have to get things done in the Model City Program? (INTERVIEWER: HAND CARD 4; CHECK RESPONSE TO EACH QUESTION.)

a. How much power do neighborhood people (ordinary citizens) in the Model City area have to get things done in the Model City Program?

40

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

b. How much power do leading citizens in the Model City area have in this regard?

41

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

c. How much power do young people in the Model City area have in this regard?

42

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

d. How much power to get things done in the Model City Program does the Model City Citizens' Board have?

43

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

e. How much power does the Model City Staff have to get things done?

44

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

f. How much power do you personally have in this regard?

45

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

g. How much power does the City Council have on getting things done in the Model City Program?

46

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

h. How much power do agencies having Model City contracts have in this regard?

47

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

i. How much power does the Des Moines Black Businessmen's Association have?

48

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

j. How much power do businessmen in Des Moines have in getting things done in the Model City Program?

49

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

k. How much power does the Federal Government have in this matter?

50

- NONE.....0
- LITTLE.....1
- MODERATE.....2
- GREAT.....3
- UNCERTAIN/DON'T KNOW...9

16. Are there any other groups or people who have the power to get things done in the Model City Program?

- 1  NO
- 2  YES (INTERVIEWER: IF "YES," ASK 16a.)

51

↳ 16a. Since you answered "YES," please list those groups or people who have such power. How much power do you think they have? (INTERVIEWER: CIRCLE DEGREE OF POWER INDICATED.)

NONE	LITTLE	MODERATE	GREAT	_____
NONE	LITTLE	MODERATE	GREAT	_____
NONE	LITTLE	MODERATE	GREAT	_____

17. Of all those groups and people we have talked about, are there any who you think have TOO MUCH power? (INTERVIEWER: HAND CARD 5.)

52

- 1  NO
- 2  YES (INTERVIEWER: IF "YES," ASK 17a.)

↳ 17a. Which groups or people have too much power? (CHECK ALL MENTIONED.)

- |   |   |
|---|---|
| 53 <input type="checkbox"/> neighborhood people | 60 <input type="checkbox"/> agencies having contracts       |
| 54 <input type="checkbox"/> leading citizens    | 61 <input type="checkbox"/> Black Businessmen's Association |
| 55 <input type="checkbox"/> young people        | 62 <input type="checkbox"/> businessmen in Des Moines       |
| 56 <input type="checkbox"/> Citizens' Board     | 63 <input type="checkbox"/> Federal Government              |
| 57 <input type="checkbox"/> Staff               | 64 <input type="checkbox"/> other: (WRITE RESPONSE):        |
| 58 <input type="checkbox"/> you personally      | _____   |
| 59 <input type="checkbox"/> City Council        | _____   |

53-64

18. Of all those groups and people we have talked about, are there any who you think have TOO LITTLE power?

1  NO      2  YES (INTERVIEWER: IF "YES," ASK 18a.)

65

↓ 18a. Which groups or people have too little power? CHECK ALL MENTIONED.)

- |   |   |
|---|---|
| 66 <input type="checkbox"/> neighborhood people | 73 <input type="checkbox"/> agencies having contracts       |
| 67 <input type="checkbox"/> leading citizens    | 74 <input type="checkbox"/> Black Businessmen's Association |
| 68 <input type="checkbox"/> young people        | 75 <input type="checkbox"/> businessmen in Des Moines       |
| 69 <input type="checkbox"/> Citizens' Board     | 76 <input type="checkbox"/> Federal Government              |
| 70 <input type="checkbox"/> Staff               | 77 <input type="checkbox"/> other: (WRITE RESPONSE):        |
| 71 <input type="checkbox"/> you personally      | _____   |
| 72 <input type="checkbox"/> City Council        | _____   |

66-77

19. Which one of the groups on this card (HAND CARD 6) best describes your view of of whom the Model City Citizens' Board represents or speaks for?

- 1  NEIGHBORHOOD PEOPLE (ORDINARY CITIZENS) IN THE MODEL CITY AREA
- 2  LEADING CITIZENS IN THE MODEL CITY AREA
- 3  AGENCIES WORKING WITH THE MODEL CITY PROGRAM
- A COMBINATION OF THE ABOVE (INTERVIEWER, ASK: What is this combination?)
- 4  NEIGHBORHOOD PEOPLE AND LEADING CITIZENS (all residents)
- 5  NEIGHBORHOOD PEOPLE AND AGENCIES
- 6  LEADING CITIZENS AND AGENCIES
- 7  NEIGHBORHOOD PEOPLE, LEADING CITIZENS, AND AGENCIES
- 8  OTHER (write response): \_\_\_\_\_
- 9  DON'T KNOW

78

20. How successful would you say the Model City effort has been? Is it:

- 1  VERY SUCCESSFUL,
- 2  SOMEWHAT SUCCESSFUL,
- 3  SOMEWHAT UNSUCCESSFUL, or
- 4  VERY UNSUCCESSFUL.
- 9  UNCERTAIN/DON'T KNOW

DECK 01

7

21. There are many things said about problems people may have today. What would you say about these statements which we have gathered? We would like you to listen to each statement and say whether you STRONGLY AGREE, AGREE, DISAGREE, or STRONGLY DISAGREE with each one. (HAND CARD 1; CHECK RESPONSE TO EACH ITEM.)

- a. Neighborhood people are capable of running their own community action programs. 8
  - STRONGLY AGREE.....3
  - AGREE.....2
  - DISAGREE.....1
  - STRONGLY DISAGREE.....0
  - UNCERTAIN/DON'T KNOW...9
  
- b. People with many problems want changes to occur right now, rather than gradually. 9
  - STRONGLY AGREE.....0
  - AGREE.....1
  - DISAGREE.....2
  - STRONGLY DISAGREE.....3
  - UNCERTAIN/DON'T KNOW...9
  
- c. The Model City Program improves living conditions. 10
  - STRONGLY AGREE.....3
  - AGREE.....2
  - DISAGREE.....1
  - STRONGLY DISAGREE.....0
  - UNCERTAIN/DON'T KNOW...9
  
- d. The people consider electing residents to the Citizens' Board to be meaningless. 11
  - STRONGLY AGREE.....0
  - AGREE.....1
  - DISAGREE.....2
  - STRONGLY DISAGREE.....3
  - UNCERTAIN/DON'T KNOW...9
  
- e. Neighborhood people are not allowed to run their own community action programs. 12
  - STRONGLY AGREE.....0
  - AGREE.....1
  - DISAGREE.....2
  - STRONGLY DISAGREE.....3
  - UNCERTAIN/DON'T KNOW...9

22. We are interested in some of your ideas about life in the Model City area. Please indicate your degree of agreement or disagreement with these statements sometimes heard about Model City areas.

a. One of the nice things about the Model City area is that nearly all of the people are cooperative and friendly. 15

STRONGLY AGREE.....3

AGREE.....2

DISAGREE.....1

STRONGLY DISAGREE.....0

UNCERTAIN/DON'T KNOW...9

b. The Model City programs are not needed in this particular neighborhood. 16

STRONGLY AGREE.....0

AGREE.....1

DISAGREE.....2

STRONGLY DISAGREE.....3

UNCERTAIN/DON'T KNOW ..9

c. Model City residents feel they have very little power to control their lives. 17

STRONGLY AGREE.....0

AGREE.....1

DISAGREE.....2

STRONGLY DISAGREE.....3

UNCERTAIN/DON'T KNOW...9

d. If Model City residents had a chance, they would move out of the Model City area. 18

STRONGLY AGREE.....0

AGREE.....1

DISAGREE.....2

STRONGLY DISAGREE.....3

UNCERTAIN/DON'T KNOW...9

e. There is a feeling of togetherness among the Model City residents. 19

STRONGLY AGREE.....3

AGREE.....2

DISAGREE.....1

STRONGLY DISAGREE.....0

UNCERTAIN/DON'T KNOW...9

23. As you know, the Model City Program receives Government funds. Because of this tie with the government, we would like to know your opinion of Government Programs in general. Thus, we would like to know if you agree or disagree with these statements.

a. Government Programs have not gone far enough in helping people in this country. 22

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

b. Government Programs make people depend less on themselves. 23

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

c. Government Programs kill individual ambition. 24

- STRONGLY AGREE.....0  
 AGREE.....1  
 DISAGREE.....2  
 STRONGLY DISAGREE...3  
 UNCERTAIN/DON'T KNOW...9

d. Government Programs are serving to strengthen the backbone of our nation. 25

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

e. Most people deserve the benefits they receive from Government Programs. 26

- STRONGLY AGREE.....3  
 AGREE.....2  
 DISAGREE.....1  
 STRONGLY DISAGREE...0  
 UNCERTAIN/DON'T KNOW...9

We are interested in knowing a little about the backgrounds of people living in the Model City area.

24. First of all, how many years have you lived in the Des Moines area? \_\_\_\_\_ years 29-30
25. How many years have you lived in the Des Moines neighborhood where you now live? \_\_\_\_\_ years 31-32
26. How many years of education have you completed? \_\_\_\_\_ years 33-34
27. We would like to get a rough idea of the ages of the people we talk to. Please look at this card (HAND CARD 7) and tell us the number beside the ages which include you, using your last birthday. 35
- |                            |               |                            |         |                            |             |
|----------------------------|---------------|----------------------------|---------|----------------------------|-------------|
| 1 <input type="checkbox"/> | 24 or younger | 4 <input type="checkbox"/> | 45 - 54 | 6 <input type="checkbox"/> | 65 - 74     |
| 2 <input type="checkbox"/> | 25 - 34       | 5 <input type="checkbox"/> | 55 - 64 | 7 <input type="checkbox"/> | 75 or older |
| 3 <input type="checkbox"/> | 35 - 44       |                            |         |                            |             |
28. We would like to know how many organizations you belong to and how active you are in them. We are thinking of all such organizations as social clubs, church groups, PTA and other school organizations, business or professional groups, unions, sororities and fraternities, and service clubs.
- a. All together, how many organizations would you say you belong to? \_\_\_\_\_ number 36
- b. In how many organizations you belong to do you usually attend meetings? \_\_\_\_\_ 37
- c. In how many organizations you belong to do you usually give contributions or pay dues? \_\_\_\_\_ 38
- d. In how many organizations you belong to do you belong to a committee or serve as an officer? \_\_\_\_\_ 39
29. What kind of work do you do? \_\_\_\_\_ (OCCUPATION) 40-41
30. (INTERVIEWER: ASK ONLY IF R NOT A HOUSEWIFE): Are you working now, or what? \_\_\_\_\_ 42
31. Who in this household is responsible for paying the rent or making house payments? \_\_\_\_\_ 43
- 
32. Respondent's Sex: 1  male 2  female 44
33. Respondent's Race: 1  Black 2  White 3  Other 45
34. Interviewer's Sex: 1  male 2  female 46
35. Interviewer's Race: 1  Black 2  White 3  Other 47

INTERVIEWER: PLEASE ASK THE RESPONDENT IF THEY HAVE ANY QUESTIONS ABOUT THE INTERVIEW.

PLEASE THANK THE RESPONDENT FOR COOPERATING WITH YOU.



APPENDIX C: CITIZENS' BOARD AND PLANNING STAFF INTERVIEW GUIDE

CITIZEN PARTICIPATION IN THE MODEL CITY AREA OF THE MODEL

William J. Brady and Robert G. Richards  
Department of Sociology  
Iowa State University  
January, 1971

APPENDIX C

My name is \_\_\_\_\_ I am part of a research team which has been hired to help participants to the Model City \_\_\_\_\_ your evaluation of Citizen Participation in the program. Everyone has some opinions about Citizen Participation, but it is difficult to add those opinions together, because people throughout the program may define Citizen Participation in many different ways, evaluate it from so many different viewpoints, and see it as having so many different results.

So, the purpose of these interviews is to give everyone involved the chance to evaluate Citizen Participation in terms of the same questions. Thus, all of you will be asked about Citizen Participation as it relates to residents of the Model City area, to the Model City Citizens' Board, to the Model City Staff, and to agencies with Model City contracts. The goal is to put everyone's opinions together to form a total evaluation of the program. NO ONE WILL BE SIMPLED OUT BY NAME OR OTHER IDENTIFYING FACTOR in compiling the total evaluation which your organization is making. However, to make the evaluation simpler, we will want to ask some questions about your own background, so that we know from what position you are giving your answers. (FOR EXAMPLE: It may be that people who have worked in the program a long time see it differently from those who have recently joined it; the final evaluation should report any such difference.)

As researchers, we are not trying to evaluate the program ourselves from our own position. We are trying to help the Model City program evaluate itself. As a participant in that program, your cooperation in contributing to your evaluation is crucial in the future development of this program, and others like it.

Name of Respondent: \_\_\_\_\_

APPOINTMENT SCHEDULE

DATE	TIME	LOCATION

APPENDIX C: CITIZENS' BOARD AND PLANNING STAFF INTERVIEW SCHEDULE

CITIZEN PARTICIPATION IN THE MODEL CITY AREA OF DES MOINES

Willis J. Goudy and Robert O. Richards  
Department of Sociology  
Iowa State University  
January, 1971

My name is \_\_\_\_\_. I am part of a research team which has been hired to help participants in the Model City effort in your evaluation of Citizen Participation in the program. Everyone has some opinions about Citizen Participation, but it is difficult to add those opinions together, because people throughout the program may define Citizen Participation so many different ways, evaluate it from so many different standpoints, and see it as having so many different results.

So, the purpose of these interviews is to give everyone involved the chance to evaluate Citizen Participation in terms of the same questions. Thus, all of you will be asked about Citizen Participation as it relates to residents of the Model City area, to the Model City Citizens' Board, to the Model City Staff, and to agencies with Model City contracts. The goal is to put everyone's opinions together to form a total evaluation of the program. NO ONE WILL BE SINGLED OUT BY NAME OR OTHER IDENTIFYING FACTOR in compiling the total evaluation which your organization is making. However, to make the evaluation complete, we will want to ask some questions about your own background, so that we know from what position you are giving your answers. (FOR EXAMPLE: It may be that people who have worked in the program a long time see it differently from those who have recently joined it; the final evaluation should report any such difference.)

As researchers, we are not trying to evaluate the program ourselves from our own position. We are trying to help the Model City program evaluate itself. As a participant in that program, your cooperation in contributing to your evaluation is crucial in the future development of this program, and others like it.

Name of Respondent: \_\_\_\_\_

APPOINTMENT SCHEDULE

DATE	TIME	LOCATION
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

1. First of all, when did you become involved with this Model City project?  
\_\_\_\_\_ month and year

DECK 01  
7-8

2. Have you been a Staff member during this entire period?

1  Yes      2  No

9

2a. When did you begin your employment on the Staff?  
\_\_\_\_\_ month and year

10-11

3. Have you ever been involved in other Model City projects, OEO programs in general, Community Action Programs, Urban Renewal efforts, or other social action programs?

1  No      2  Yes

12

3a. Please list those community programs in which you were involved. (FOR EACH PROGRAM, ASK: Were you employed full- or part-time or were you a volunteer worker? How long were you involved?)

13-16

<u>Program</u>	<u>Employment</u>			<u>Length of Stay</u> <u>Months and Years</u>
	<u>Full</u>	<u>Part</u>	<u>Volunteer</u>	
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

4. In what position were you employed immediately prior to joining this Model City project? (PROBE: What was the title of this job? Where was this located?)

17

5. How did you happen to begin working for this Model City project?

18

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. There are many definitions of Citizen Participation. For this reason, how would you define Citizen Participation?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

6a. Is there any group concerned with the Model City Program which you feel has a very different definition of Citizen Participation? (INTERVIEWER: More than one category may be checked.)

- other Staff members in general
- the Citizens' Board
- the City Council
- the Federal Government, especially HUD
- other groups (please specify): \_\_\_\_\_

6b. From your point of view, how satisfied are you with the results of Citizen Participation by Model City residents? Are you:

DECK 02  
7

- 1  very satisfied,
- 2  satisfied,
- 3  unsatisfied, or
- 4  very unsatisfied?

7. On this card (HAND CARD 1) are possible ways citizens could be involved in planning a Model City Program. Which one most closely describes how Model City citizens are most directly involved in planning the Program? 8
- 1  not involved in planning the program in any way
  - 2  receivers of information concerning how the program is used
  - 3  sources of information about local needs to be considered in planning the program
  - 4  advisors to review the program and lend or withhold support
  - 5  policy and decision-making members of the planning team
  - 6  leaders in making decisions and developing policy
8. Do you think other Model City Staff members in general would choose the same statement you did? 9
- 1  Yes      2  No
- 8a. Since you answered No, which statement do you think most Staff members would choose? \_\_\_\_\_ (number) 10
9. Do you think Model City Citizens' Board members in general would choose the same statement you did? 11
- 1  Yes      2  No
- 9a. Since you answered No, which statement do you think most Citizens' Board members would choose? \_\_\_\_\_ 12
10. Previously, you said that the citizens are (REPEAT ANSWER TO Q. 7). Is this also how you would prefer the citizens to be most directly involved? 13
- 1  Yes      2  No
- 10a. Since you answered No, which statement is most like what you would prefer? \_\_\_\_\_ 14
11. Many reasons are given for citizen participation in the Model City Program. Which one of the reasons on this card (HAND CARD 2) do you think is the most important? 15
- 1  to increase the influence of the citizens upon those agencies which serve them
  - 2  to allow the citizens to express their needs and viewpoints
  - 3  to achieve better interaction between the citizens and the agencies which provide services
  - 4  to educate the citizens to help themselves
  - 5  to give the citizens the means to control and change their community in their own way

12. Do you think other Staff members in general would choose the same reason you did?

1  Yes      2  No

16

12a. Since you answered No, which reason do you think most Staff members would choose? \_\_\_\_\_

17

13. Do you think Citizens' Board members in general would choose the same reason you did?

1  Yes      2  No

18

13a. Since you answered No, which reason do you think most Citizens' Board members would choose? \_\_\_\_\_

19

14. The following statements are things sometimes heard about participation by the people in Model City Programs, particularly in planning such programs. We would like to know if you strongly agree, agree, disagree, or strongly disagree with them. (HAND CARD 3) (INTERVIEWER: CIRCLE RESPONSES)

- |    |   |   |    |   |    |
|----|---|---|----|---|----|
| SA | A | D | SD | a. Citizen participation makes for a more effective Model City Program.   | 20 |
| SA | A | D | SD | b. Citizen participation improves relations between people in the Model City area.  | 21 |
| SA | A | D | SD | c. Citizen participation is just another way of "using" the residents in the area.  | 22 |
| SA | A | D | SD | d. Citizen participation helps people feel more a part of the Model City area.  | 23 |
| SA | A | D | SD | e. Citizens influence the development of the Model City Program indirectly by making their needs and desires known to Model City Staff and Citizens' Board members. | 24 |
| SA | A | D | SD | f. Citizen participation provides an opportunity to speak, but without being heard.   | 25 |
| SA | A | D | SD | g. Citizens influence the Model City Program through taking part in program planning.   | 26 |
| SA | A | D | SD | h. Citizen participation in the Model City Program is really causing less exploitation of the residents.  | 27 |
| SA | A | D | SD | i. The object of citizen participation is to strengthen planning by using the experiences, talents, and ideas of area residents.                                    | 28 |
| SA | A | D | SD | j. Citizen participation is nothing more than a gimmick since the residents have not been given any real power.   | 29 |
| SA | A | D | SD | k. Citizens influence the Model City Program by reacting to projects prepared by the Model City Staff and Citizens' Board.  | 30 |
| SA | A | D | SD | l. Citizen participation in planning Model City programs is more of an illusion than reality.   | 31 |

32-33

Up to this point the questions have concerned participation by the people of the Model City area. Participation can also be looked at through another part of the Model City effort, namely the Model City Citizens' Board.

15. To begin with, which one of the groups on this card (HAND CARD 4) best describes your view of whom the Citizens' Board represents, or speaks for? 34
- 1  the common man in the Model City area (ordinary citizens)
- 2  powerful citizens in the Model City area
- 3  agencies working with the Model City Program
- a combination of the above (PROBE: What is this combination?)
- 4  common man and powerful citizens (thus, all residents)
- 5  common man and agencies
- 6  powerful citizens and agencies
- 7  common man, powerful citizens, and agencies
16. Do you think other Staff members in general would choose the same group(s) you did? 35
- 1  Yes      2  No
- | 16a. Since you answered No, which group or groups do you think most Staff members would choose? \_\_\_\_\_ (number) 36
17. Do you think Citizens' Board members in general would choose the same group(s) you did? 37
- 1  Yes      2  No
- | 17a. Since you answered No, which group or groups do you think most Citizens' Board members would choose? \_\_\_\_\_ 38
18. On this card (HAND CARD 5) are possible ways a Citizens' Board could be involved in planning a Model City Program. Which one most closely describes how the Citizens' Board is most directly involved in planning the Model City Program? 39
- 1  not involved in planning the program in any way
- 2  receiver of information concerning how the program is used
- 3  source of information about local needs to be considered in planning the program
- 4  advisory group to review the program and lend or withhold support
- 5  policy and decision-making member of the planning team
- 6  leader in making decisions and developing policy
19. Do you think other Staff members in general would choose the same statement you did? 40
- 1  Yes      2  No
- | 19a. Since you answered No, which statement do you think most Staff members would choose? \_\_\_\_\_ (number) 41
20. Do you think Citizens' Board members in general would choose the same statement you did? 42
- 1  Yes      2  No
- | 20a. Since you answered No, which statement do you think most Citizens' Board members would choose? \_\_\_\_\_ 43

21. Previously, you said that the Citizens' Board is (REPEAT ANSWER TO Q. 18). Is this also how you would prefer the Citizens' Board to be most directly involved?

1  Yes      2  No

44

21a. Since you answered No, which statement is most like what you would prefer? \_\_\_\_\_ \* (number)

45

22. The following statements are things sometimes heard about Citizens' Boards. We would like to know if you strongly agree, agree, disagree, or strongly disagree with them. (HAND CARD 3) (INTERVIEWER: CIRCLE RESPONSES)

- SA    A    D    SD      a. The members of the Citizens' Board are better able to represent Model City residents than are most other citizens or groups in the area. 46
- SA    A    D    SD      b. The Citizens' Board improves relations between people in the Model City area. 47
- SA    A    D    SD      c. The Citizens' Board does not have the power necessary to get anything done. 48
- SA    A    D    SD      d. The reason for having a Citizens' Board is to involve area residents in policy and program planning. 49
- SA    A    D    SD      e. The members of the Citizens' Board are really the leaders of the Model City residents. 50
- SA    A    D    SD      f. The Citizens' Board has very little to say about the development of programs for the Model City area. 51
- SA    A    D    SD      g. The Citizens' Board is made up of people who represent all Model City residents rather than just themselves. 52
- SA    A    D    SD      h. Other than the City Council, the Citizens' Board, not the Model City Staff, really has control over the setting up of Model City programs. 53
- SA    A    D    SD      i. The Citizens' Board should be the top of the Model City chain of command, not the City Council nor the Staff. 54
- SA    A    D    SD      j. The Citizens' Board helps people feel more a part of the Model City area. 55
- SA    A    D    SD      k. The Citizens' Board does what it wants to no matter what the Staff suggests. 56

57-58

Now we would like your opinion of some matters concerning the Model City Staff, those personnel hired to administrate the Model City Program such as the planners and their assistants, the director and his deputy, and any others in Staff positions.

23. First of all, which one of the groups on this card (HAND CARD 4) best describes your view of whom the Staff represents, or speaks for?

59

- 1  the common man in the Model City area (ordinary citizens)
- 2  powerful citizens in the Model City area
- 3  agencies working with the Model City Program
- a combination of the above (PROBE: What is this combination?)
- 4  common man and powerful citizens (thus, all residents)
- 5  common man and agencies
- 6  powerful citizens and agencies
- 7  common man, powerful citizens, and agencies



24. Do you think other Staff members in general would choose the same group(s) you did?  
 1  Yes      2  No 60
- └ 24a. Since you answered No, which group or groups do you think most Staff members would choose? \_\_\_\_\_ (number) 61
25. Do you think Citizens' Board members in general would choose the same group(s) you did?  
 1  Yes      2  No 62
- └ 25a. Since you answered No, which group or groups do you think most Citizens' Board members would choose? \_\_\_\_\_ 63
26. On this card (HAND CARD 5) are possible ways a Staff could be involved in planning a Model City Program. Which one most closely describes how the Staff is most directly involved in planning the Model City Program? 64
- 1  not involved in planning the program in any way
- 2  receiver of information concerning how the program is used
- 3  source of information about local needs to be considered in planning the program
- 4  advisory group to review the program and lend or withhold support
- 5  policy and decision-making member of the planning team
- 6  leader in making decisions and developing policy
27. Do you think other Staff members in general would choose the same statement you did?  
 1  Yes      2  No 65
- └ 27a. Since you answered No, which statement do you think most Staff members would choose? \_\_\_\_\_ 66
28. Do you think Citizens' Board members in general would choose the same statement you did?  
 1  Yes      2  No 67
- └ 28a. Since you answered No, which statement do you think most Citizens' Board members would choose? \_\_\_\_\_ 68
29. Previously, you said that the Staff is (REPEAT ANSWER TO Q. 26). Is this also how you would prefer the Staff to be most directly involved?  
 1  Yes      2  No 69
- └ 29a. Since you answered No, which statement is most like what you would prefer? \_\_\_\_\_ 70

30. The following statements are things sometimes heard about Staffs. We would like to know if you strongly agree, agree, disagree, or strongly disagree with them.  
(HAND CARD 3) (INTERVIEWER: CIRCLE RESPONSES)

SA	A	D	SD			DECK 03
				a.	The members of the Staff are better able to represent Model City residents than are most other citizens or groups in the area.	7
				b.	The Staff improves relations between people in the Model City area.	8
				c.	The Staff does not have the power necessary to get anything done.	9
				d.	The object of the Staff is to provide technical assistance to the Citizens' Board.	10
				e.	The members of the Staff are really the leaders of the residents.	11
				f.	The Staff has very little to say about the development of programs for the Model City area.	12
				g.	The Staff is made up of people who represent all Model City residents rather than just themselves.	13
				h.	Other than the City Council, the Staff, not the Model City Citizens' Board, really has control over the setting up of Model City programs.	14
				i.	The Staff <u>should</u> be the top of the Model City chain of command, not the City Council nor the Citizens' Board.	15
				j.	The Staff helps people feel more a part of the Model City area.	16
				k.	The Staff does what it wants to no matter what the Citizens' Board suggests.	17 18-19

The following series of questions asks for your opinion of the influence of various individuals and groups on the Model City Program. For each group or individual listed, we would like to know if you think they have nothing at all, very little, a moderate amount, or a great deal to do with the Model City Program. (HAND CARD 6) (CIRCLE)

31. Any organization introduces certain changes as it develops. To what extent do you feel that each of the following groups or individuals have the power to make changes in the Model City Program?

None	Little	Moderate	Great	a.	the common man in the Model City area (ordinary citizens)	20
None	Little	Moderate	Great	b.	powerful citizens in the Model City area	21
None	Little	Moderate	Great	c.	young people in the Model City area	22
None	Little	Moderate	Great	d.	the Model City Citizens' Board	23
None	Little	Moderate	Great	e.	the Model City Staff	24
None	Little	Moderate	Great	f.	you personally	25
None	Little	Moderate	Great	g.	the City Council	26
None	Little	Moderate	Great	h.	agencies having Model City contracts	27
None	Little	Moderate	Great	i.	the Des Moines Black Businessmen's Association	28
None	Little	Moderate	Great	j.	businessmen in Des Moines	29
None	Little	Moderate	Great	k.	the Federal Government, for example, HUD	30

32. Are there any other groups or individuals who have the power to make changes in the Model City Program?

1  No      2  Yes

31

32a. Please list those groups or individuals who have such power. How much power do you think they have?

None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____

33. How much power do you feel the following groups or individuals should have on the policies and activities of the Model City Program?

- |      |        |          |       |  |    |
|------|--------|----------|-------|--|----|
| None | Little | Moderate | Great | a. the common man in the Model City area (ordinary citizens) | 32 |
| None | Little | Moderate | Great | b. powerful citizens in the Model City area                  | 33 |
| None | Little | Moderate | Great | c. young people in the Model City area                       | 34 |
| None | Little | Moderate | Great | d. the Model City Citizens' Board                            | 35 |
| None | Little | Moderate | Great | e. the Model City Staff                                      | 36 |
| None | Little | Moderate | Great | f. you personally  | 37 |
| None | Little | Moderate | Great | g. the City Council  | 38 |
| None | Little | Moderate | Great | h. agencies having Model City contracts                      | 39 |
| None | Little | Moderate | Great | i. the Des Moines Black Businessmen's Association            | 40 |
| None | Little | Moderate | Great | j. businessmen in Des Moines                                 | 41 |
| None | Little | Moderate | Great | k. the Federal Government, for example, HUD                  | 42 |

34. Are there any other groups or individuals who should have power on the policies and activities of the Model City Program?

1  No      2  Yes

43

35a. Please list those groups or individuals who should have such power. How much power should they have?

None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____
None	Little	Moderate	Great	_____

35. Please list the most influential Citizens' Board members at this time in your opinion. What is the source of their influence? (influence: capable of getting things done)

NameSource of Influence

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

36. Please list the most influential Staff members at this time in your opinion. What is the source of their influence? (influence: capable of getting things done)

NameSource of Influence

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

A number of programs have been affected by the Model City effort. We would like to know your opinions on several aspects of these programs.

37. First of all, since the development of the Model City Program, how do you think agencies involved in programs you think are important reacted to the needs of the residents? Are the agencies:

- 1  much more sensitive to the needs of the residents,  
 2  slightly more sensitive,  
 3  about the same,  
 4  slightly less sensitive, or  
 5  much less sensitive to the needs of the residents?

44

38. In general, how much do you think agencies working in the Model City area have improved since the Model City Program started? Have they:

- 1  improved a great deal,  
 2  improved moderately,  
 3  improved very little, or  
 4  not improved at all?

45

39. Here is a list of approved Model City contracts and the agencies which hold them. (HAND LIST 1) With which contract have you done the most work, or are most familiar with? (PLACE A 1 IN THE BLANK BEFORE THAT CONTRACT.) With which contract are you the next most familiar with, or have done the second greatest amount of work with? (PLACE A 2 IN THE BLANK BEFORE THAT CONTRACT.) Which contracts would you rank "3", "4", and "5" in terms of your familiarity or work with them? (PLACE 3,4,5 IN THE BLANKS BEFORE THE APPROPRIATE CONTRACTS.)

## CRIME AND JUVENILE DELIQUENCY

- \_\_\_\_\_ 1001 Police Cadet Project: Des Moines Police Department
- \_\_\_\_\_ 1002 Community Corrections Center: National Council on Crime and Delinquency
- \_\_\_\_\_ 1003 Public Defender: Legal Aid Society of Polk County
- \_\_\_\_\_ 1004 Juvenile Delinquency Program: National Council on Crime and Delinquency

## HOUSING AND RELOCATION

- \_\_\_\_\_ 2001 Consumer Education and Protection Organization: Accounting Aid Society
- \_\_\_\_\_ 2002 Model City Housing Project #1: City of Des Moines
- \_\_\_\_\_ 2003 Development of Single Family Homes (Housing #2): Des Moines Housing Corporation
- \_\_\_\_\_ 2004 Home Owners and Renters (Home Management) Counseling Service: Iowa Family Service/Travelers Aid

## EDUCATION

- \_\_\_\_\_ 3001 Expanded Use of School Facilities: Des Moines School District
- \_\_\_\_\_ 3002 Continuous Development: Des Moines School District
- \_\_\_\_\_ 3003 School and Community Workshops: Des Moines School District
- \_\_\_\_\_ 3004 Job Developers: Community Improvement, Inc.
- \_\_\_\_\_ 3005 New Horizons Expansion: Des Moines School District
- \_\_\_\_\_ 3006 Vocational Training: Des Moines School District

## EMPLOYMENT AND ECONOMIC DEVELOPMENT

- \_\_\_\_\_ 4001 Occupational Upgrading: Concentrated Employment Program
- \_\_\_\_\_ 4002 Demonstration Housing: Community Improvement, Inc.
- \_\_\_\_\_ 4003 High School Equivalency: Des Moines Area Community College
- \_\_\_\_\_ 4004 Economic Development: The Des Moines Black Business Association
- \_\_\_\_\_ 4005 Employment Counseling for the Elderly: Iowa State Employment Service

## HEALTH

- \_\_\_\_\_ 5002 Adult Dental Care: Des Moines Health Center
- \_\_\_\_\_ 5005 Homemaker Health Service: Des Moines Home Care Homemaker Service
- \_\_\_\_\_ 5008 Speech Therapy for Pre-Schoolers: Des Moines School District
- \_\_\_\_\_ 5010 Health Education: City-County Health Department

## RECREATION AND YOUTH ACTIVITIES

- \_\_\_\_\_ 6001 Day Camp: Des Moines Recreation Commission
- \_\_\_\_\_ 6002 Black Forum: United Black Federation

## PHYSICAL ENVIRONMENT AND URBAN DESIGN

- \_\_\_\_\_ 7001 Increased Street Maintenance: Des Moines Public Works Department

## INCOME MAINTENANCE AND SOCIAL SERVICES

- \_\_\_\_\_ 8001 Comprehensive Child Care: Iowa Department of Social Services
- \_\_\_\_\_ 8002 Counseling for the Elderly: Child Guidance
- \_\_\_\_\_ 8003 Service Center for the Elderly: Child Guidance
- \_\_\_\_\_ 8005 Neighborhood Service Corps: Model City Senior Citizens, Inc.

40. As you know, a very important part of the Model City Program concerns the agencies holding Model City contracts. At this time we are interested in your opinions of these agencies and their clients. Here are some possible results stemming from the signing of a contract. (HAND CARD 7)
- 1) agency continues program it already had to clients it already had
  - 2) agency continues a program it already had, but adds new clients
  - 3) agency enlarges a program it already had, with greater contact with clients it already had
  - 4) agency provides a new program to clients it already had
  - 5) agency provides a new program to new clients
  - 6) insufficient information to judge what the agency has done
- 1.a. WRITE CONTRACT NUMBER OF CHOICE 1 HERE: \_\_\_\_\_ 46-47  
 You mentioned that you are most familiar with the (FIRST CHOICE CONTRACT TITLE: Q. 39) held by the (FIRST CHOICE AGENCY: Q. 39).
- 1.b. What statement best describes what this agency has actually done? \_\_\_\_\_ (statement number: If "6", go to 2.a.) 48
- 1.c. Is that what you thought this contract was supposed to allow this agency to do?  
 1  Yes      2  No 49
- 1.d. Since you answered No, which statement most closely agrees with what you thought the agency was supposed to do? \_\_\_\_\_ 50
- 2.a. WRITE CONTRACT NUMBER OF CHOICE 2 HERE: \_\_\_\_\_ 51-52  
 Your second contract choice was the (SECOND CHOICE CONTRACT TITLE: Q. 39) held by the (SECOND CHOICE AGENCY: Q. 39).
- 2.b. What statement best describes what this agency has actually done? \_\_\_\_\_ (If "6", go to 3.a.) 53
- 2.c. Is that what you thought this contract was supposed to allow this agency to do?  
 1  Yes      2  No 54
- 2.d. Since you answered No, which statement most closely agrees with what you thought the agency was supposed to do? \_\_\_\_\_ 55
- 3.a. WRITE CONTRACT NUMBER OF CHOICE 3 HERE: \_\_\_\_\_ 56-57  
 Your third contract choice was the (THIRD CHOICE CONTRACT TITLE: Q. 39) held by the (THIRD CHOICE AGENCY: Q. 39).
- 3.b. What statement best describes what this agency has actually done? \_\_\_\_\_ (If "6", go to 4.a.) 58
- 3.c. Is that what you thought this contract was supposed to allow this agency to do?  
 1  Yes      2  No 59
- 3.d. Since you answered No, which statement most closely agrees with what you thought the agency was supposed to do? \_\_\_\_\_ 60

- 40.4.a. WRITE CONTRACT NUMBER OF CHOICE 4 HERE: \_\_\_\_\_ 61-62  
 Your fourth contract choice was the (FOURTH CHOICE CONTRACT TITLE: Q.39)  
 held by the (FOURTH CHOICE AGENCY: Q. 39).
- 4.b. What statement best describes what this agency has actually done?  
 \_\_\_\_\_ (If "6", go to 5.a.) 63
- 4.c. Is that what you thought this contract was supposed to allow this agency to do?  
 1  Yes      2  No 64
- 4.d. Since you answered No, which statement most  
 closely agrees with what you thought the  
 agency was supposed to do? \_\_\_\_\_ 65
- 5.a. WRITE CONTRACT NUMBER OF CHOICE 5 HERE: \_\_\_\_\_ 66-67  
 Your fifth contract choice was the (FIFTH CHOICE CONTRACT TITLE: Q.39)  
 held by the (FIFTH CHOICE AGENCY: Q. 39).
- 5.b. What statement best describes what this agency has actually done?  
 \_\_\_\_\_ (If "6", go to Q. 41.) 68
- 5.c. Is that what you thought this contract was supposed to allow this agency to do?  
 1  Yes      2  No 69
- 5.d. Since you answered No, which statement most  
 closely agrees with what you thought the  
 agency was supposed to do? \_\_\_\_\_ 70
41. Concerning the agencies' serving Model City residents, do you strongly agree,  
agree, disagree, or strongly disagree with the following possible results of  
 Model City contracts? (HAND CARD 3) (INTERVIEWER: CIRCLE RESPONSES)
- |    |   |   |    |   |             |
|----|---|---|----|---|-------------|
| SA | A | D | SD | a. It is easier now for residents to get the services.  | 71          |
| SA | A | D | SD | b. There is now less unnecessary duplication of services.   | 72          |
| SA | A | D | SD | c. Agencies in general have changed their delivery<br>systems very little because of the new contracts. | 73          |
| SA | A | D | SD | d. The Model City Program has created greater cooperation<br>between agencies working in the area.      | 74          |
| SA | A | D | SD | e. More residents are now receiving services offered by<br>the various agencies.                        | 75<br>76-77 |
- Now we would like your opinion on a number of topics concerning the Model City Program,  
 the Model City area, and your attitudes in general.
42. In your opinion, to what extent is the Model City Program in general a success here? Is it: DECK 04  
 7
- 1  greatly successful,  
 2  moderately successful,  
 3  only slightly successful, or  
 4  not at all successful?

43. Do you think other Staff members in general would choose the same alternative you did?

1  Yes      2  No

8

43a. Since you answered No, which alternative do you think most Staff members would choose? \_\_\_\_\_

9

44. Do you think Citizens' Board members in general would choose the same alternative you did?

1  Yes      2  No

10

44a. Since you answered No, which alternative do you think most Citizens' Board members would choose? \_\_\_\_\_

11

45. One of the problems confronting some Model City residents is poverty. Which one of the following do you believe to be the primary cause of poverty? Is it:

12

1  lack of individual effort, or

2  circumstances beyond an individual's control? Or are

3  both of these causes equally important and primary, or are

4  neither of these primary causes of poverty?

46. Do you think other Staff members in general would choose the same answer you did?

1  Yes      2  No

13

46a. Since you answered No, which answer do you think most Staff members would choose? \_\_\_\_\_

14

47. Do you think Citizens' Board members in general would choose the same answer you did?

1  Yes      2  No

15

47a. Since you answered No, which answer do you think most Citizens' Board members would choose? \_\_\_\_\_

16

48. There are many things said about problems of the poor today. For the following items we would like to know if you strongly agree, agree, disagree, or strongly disagree. (HAND CARD 3) (INTERVIEWER: CIRCLE RESPONSES)

SA A D SD a. Poverty will never end until the poor themselves gain power. 17

SA A D SD b. The poor are allowed to "blow off steam" at Model City meetings, but it seldom affects the outcome of policy. 18

SA A D SD c. The poor want changes to occur right now, rather than gradually. 19

SA A D SD d. The poor are capable of running their own community action programs. 20

SA A D SD e. The Model City Program is a breakthrough in improving conditions for the poor. 21



## 48. (continued)

- |   |   |   |    |  |             |
|---|---|---|----|--|-------------|
| SA  | A | D | SD | f. The poor are suspicious of how organizations work.  | 22          |
| SA  | A | D | SD | g. The poor consider electing residents to the Citizens' Board to be meaningless.                                  | 23          |
| SA  | A | D | SD | h. The Model City Program should help the poor to help themselves.   | 24          |
| SA  | A | D | SD | i. The poor have made many strides in the last ten years in civil rights, housing, and so forth.                   | 25          |
| SA  | A | D | SD | j. The poor are not allowed to run their own community action programs.  | 26          |
| SA  | A | D | SD | k. The poor in the Model City area are powerless.  | 27<br>28-29 |
| 49. We are interested in some of your ideas about life in the Model City area. Please indicate whether you <u>strongly agree</u> , <u>agree</u> , <u>disagree</u> , or <u>strongly disagree</u> with these statements sometimes heard about Model City areas. |   |   |    |  |             |
| SA  | A | D | SD | a. Somehow or other a person gets very little stimulation from his neighbors in the Model City area.               | 30          |
| SA  | A | D | SD | b. One of the nice things about the Model City area is that nearly all of the people are cooperative and friendly. | 31          |
| SA  | A | D | SD | c. Model City gatherings create a greater degree of agreement among the residents.                                 | 32          |
| SA  | A | D | SD | d. The way in which the members of the Model City area get along together is not as good as most areas.            | 33          |
| SA  | A | D | SD | e. The way that the members of the Model City area help each other in their daily lives is better than most areas. | 34          |
| SA  | A | D | SD | f. The way in which members of the Model City area stick together is not as good as most areas.                    | 35<br>36-37 |
| 50. We are also interested in what you believe Model City residents feel about life in the Model City area.   |   |   |    |  |             |
| SA  | A | D | SD | a. Model City residents feel they have very little power to control their lives.                                   | 38          |
| SA  | A | D | SD | b. Most decisions in the lives of Model City residents are made for them by other people.                          | 39          |
| SA  | A | D | SD | c. Model City residents feel they are really a part of the Model City area.  | 40          |
| SA  | A | D | SD | d. If Model City residents had a chance, they would move out of the Model City area.                               | 41          |
| SA  | A | D | SD | e. There is a sense of community, or togetherness, among the Model City residents.                                 | 42<br>43-44 |
| 51. As you know, the Model City Program receives Government funds. Because of this tie with the government, we would like to know your opinion of Government Programs in general.   |   |   |    |  |             |
| SA  | A | D | SD | a. Government Programs have not gone far enough in this country.   | 45          |
| SA  | A | D | SD | b. Government Programs make people rely less on their own efforts.   | 46          |

51. (continued)

- SA A D SD c. Government Programs kill the spark in individuals which made this country great. 47
- SA A D SD d. Government Programs are serving to strengthen the very backbone of our nation. 48
- SA A D SD e. Most people deserve benefits they receive from Government Programs. 49  
50-51

We are interested in knowing what kind of people have chosen to become involved in the Model City effort. Thus, the final section of this questionnaire is concerned with questions about your background and experiences.

DECK 01

- 52. First of all, how old are you? \_\_\_\_\_ years 19-20
- 53. How many years have you lived in the Des Moines metropolitan area? \_\_\_\_\_ years 21-22
- 54. How many years have you lived in the Des Moines neighborhood where you now live? \_\_\_\_\_ years 23-24
- 55. Do you live within the boundary of the Model City area.  
1  Yes 2  No 25
- 56. How many years of education have you completed? \_\_\_\_\_ years 26-27
- 57. What is your occupation: (SPECIFIC TITLE:) \_\_\_\_\_ 28-29
- 58. About how many Model City Citizens' Board meetings a month would you say you have attended on the average over the past six months, or since you have been employed with the program if it happens to be less than six months? 30
  - 1  less than one meeting a month
  - 2  1 meeting a month
  - 3  2 meetings a month
  - 4  3 meetings a month
  - 5  4 meetings a month
  - 6  5 or more meetings a month
- 59. List the Model City committees (task forces and other committees) of which you are a member. (NOTE: If R feels that listing various Model City memberships destroys anonymity, ask the total number of such committees on which he/she serves, and write it in the first blank below.) 34


60. We would like to know how many other organizations you belong to, and how active you are in them. Please name those you belong to, whether they are in Des Moines or elsewhere; INTERVIEWER: THEN ASK OTHER QUESTIONS FOR EACH ORGANIZATION. (Note: If R feels that naming a particular organization destroys anonymity, attempt to complete the other columns anyway.)

32-34

Name of Organization	Do you attend meetings regularly?		Do you pay dues or give contributions?		Are you a member of any committees?		Are you an officer?	
	Yes	No	Yes	No	Yes	No	Yes	No

(PROBE: Are there any other groups you may have missed, such as parent-teacher groups, professional or business groups, labor unions, church groups, fraternal societies, or charity organizations?)

61. One item generally thought to be a good measure of social class is income. Thus, in which category on this card (HAND CARD 8) does the total income in your household for the past year fall? (Include all sources, employment and other.)

35-36

- 01  less than \$1,000    05  \$4,000 to \$4,999    08  \$9,000 to \$11,999  
 02  \$1,000 to \$1,999    06  \$5,000 to \$5,999    09  \$12,000 to \$14,999  
 03  \$2,000 to \$2,999    07  \$6,000 to \$8,999    10  \$15,000 to \$24,999  
 04  \$3,000 to \$3,999    11  \$25,000 or more

62. An income of a certain amount means something different to a household of 2 and a household of 6. For that reason, what is the number of people supported by this income? \_\_\_\_\_ (number)

37-38

DO NOT ASK:

63. Respondent's Sex: 1  male    2  female    39

64. Respondent's Race: 1  Black    2  White    3  Other    40

ASK IF ANY QUESTIONS.      THANK RESPONDENT.

## APPENDIX D: AGENCY SURVEY GUIDE

The questions listed on the APPENDIX D pages were used as a guide in meetings with personnel from eight agencies holding Model City service contracts. Since the interview sessions were relatively informal, the unstructured interview approach was used. Thus, the questions most appropriate to the situation of the respondent were asked. Questions concerning the general areas of relations with the Model City Agency and relations between agencies holding service contracts were used as an introduction to the respondent's knowledge of and attitudes toward interagency cooperation.

1. Who is your most frequent Model City Agency (MCA) contact? (title/position)
2. Who is your most important MCA contact?
3. Are there others in your agency in contact with the MCA with some degree of frequency?
4. What is the usual form of your contact with the agency: meetings, phone, informal, memo, and/or other?
  - a. How often do you use each type indicated?
  - b. Which type is most useful?
5. What are the major topics of your contacts with the MCA: delivery of services, specific client needs, other general policy problems, and/or personnel and supervision?
6. When do you know best at the MCA?
7. Could you give me any particular events illustrating the state of your agency's relations with the MCA?
8. Have you received verbal or written classifications from others in your agency about what the relationship between MCA and your agency should be?

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  - a. How often do you use each type indicated?
  - b. Which type is most useful?
5. What are the major topics of your contacts with the MCA: delivery of services, specific client needs, other general policy problems, and/or personnel and supervision?
6. Whom do you know best at the MCA?
7. Could you give me any particular events illustrating the state of your agency's relations with the MCA?
8. Have you received verbal or written communications from others in your agency about what the relationship between MCA and your agency should be?

9. Have you initiated any such communications?
10. Does your agency have any written documents concerning policy or relations with the MCA?
11. How satisfied are you with the amount and kind of contact you have with the MCA?
12. Are there any changes you would like to see, either in your agency or the MCA, in regard to your agency's work with the Model City program?
13. If you were rewriting the contract, are there any changes you would make at this time?
14. Have there been any problems working on your Model City service program where you think the MCA played too much, or too little role, particularly with other organizations?
15. Do you feel there is adequate give and take between your agency and the MCA for a productive working relationship?
16. In terms of your agency's goals, has your experience with the Model City program represented more of a cost or a benefit?
17. Other than funds, are there any other benefits to your agency from contact with the Model City program?
18. Has service to clients changed any since the initiation of the Model City program?
19. Do Model City clients present any different problems than your other clients?
20. Do you feel that your agency is under any obligation to the MCA?
21. Has the Model City program made for changes in your program or clients?
22. Do you have a separate division for dealing with Model City service contracts?
23. How have you handled staff needs for the Model City service contract?
24. Could services your agency provides continue without the Model City service contract?
25. What percent of your operating budget is obtained from your Model City service contract?

26. Do you have contact with any of these agencies? (Respondent was handed a list of agencies holding Model City service contracts plus other agencies in the area.)

(The following series of questions was asked for each agency the respondent mentioned.)

27. What kind of ties do you have with this agency?
28. How often do you have contact with this agency?
29. Do you receive or give each other clients, financial support, physical resources, services, or other items?
30. Has the MCA played any important role in your relationship with this agency, or has the MCA caused any problems in your relations with this agency?
31. Has this agency's contract with the MCA influenced your work?
32. Have you ever gotten together with that agency concerning Model City matters?
33. At what levels do you interact with that agency: board, director, agency workers, and/or clients?
34. Could the MCA do anything more to assist in your agency's relationship with the MCA itself?
35. The MCA is supposed to help in the coordination of services. Is such coordination needed? Is the MCA succeeding in aiding coordination?

