Toward the Development of an Information Service on Poverty Problems for Community Agencies and Groups in the Omaha Standard Metropolitan Statistical Area

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Robert Simpson
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Introduction

This study can be viewed as a problem in applied social science. How can the resources of the University, in this case the Center for Urban Affairs of the University of Nebraska at Omaha, be mobilized to provide a social intelligence function for agencies and citizens groups working on community problems in the Omaha SMSA.

More specifically the objective is to expand and utilize the poverty-related content of the Center for Urban Affairs data bank in such manner as to aid local agencies and groups who are working on poverty-related problems. The assistance is to take the form of reports that are prepared for distribution to local agencies and groups and which will be useful to them in their planning and evaluation functions. In this way the project consists of resource development for poverty-related agencies and groups.*

The proposal under which the project was funded called for the preparation of reports for distribution to local agencies and groups. It also indicated that CUA would assume responsibility for continuing this kind of service to the community. In this study, therefore, we have not only prepared reports for distribution in the community, but

*This project was funded under Title I of the Higher Education Act of 1965, account number H00-4109-09. The author assumed responsibility for the project in connection with his position as part-time Research Fellow in the Center for Urban Affairs at the University of Nebraska at Omaha. He wishes to thank the Directors and personnel of the Center and his colleagues in the Department of Sociology at UNO for providing him the resources, time and flexibility necessary to complete the project. In particular, he wishes to express his gratitude to Mr. Jerry Hull for his interviewing and analytical contributions to the study. Miss Gail Kara also contributed significantly to the library research aspect of the study. Miss Kara and Mr. Hull, at the time, were graduate students in Sociology at UNO.
also have given considerable attention to the question of continuity. We have attempted to suggest in some detail mechanisms that might be built into the structure of a continuing information service by the University, through CUA, to the community.
I. Evaluatively Useful Information

This project is based on at least four assumptions. 1) Local government agencies and citizens groups, in developing a set of criteria for enhancing decision making and program evaluation within their own group, need to supplement their own experience with information that summarizes the experience of others who work with the same or similar problems. 2) Capsule summaries of selected literature, periodically updated, constitute one major source of such external information. 3) University Centers, geared to community service roles, constitute the most feasible mechanism for offering such information services. 4) University situated specialist on poverty are not singularly the best judges of what is useful information.

These assumptions are based not only on needs expressed by personnel of local groups and agencies but also on the observation that federal and foundation grants are tending to emphasize the assumption of local initiative in program development and evaluation. We see Universities of local or regional scope developing a role in relation to their "communities" that parallels the relation that a number of Universities of national scope have developed with the Federal government. Increasingly the latter are working with federal departments and their personnel in the development and evaluation of federal programs that have been designed to solve human problems at the national level.* Vigorous local universities could assume a similar role in relation to the solution of human problems at the local level.

*For example, we refer to the current role of various universities, notably Harvard and M.I.T., who are working with the executive branch of the Federal Government in devising a set of "social indicators" by which annually to assess the state of "well being" for the nation as a whole in a manner similar to that by which the state of the national economy is determined by "economic indicators."
The widespread development of "data banks" in Universities throughout the land suggest that the gathering, storing and distribution of information is seen as an important dimension to such a role, however, assessments of data banks commonly show that they are not extensively used.

The further development of the University's role as a source of information to the community, then would seem to require greater attention to the question, "What constitutes useful information?" However, this kind of role for local universities and colleges is not yet highly developed. Data banks have been established in many; however, assessments of such information services commonly indicate that they are not being extensively used.

This project, in fact, is designed, in part, to identify the kinds of information, regarding poverty-related problems, which would be most useful to local agencies and groups working with such problems. This type of information could then be added to the relatively undeveloped holdings on poverty related problems contained in the CUA Data Bank. The principal aim of this study is to identify and then distribute information that is pertinent to local agencies in their decision making and evaluation activities, in short, information that is evaluatively useful.

The "evaluative usefulness" of information can be viewed as a variable. It can range from information that explicitly identifies criteria which personnel can directly apply to the planning and evaluation efforts to their agency or group, to information from which personnel must generate their own criteria. The former constitutes information that is high in evaluative usefulness, the latter would be information that has low evaluative usefulness. Information from which CUA personnel might abstract criteria which agency and group personnel can directly apply to their operations...
could be viewed as information in the medium range of evaluative usefulness. Information that offers no help in the development of standards would have no evaluative usefulness.

In this project we have prepared reports which summarize current literature for distribution to agencies and citizens groups in the Omaha SMSA. The intent of such reports is to provide them information that is rich in evaluative usefulness. However, we do not assume that the information provided in the reports, in its current state, is uniformly useful; rather the reports have been prepared in order to gain feedback from agencies and citizens' groups which will give CUA personnel some indication of the kinds of information that are found by agencies and groups to be most useful as a source of operating criteria. Subsequent analysis of this feedback data should assist CUA in developing guidelines for selecting literature to be surveyed in subsequent reports prepared by the Center for distribution to local agencies and groups.

It is the eventual aim of CUA to develop an information service with maximum utility for those local agencies and groups that are involved in the solution of community problems indigenous to the low-income sectors of the population in the Omaha SMSA. We contend that this aim can best be realized if the service is structured so as to provide some pattern of interaction similar to that described above, between the agencies and groups being served and the CUA personnel who are administering the information service.

In our judgment, information that is useful as a source of criteria for group planning and evaluation would have at least three characteristics—relevancy, effectiveness and efficiency.
By efficiency, we mean minimum time lag between the initial request of an agency or group for information and delivery of that information by CUA. Many, if not most, problems that agencies and groups confront require action before a "study" can be done. This could be one of the major factors accounting for the paucity of data bank usage. By the time available data can be analyzed to produce information pertinent to the solution of a problem, the agency or group, due to its operating exigencies, has already made a decision on the problem and committed itself to a course of action.

We view efficient delivery of evaluatively useful information as primarily a technological problem, of electronically storing information in a manner that allows immediate retrieval. This in turn is heavily dependent upon the nature of the information and how it is stored. These considerations, however are dependent on what we call the "relevancy" and "effectiveness" of useful information. This project focuses, therefore, on the issues of effectiveness and relevance and does not deal with the question of efficiency as solution of the latter problem is contingent upon resolution of the first two.

By effectiveness we mean delivery of information that is of maximum utility to the client; that is, an information service is effective when it delivers a maximum of evaluatively useful information which bears on the client's problem and involves a minimum of overlap with information he already possesses.

Agency and group personnel, by virtue of their own training and experience, already possess varying amounts of information that is evaluatively useful. In many cases their fund of such knowledge may exceed that of the university personnel who are administering an information service. It is
for this reason that the structure of an information service as it is
being proposed in this study contains a feedback mechanism designed to
give those administering the service an indication of the types of evalu-
atively useful information needed by agency and group personnel.

Finally, evaluatively useful information should be relevant.
Relevant information is that which applies to the client's operation at
the most concrete level possible; the more concrete the information, the
more relevant it is.* This study aims at relevance by limiting its focus
to two specific problems of the poor. Rather than prepare one report
and presume it to be evaluatively useful to all problems of poverty and to
all agencies and citizen's groups working with such problems, we have
prepared two reports, one on housing and the other on manpower. Each
report is to be distributed only to those local agencies and groups working
on these specific problems of the poor. We confined our focus to two
areas in order to fit the study to the resources allowed by the grant under
which this study was done. We selected housing and manpower because, in
the judgment of many persons working on poverty related problems in this
area, housing and employment are the two most critical problems currently
confronted by the poor in the Omaha SMSA.

*Relevance might be viewed as one of the characteristics of applied
knowledge; it needs to be "practical" in the sense of contributing to the
solution of specific problems. The knowledge of "pure science" that is
generated through "basic research," by contrast, aims at the accumulation
of abstract and general knowledge consisting of propositions that apply
to as wide a range of phenomena as possible. This does not necessarily
diminish the applied significance of pure knowledge; in fact such proposi-
tions would be preferable in the applied sense when a single proposition
can contribute to the solution of a number of specific problems. This
line of argument suggests a complementary relationship between the enter-
prises of "pure" and "applied" science; if the tools of "pure science" are
used in developing more general propositions regarding the concrete know-
ledge generated be applied science, then the overall contributions of social
science to the solution of human problems can be enhanced.
II. Research Procedures: Current and Continuing

A specific research procedure was involved in the preparation of these two reports; Diagram IIA below summarizes that procedure.

Diagram IIA
Research Procedures

Housing
1. Interview a cross-section of local housing agencies and groups.
2. Develop a working definition of evaluatively useful and relevant information from analysis of interview data.
3. Survey literature for such information and prepare report for distribution to all local agencies and citizen’s groups currently involved in housing for the poor.
4. Solicit feedback from groups regarding the report as a source of evaluatively useful information.
5. Adjust working definition of evaluatively useful information from analysis of feedback and apply to preparation of next report.

Manpower
Survey literature and select material deemed to be evaluatively useful. Prepare report for distribution to all local agencies and citizen’s groups currently involved in manpower problems.

Solicit feedback from groups regarding the report as a source of evaluatively useful information.

Adjust working definition of evaluatively useful information from analysis of feedback and apply to preparation of next report.

As one can see in this diagram the housing research procedure involved an initial effort to extract from interview with selected representatives of agencies and group definitions of what they view as useful kinds of information. These definitions then guide the selection and preparation of capsules of information from extant literature regarding low-income housing problems and their solutions. This information is then distributed to agencies and citizen groups involved in housing problems. Finally, through
analysis of data from a feedback mechanism, the researcher finds out what information is judged by agency personnel to be most useful. This, then, provides researchers some possibly reformulated guidelines for selecting material to be included in the next report.

Thus through interviewing, report preparation, and feedback from those who receive the information reports CUA researchers and housing agency and citizen group personnel are linked together in a process designed to maximize relevance and effectiveness in the identification and distribution of evaluatively useful information. Also provision for possible reformulation and change of the criteria of evaluative usefulness from one report to the next is built into the procedure. It is proposed then that this procedure provides the nucleus of a structure by which CUA could establish a continuing information service to agencies and groups working on poverty related problems in the Omaha SMSA.

Examination of Diagram IIA also shows, however, that the interview phase of the procedure is included only in the preparation of the housing report. Data was initially collected by interviews with agency and citizen group persons involved in local low-income housing problems. Interviews probed for their definitions of and solutions to local housing problems; inter-agency and inter-group relations; relationships between agencies or groups and their clients; and the nature of information that they need in addition to what they now have. (See Appendix A)

The questions were stated in an open ended manner to enhance the respondent's opportunity to structure his own response. The data collected was then analyzed with the aim of developing criteria for selecting literature and for organizing the subsequent report in a manner that would be evaluatively most useful to the agencies and groups to whom the report was to be sent.
This interviewing phase was omitted in the manpower report. In all other respects the plan of research in preparing the two reports is the same: they both contain summaries of information that are designed to gain specific feedback from respondents.

This variation in procedure was designed to give us some rough indication as to how important direct interviews are to the process for identifying information that is evaluatively most useful to agencies and groups. Can equally effective relevant and useful information be gathered by dispensing with direct interviews and relying wholly on the survey of literature by CUA personnel and indirect feedback from clients? An answer to this question has important implications for the nature and extent of resources that CUA would need to commit to produce a viable information service of this sort. We would conclude that the relatively expensive and time consuming interview phase is not necessary to the overall procedure if analysis of feedback from the two reports indicates that information in the housing report is judged by respondents to be substantially no more useful than information found in the manpower report.*

The main objective of the proposal that was funded for this study called for the preparation of reports to be distributed to community groups involved in the problems of the low-income sector of Omaha's population (Stage 3). Copies of these reports are incorporated in subsequent sections of this monograph. It will be noted that the manpower report has been prepared in a manner to solicit feedback from those agencies and groups to whom copies are

*This procedure admittedly is not a rigorous test of the importance of interviewing in preparing information that is evaluatively useful. A more rigorous test would have varied the procedure within each report. Our resources were not sufficient to allow this procedure.
sent. This characteristic of the reports is designed to facilitate continuation of research beyond the limits of this grant by CUA toward the development of a continuing information service for the community.

This monograph however does not map out a complete program for such a service. The author envisions, for example, that a complete service might take the form of a periodical—a journal of applied knowledge for the urban poor—published regularly by CUA with distribution limited to the Omaha-Council Bluffs SMSA or at most the local region.**

**It might be noted that this is essentially the concept that guided the eminently successful social science periodical Transaction when it was started under funding by the Ford Foundation in 1963. It may also be worth noting that a member of the current UNO faculty was production editor for Transaction during the first five years of its existence.
III. Results of Housing Interviews

This section discusses the results of the housing interview phase that was built into the research design of this study. These results have been used to guide the selection and organization of materials that make up the "Housing Information Selector".

The procedure with regard to housing was to interview a key person in each of eight government agencies and citizens groups active with regard to housing problems in Omaha. In this manner we hoped to gain information which would reflect something of the range of housing groups currently active in Omaha.

Four of the persons interviewed hold professional positions within some government or church agency which is involved to some degree in housing for low-income families. The remaining four interviewees hold a leadership position in some locally-organized group whose membership consists of citizens who volunteer their time and skills to activities which focus on low-income housing problems. The term "agency" will henceforth be used to identify the former set of groups and "citizen's groups" to designate the latter; each is identified in the following list:

A. Agencies:
   A neighborhood center of a local community action organization.
   An office of city government involved in relocation.
   A local office of a federal housing agency.
   A religious social action agency.

B. Citizen's Groups:
   A neighborhood community council.
   A tenant organization in public housing.
   A volunteer coalition to coordinate housing activities.
   A volunteer research and political action group.

Our intent was to use an interview instrument consisting of a number of open-ended questions designed to probe the origin and purpose of each
group, the major problems they confront in their work, the solutions that they visualize for these problems, and their suggestion as to how CUA might be of service to them.

From this information, particularly on purposes, problems and solutions, we isolated some of the focal concerns of the groups—both those that they shared as well as those that are more specific to their separate charters. These concerns then guided a search of literature that might be useful, particularly to the evaluation and policy-making function of such groups. Summaries of this information were prepared and combined into a report (Part B: The Housing Agency Information Selector) for submission to all housing groups and agencies that are currently active in Omaha.

We asked each of the eight persons interviewed to identify the most crucial housing problems in Omaha. The forty-four responses to this question could be arranged into sixteen separate problems. However, three of these were mentioned by one respondent only while six others were mentioned only twice. We eliminated these, confining our attention only to those problems that were identified by at least three respondents. Table III A lists the remaining seven problems arranged by the number of times they were mentioned during the interviews.
Table III A

Frequency of Problem Identification

<table>
<thead>
<tr>
<th>Crucial Problems</th>
<th>No. of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Available housing sub-standard or deteriorated</td>
<td>7</td>
</tr>
<tr>
<td>Insufficient availability of housing</td>
<td>5</td>
</tr>
<tr>
<td>Federal programs (235) not serving housing needs of low-income persons</td>
<td>4</td>
</tr>
<tr>
<td>Relocation of families</td>
<td>4</td>
</tr>
<tr>
<td>Lack of money for construction of new low income housing</td>
<td>3</td>
</tr>
<tr>
<td>&quot;Filth&quot; (rats, roaches, litter, sewers)</td>
<td>3</td>
</tr>
<tr>
<td>Laws, ordinances, rules not enforced</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>29</strong></td>
</tr>
</tbody>
</table>

These seven problems were mentioned a total of twenty nine times during the eight interviews, accounting for two-thirds of all forty four responses by which "most crucial" housing problems were identified by respondents. These seven most frequently mentioned problems can further be combined into two major categories. The two most frequently cited problems have to do with the insufficient supply of housing on the one hand and the substandard condition of low income housing that is available on the other. Each of the remaining five problems fall into one of these two categories. Under the category of "insufficient availability" we can place federal programs that are not serving the housing needs of the poor, relocation and the lack of money or funding for the construction of new housing. Under the heading of "sub standard conditions" we include the problems of relocation, the enforcement of statutes and "filth."

We can also fit some of the other problems that were mentioned by only two respondents into these two types of problems. "Overcrowding" in
housing units is associated with sub standard conditions. The problem of insufficient supply of residences owned by low-income families, and the lack of economic profit in the rehabilitation of deteriorated units that could be renovated can be placed under the category of "insufficient availability". 

Table III B below summarizes the categories of "sub standard conditions" and "insufficient availability".

Table III B

<table>
<thead>
<tr>
<th>Type of Problem</th>
<th>No. of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Sub-standard Conditions</td>
<td></td>
</tr>
<tr>
<td>Filth</td>
<td>7</td>
</tr>
<tr>
<td>Non-enforcement of statutes</td>
<td>3</td>
</tr>
<tr>
<td>Rehabilitation (not profitable)</td>
<td>2</td>
</tr>
<tr>
<td>Residential Overcrowding</td>
<td>2</td>
</tr>
<tr>
<td>Sub Total</td>
<td>17</td>
</tr>
<tr>
<td>B. Insufficient Availability</td>
<td></td>
</tr>
<tr>
<td>Inadequate Federal Programs (235)</td>
<td>4</td>
</tr>
<tr>
<td>Relocation</td>
<td>4</td>
</tr>
<tr>
<td>Lack of Construction Money</td>
<td>3</td>
</tr>
<tr>
<td>Resident-owned Units</td>
<td>2</td>
</tr>
<tr>
<td>Sub Total</td>
<td>18</td>
</tr>
<tr>
<td>TOTAL</td>
<td>35</td>
</tr>
</tbody>
</table>

According to Table III B we see that over eighty percent of all responses 35/44 by which housing problems were identified fall into the categories of either insufficient supply of housing for low-income persons or relate to sub standard conditions in housing available to low-income families. The former category accounts for forty-four percent of all responses, the latter for thirty-seven percent of the total.
Before discussing the implications of these findings for the development of an information service for housing groups and agencies in Omaha, we shall first determine whether or not there is any difference between housing problems identified and the kinds of housing groups that are currently active in this metropolitan area; that is, do we see any differences between "agencies" and "citizens groups" in terms of what they identify as local problems in low-income housing? The distribution of the two major types of housing problems between agencies and citizen's groups is shown in Table III C below:

Table III C

<table>
<thead>
<tr>
<th>Type of Housing Problem by Type of Local Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of Problem</td>
</tr>
<tr>
<td>Sub standard Conditions</td>
</tr>
<tr>
<td>Citizens' Groups</td>
</tr>
<tr>
<td>7</td>
</tr>
<tr>
<td>Agencies</td>
</tr>
<tr>
<td>10</td>
</tr>
<tr>
<td>Insufficient Availability</td>
</tr>
<tr>
<td>Citizens' Groups</td>
</tr>
<tr>
<td>8</td>
</tr>
<tr>
<td>Agencies</td>
</tr>
<tr>
<td>10</td>
</tr>
</tbody>
</table>

n=35

From Table C we note that agency representatives who were interviewed identified more problems than their cohorts in citizen groups, twenty compared to fifteen. Further, both agency and citizens group concerns were equally distributed between the two types of housing problems. However, among certain kinds of citizens' groups, we found a paucity of concern for enlarging the supply of housing. Tenant and neighborhood councils, who are attempting to influence the residential conditions under which they live, seem to focus their interest on the problems of substandard housing conditions and express little concern with problems of housing availability.
The tenant councils, unlike all other groups and agencies represented, identify their major problems as gaining access to, and influence with, those who have the greatest command over the residential conditions under which they live, namely officials of the Omaha Housing Authority.

The two groups working at the neighborhood level, one a citizens' group and the other an agency, appear to have access to the local officials in government, business, and industry who figure prominently in the problems they have. Their perceived influence on such figures, however, seems to vary from modest to little or none. In any event they do not identify accessibility to housing leaders as among their major problems.

A closer inspection of our data also shows internal variation between the two kinds of housing groups within each major category of housing problems. Table III D depicts this variation within the category of Substandard Conditions.

<table>
<thead>
<tr>
<th>Kind of Substandard Problem</th>
<th>Economics of Rehabilitation</th>
<th>Statute Enforcement</th>
<th>Residential Overcrowding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizens' Groups</td>
<td>0</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Agencies</td>
<td>2</td>
<td>0</td>
<td>2</td>
</tr>
</tbody>
</table>

Citizen groups mention neither the economic infeasibility of rehabilitation nor "overcrowding" in residential units, but emphasize the problem of statute enforcement. The agencies, on the other hand, identify both the economic infeasibility of rehabilitation and "overcrowding" as problems, not mentioning statute enforcement this variation suggests that agencies are
more sensitive to the economic constraints that confront rehabilitation goals while citizen groups are more concerned about legal and political factors that constrain efforts to solve sub standard housing problems through rehabilitation of existing low income housing. In all other kinds of sub standard problems there is little or no difference between citizen and agency groups.

Table III E shows the nature of variation between agencies and citizen groups regarding their emphasis on problems of housing availability.

Table III E
Variation in Emphasis on Problems of Insufficient Availability of Housing

<table>
<thead>
<tr>
<th>Kind of Availability Problem</th>
<th>Ratio of Rented to Owned Homes</th>
<th>Inadequacy of Federal Programs (235 etc.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizens' Groups</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Agencies</td>
<td>0</td>
<td>3</td>
</tr>
</tbody>
</table>

Within the category of "insufficient availability" of housing, Table III E shows that agencies did not mention the problem of supply of resident-owned units in relation to rental units for low income families while citizen groups expressed concern in this area. Agencies, however, expressed more concern than did citizens' groups about the adequacy of federal programs, particularly those designed to provide occupant owned housing for low income families.

In summary, citizen groups tend generally to be as concerned as agencies about inadequacies in the supply of housing in Omaha. However, within this category they express a unique concern for a more adequate ratio between rented and occupant owned properties for low income families. Agencies, on the other hand, express a more unique interest in the adequacy of federal pol-
icy and programs regarding ownership.

Within the category of sub standard conditions, only agencies mention residential "overcrowding" and the economic feasibility of rehabilitation as a crucial problem while citizens groups are alone with their concern for housing statute enforcement. With regard to all other problems identified in this study, both citizen groups and agencies share a similar concern.

The results of this analysis suggest the following guidelines for a potential CUA information service to groups and agencies currently working on low income housing problems in Omaha. Such an information service should provide information on the following:

1. Current information must be collected pertaining to programs and resource allocations that are particularly effective with regard to the general problems of low income housing availability and sub standard housing conditions.

2. With regard to the general problem of housing availability, there is need particularly for such information on adequate federal programs and sources of funding to make rehabilitation and construction of new units for resident ownership economically feasible.

3. With regard to the general problem of substandard housing, specific information on code enforcement, overcrowding in residences, "filth" and relocation of displaced families would be of particular utility to Omaha housing groups.

By and large we see little difference between local citizen's groups and agencies as to the kinds of housing items they identify as "problems". The eight groups covered in this study plausibly represent the range of groups which focus on the problems of low income housing in Omaha. We see no reason why all of the above information would not be viewed as useful by both citizen groups and agencies. The CUA information service should, therefore, distribute information which it accumulates, reflecting effective approaches and solutions for the above problems to both kinds of groups. Tenant and neighborhood councils constitute a possible exception to this generalization. They express relatively little concern for general problems of housing
availability, since such information may be relatively less important to them. However, information regarding effective strategies of gaining access to and influence over community leaders whose positions are crucial to the housing interests of these kinds of groups may be especially useful.

Respondents also were asked to suggest solutions to the housing problems confronting the low income sector of the Omaha population. The eight persons interviewed gave twenty-seven responses covering twelve specific suggested solutions.

Strongest support was given to the need for a city-wide "watch dog" agency or group with a scope sufficient to encompass the total picture of low income housing conditions in the metropolitan area and with power sufficient to gain action on problems which are manageable within the limits of locally realizable resources. One currently active citizen group, a coalition of volunteers involved in housing activities, was identified as a feasible start in this direction. One-fourth of the responses to the question on amelioration of problems identified this as a solution.

Twelve of the remaining responses (45% of the total) suggest solutions that can be organized according to the two major categories that emerged from analysis of data on housing problems. Seven responses suggested solution to problems of "insufficient availability" of housing while five focused on "sub standard conditions." Table III F shows the number of respondents who suggested each solution to current housing problems in Omaha.

Table III F

<table>
<thead>
<tr>
<th>Solution</th>
<th>No. of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. A city wide organization</td>
<td>7</td>
</tr>
<tr>
<td>B. Solutions to Problem of Insufficient Availability</td>
<td></td>
</tr>
<tr>
<td>- Increased Federal investment in new housing construction (2)</td>
<td>2</td>
</tr>
<tr>
<td>- Building low cost replacement housing (4)</td>
<td>4</td>
</tr>
<tr>
<td>- Rehabilitation of renovatable housing (1)</td>
<td>1</td>
</tr>
</tbody>
</table>
C. Solutions to Problem of Substandard Conditions

- Statute enforcement (3)  
- Housing maintenance programs (2)  

Thus we see that nineteen, or fully seventy percent, of the twenty-seven suggested solutions to low income housing problems in Omaha fall into these three main categories of solutions. Solution of problems involving relationships between residents and public officials, such as increased participation of residents in housing policy decisions and sensitivity programs for public officials, account for an additional eight percent of suggested solutions.

Though both citizen groups and agencies view the city-wide organization as an important solution to current problems, again, as in the data on housing problems, we see some variation in the other types of solutions emphasized by these two kinds of groups.

<table>
<thead>
<tr>
<th>Type of Solution by Kind of Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of Solution</td>
</tr>
<tr>
<td>To Problems of Insufficient</td>
</tr>
<tr>
<td>Availability</td>
</tr>
<tr>
<td>Citizen's Groups</td>
</tr>
<tr>
<td>1</td>
</tr>
<tr>
<td>Agencies</td>
</tr>
<tr>
<td>6</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>To Problems of Substandard Conditions</td>
</tr>
<tr>
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Table III G shows a strong tendency for agencies to emphasize solutions to problems of housing availability while citizens' groups stress substandard housing solutions.

What implications do these findings have for the development of an information service by CUA. It is plausible to assume that anyone who is
caught up in any complex and malfunctioning social situation will be able to identify more problems than solutions for that situation. The most cursory knowledge of the history of efforts by government to ameliorate housing conditions of the low income sector of the population in this country, beginning with legislation in New York State in 1856, indicates clearly that problems have always outstripped solutions. This is indicated also by the limited data of this study. There were forty-four responses to our question asking respondents to identify problems while there were only twenty-seven responses to the question regarding solutions. Knowledge of the kinds of solutions envisioned by groups working on problems of low income housing, then, gives us some indication as to the direction of their overall efforts, given the resources available to them. This knowledge might also indicate the direction they would take if additional resources, always in short supply, were forthcoming.

The information, summarized above, on "solutions" does not, however, suggest any extensive addition to criteria for selecting information that were suggested by the housing "problems" data previously analyzed. It does suggest that information concerning the experience of other cities with city-wide organizations for handling the myriad of problems connected with low-income housing would be of interest to local groups in Omaha. Beyond this, the solutions emphasized by our respondents tend to be logical extensions of the major problems identified, ("insufficient availability," "substandard conditions") and resident participation in the process by which housing decisions are developed and expedited. We infer, in other words, that the data on "solutions" reinforces the data on problems which indicated that housing groups in Omaha would be most interested in information that is pertinent to these concerns.
Table III G (previously shown) does seem to suggest that citizen groups and agencies differ in emphasis; the former focusing on solutions to problems of substandard conditions, the latter on solutions to problems of insufficient availability of low-income housing. We do not think this difference, however, is so great as to suggest that separate information reports be prepared for separate distribution to each of these two kinds of groups. However, it does suggest to us that the documents distributed might be most useful if the information distributed were grouped according to these categories of interest. The initial report on housing that we have prepared for distribution and which appears in this document as part of Chapter IV, adopts this guideline for the organization of information.
IV Instruments for Information Selection and Distribution

The main task of this project was to select and organize evaluatively useful information for distribution to personnel engaged in the housing and manpower problems that confront low income sectors of the local population. The two documents, parts A and B of this chapter, would serve this purpose by establishing a continuing, two way flow of communication between community groups and agencies and CUA personnel.
A: THE HOUSING AGENCY INFORMATION SELECTOR

An instrument to develop criteria for selecting from housing literature information that is useful and informative to the evaluation efforts of local housing agencies and groups.
The Center for Urban Affairs at UNO has been enlarging its holdings of documents pertaining to low-income housing. We are attempting now to develop a set of criteria for selecting from current and subsequent housing literature information that will be especially useful to local housing agencies and groups in their efforts to evaluate their programs and set policy. We hope, eventually, to develop some mechanism whereby such information can be periodically distributed to local agencies and groups working in this area among the poor.

This document has two objectives. It constitutes our first effort to gather and distribute information that is useful to groups like your own. Some time ago we interviewed a number of persons from various local groups and agencies currently at work on solving the housing problems of the poor in Omaha; the intent was to gain some indication of the kinds of information that local housing groups are most likely to find useful. The content of this document combines the results of these interviews with our review of recent housing literature.

The second purpose of this document is to provide CUA some feedback from you which is designed to give us some notion of how useful you have found this document to be. In this way we hope to improve subsequent reports we would like to prepare for you. Thus, the two fold purpose of this document is to provide you with information and us with a basis for improving our selection of information for future reports.

We hope that you will find the material covered in these pages useful to your group or agency in the determination of policy and the evaluation of your program. Also, we want to express our appreciation to you for giving so generously of your time and effort in participating in this project. From your response we hope to devise ways of providing for you an information service that will be relevant and significant for the very important and demanding tasks confronted by you and your group.
Introduction

The Center for Urban Affairs at UNO has been enlarging its holdings of documents pertaining to manpower development. It is now attempting to develop a set of criteria for selecting, from current and subsequent manpower literature, information that will be especially useful to local manpower agencies in their efforts to evaluate their programs and set policy. We hope, finally, to develop some mechanism whereby this information can be periodically distributed to local agencies and groups working in this area among the poor.

This instrument is designed to gain your judgment concerning information that can be of most use to you and your agency. From your response, and those of others working in the manpower area, we plan to develop criteria with which we can select from the literature that information which can be most useful in the areas of program evaluation and policy determination.

The instrument is divided into three parts, each representing a different kind of source for information. Part One analyzes and summarizes the most current CUA report on manpower agencies and activities in the Omaha metropolitan area.

Part Two focuses on the manpower literature treated in the Poverty and Human Resources Abstracts during the year 1970. Section A provides information based on our analysis of available materials across the range of manpower development functions. Section B presents a series of sketches summarizing the content of a selected number of published documents and reports regarding manpower activities in which special attention has been given to material pertaining to program evaluation.

Part Three analytically describes and diagrams the structure of roles and relationships implied in a specific piece of published evaluation research regarding the training, placement and follow-up functions in U.S. Department of Labor "Experimental and Demonstration" manpower development projects for disadvantaged youth throughout the country.

We want to express our appreciation to you for giving so generously of your time and effort in participation in this project. From your response we hope to devise ways of providing you an information service that will be relevant and significant for the very important and demanding tasks confronted by you and your agency.
Instructions

The material that spans the width of the page in the following instrument is explanatory. It indicates the nature of the information that is to follow and/or how you are being asked to evaluate it.

Most of the material, however, is indented on the left-hand margin to allow space for two columns—one headed by the term "Useful," the other by the word "Informative." We want your response particularly to this material; you are asked to judge it in terms of whether you think it is "useful" and/or "informative."

For purposes of this study, consider useful to mean information which, in your judgment, would be utilized by you if you were asked to set up criteria and procedures for evaluating your agency's program or for guiding policy formulation. You are asked to draw in the "Useful" column a vertical line that parallels the material that you judge to be useful in this sense.

Our working definition of informative material is less specific. For purposes of this study, consider informative to mean information that is new to you and worth reading. (Note: we are attempting here to get some idea of the kind of information you are not likely to pick up in the normal routine of your job and then select from this "new information" that which would be "useful" in your group or agency. In short, if we at CUA can provide you in the future with new and useful information that is worth your taking the time to read, then our service will be important to you and, therefore, to us.) Again, you are asked to draw a vertical line in the "Informative" column that parallels the information you judge to be informative in the sense defined above.

The following samples illustrate the above instructions. Of course, they should have no bearing on how you would judge the sampled material yourself.

Sample A

The largest apartment renovation project in Washington, D. C. was expedited by a non-profit development corporation which financed the project through a loan gained from the International Brotherhood of Electrical Workers Union. Renovation was accomplished in cooperation with the unions and included a high proportion of on the job training for the project work force. Employment priority was given to neighborhood residents.

Interpretation: If a respondent marked the two columns as above we would interpret him to be saying that all of the material constituted new information for him and, as far as he knows, for others in his agency or
A comparative analysis of the abstracts of publications on low-income housing for the years 1968 and 1970 reflects a shift from the "service approach" (58) to public housing policy— an approach exemplified by the "housing project" that has constituted the main thrust of low-income housing policy since 1937—to more diversified policies.

Evaluations of Federally sponsored housing projects tend to stress the negative consequences of such housing for their occupants, e.g. social isolation, (47) enhancement of residential segregation economically and racially (31,38) and arbitrary and excessive regulations (38). This approach is generally depicted as a failure.

The more current literature contains less on housing projects and presents profiles of programs and policies that range wide as to objectives and strategies—inducement of the private sector (18, 36, 2) occupant-ownership programs, rent subsidy plans (997), social, economic and racial diffusion in the residential placement of low-income families, (24) stimulation of renovation and rehabilitation, quality of public services and neighborhood environment, fiscal structures that will increase resources and responsibilities of state and local government (18), indirect solutions such as income for the poor (58, 32, 26), and location of housing in proximity to employment opportunities (51).

One pair of authors (23) even suggests that selective demolition and continuous upgrading of dilapidated housing are preferable to massive renewal since it is important to minimize disruption of the social order that does prevail in the slum. For example, they consider it important to preserve the social integrity of low-rent, working-class residential areas and to maintain the slum as a "transitional community" which facilitates the socialization and acculturation of the rural migrant into the urban environment.

Another author analyzes low-income housing strategies in several nations. After identifying these basic types of cross-national, low-income housing strategies, he then proceeds to suggest the conditions that are conductive to the success of each type. (16)
group. Also, it is worth reading. However, he judges the material to be useful only in part in the evaluation of programs or policy making in his agency. Thus it is information about unions as a source of funding in housing renovation projects and the granting of employment priority to people in the neighborhood that he judges to be new, worthwhile and useful for his agency or group.

Sample B

Useful

Informative

Model Cities is a program designed to focus and interrelate all existing Federal grant-in-aid programs within a single, specified urban area. Cities are responsible for analyzing the problems and designing their own programs. The characteristics of this program are such that, if applied to Omaha, might well stimulate the kind of local initiative needed to develop the city-wide organizational structures that were discussed earlier.

Interpretation: Let us imagine that a representative of some local housing agency or group has judged the information in Sample B in this manner. We would interpret it to mean that the information contained therein about the nature of the model cities program is not new to him. However, he does see some usefulness in the idea that such a program in Omaha might contribute to the development of a city-wide organization on the problems of low-income housing, that is he views the idea to be useful enough to be incorporated in the policy-making and/or program evaluation of his group.

Finally, we recognize that the information that we offer in this instrument and the procedures by which we are going about this project could be somewhat off the track. Therefore, at the end of each of the three parts of this instrument you will find blank spaces upon which we invite you to write-out additional comments, criticisms and suggestions that occur to you pertaining to our general aim of determining what kind of information we might gather and distribute which would be useful and/or informative to you and your group or agency.

(Note: You will notice parenthesized numbers in the following information. These are references; you may identify sources for the information preceding the number by looking up the reference that corresponds with that number in the "List of References" that is attached to the end of this document.)
The above paragraphs exemplify the disillusionment that prevails with our national policies for low income housing the last thirty years and the exploration, proliferation and diversification that run as themes through the recent published literature on low-income housing.

Information we have collected in interviews with persons who represent a broad range of Omaha agencies and citizen groups working on problems of low-income housing indicates a consensus on two general housing problems on the local scene: insufficient availability of housing and substandard conditions in the low income housing that is available. The data also show some tendency for institutional agencies--government and church to focus their concern on problems of housing availability while citizen groups tend to focus on problems of substandard housing. This variation in emphasis between citizen groups and agencies suggests that the total thrust of low-income housing efforts on the Omaha scene is enhanced by a tendency of these two kinds of groups to complement one another with regard to these two major housing problems.

The following summary of information has been gathered from recent literature that is pertinent to problems of low-income housing in urban areas; it is organized according to the major housing problems identified by those persons interviewed by us who are associated with eight local agencies and citizens groups. The format for organizing the information is as follows:

A. City-wide Housing Organization.

B. Substandard Housing Conditions.
   1. Statute Enforcement
   2. Rehabilitation (economic feasibility)
   3. "Filth"
   4. Residential overcrowding

C. Availability of Housing
   1. Federal and Other Programs
   2. Sources of Construction Funding
   3. Relocation
   4. Resident-owned Units

D. Residents and Public Officials.
   1. Resident Participation in Decisions and Maintenance
   2. Relationship of Housing Officials and Residents
Again, the main intent of the following sketches in each of these problem areas is to provide you and your group or agency with information that is new, worthwhile and useful to your group or agency, and to gain some feedback from you which gives your evaluation of its usefulness. We hope that this may become one way by which the Center for Urban Affairs at UNO might contribute to local efforts at making improvements in the housing conditions of the low-income sector of our population. (54)
A. City-wide Organization

One of the most widely perceived problems locally is the need for an area-wide umbrella-type of organization to encompass and coordinate efforts of all local groups working on housing problems.

One proposal found in the literature would combine in one community foundation, to which all residents would belong, a combined governing body and developmental corporation. This would bring to bear on the problems of a single metropolitan housing market area one organization whose scope would combine the resources of the public, private and volunteer citizen sectors of the community. (34)

The Metropolitan Detroit Citizens Development Authority and the Allegheny Housing Rehabilitation Corporation (Pittsburgh) are concrete approximations of this proposal. They are both proceeding primarily under the initiative of the private sector. The Detroit Corporation provides technical and monetary assistance to community organizations working on inner city renewal. However, each seems to have a rather specific problem focus. The Detroit Corporation emphasizes construction of new housing while the Pittsburgh Corporation concentrates on rehabilitation of structurally sound existing housing. (6, 48)

The Non-Profit Housing Center of Urban America, Inc. conducts studies for metropolitan areas to determine the feasibility of metropolitan housing corporations and to make structural recommendations for such development in light of local conditions. (52)

B. Substandard Housing Conditions

The amelioration of conditions that prevail in existing housing is one of the two major categories into which housing problems and solutions fall, according to the respondents we interviewed.

1. Statue Enforcement: The main target of efforts to achieve and maintain standard conditions in low-income housing through the enforcement of existing codes has most often been the slum landlord. Two case studies of such efforts in Detroit and New Haven, Connecticut detail the techniques used and problems confronted. (15, 64) The Detroit experience was part of a larger program to combat urban decay; however,
only ten to twenty percent of the budget was allocated to enforcement activities. As a result, complaints were processed slowly and cases in which compliance was achieved took five to eight months to complete. The attitude of officials responsible for enforcement was also identified as a major factor in the ineffectiveness of the enforcement program. The New Haven study recommended cyclical inspection, rent subsidies, small-scale rehabilitation industries, home ownership plans and more liberal financing to attract non-profit sponsorship and private capital investment as supportive mechanisms which are conducive to the success of enforcement programs. Another article identifies receivership as another such supportive mechanism. (60)

Two more recent articles from law journals discuss trends visible in the Federal courts which are bringing city planners and public officials under judicial scrutiny. The right of citizens to contest and have courts review the policies of planning agencies and local housing agencies is being supported by the courts. For example, in three major recent decisions, Federal courts have held that relocated persons have the right to challenge inadequate relocation provisions. There are limitations to judicial enforcement of housing statutes. For example, there is a question as to the power and expertise of courts with regard to the review function and there is no authority whereby an official of a Federal housing agency can be sued in a state court. However, it seems that not only slum landlords but also public officials are coming to be objects of statute enforcement activities.

A summary of national performance in Concentrated Code enforcement for the calendar year 1969 concluded that the program has demonstrated a significant impact. (4)

2. Rehabilitation: Some concern was expressed by those interviewed in our study about rehabilitation of existing housing as an economically infeasible approach to the solution of local, low-income housing problems. As the author of one study indicates maintenance and rehabilitation of buildings does cost money, more than many tenants can afford. (9) However, in an urban environment where there is a consistent loss in the quantity of low-income housing, or where the demand for housing acutely exceeds the supply, the question of economic feasibility centers on the question of the relative cost of rehabilitation and new construction. Another study presents a model for analyzing comparatively the cost of new home construction and rehabilitation. A formula is suggested which includes, as a part of rehabilitation costs, additional factors such as the estimated costs of the next rehabilitation outlay, the relative costs in maintenance between new and old structures, depreciation, standards of renewal, etc. (61)
Assuming that this kind of economic feasibility analysis has been conducted in a given urban situation and concludes that rehabilitation is the more feasible alternative, the literature we have reviewed provide little certainty as to what the most effective approach to rehabilitation is. (43) Some authors propose subsidies to landlords as the major mechanism of rehabilitation with a de-emphasis upon rent supplement and non-profit corporations. (68) Others emphasize the diversion of money from public control to the private sector as the most economical agent of solution for substandard housing. (66) Others contend that subsidies in the form of rent supplements and programs for leasing privately owned units will best stimulate renovation of substandard housing. (10)

The largest apartment renovation project in the country, Clifton Terrace in Washington, D.C., was expedited by a non-profit development corporation which financed the project through a loan gained from the International Brotherhood of Electrical Workers union. Renovation was accomplished in cooperation with the unions and included a high proportion of on-the-job training for the project work force. Employment priority was given to neighborhood residents. (7)

More modest ideas for rehabilitation of low-income housing is seen in programs which provide grants to homeowners for improvements on their homes; one such program is attached to the welfare system statutes of West Virginia. (42, 1)

An intensive study of tenements owned by landlords found that failure in adequate maintenance and rehabilitation of tenements is correlated with absentee-ownership, absence of commercial lending institutions and increasing vacancy rates. The majority of tenements studied were absentee-owned. (70)

3. Filth: Conspicuous in the housing literature reviewed was the lack of material on conditions which pose a threat to the low income resident's physical well-being—rats, inadequate sewers, junk and other health hazards. Only one study of this kinds was found; it discussed the health problem of lead poisoning that results when lead-based wall paint begins to peel. (22)

4. Residential Overcrowding: Again the literature reviewed, by its paucity, implies that the number of people that are housed per unit is not a major problem in low-income housing. However, this may well be a neglected variable as we do find passing references to it in some articles (13, 37) and it was one of the twelve housing problems identified in the analysis of the interview data we collected from persons working on housing problems in Omaha.
C. Availability of Housing

The second major category into which the items identified as local housing problems could be grouped, concerns the availability of housing. Many policies and programs designed to provide an adequate supply of housing for our low-income population also constitute attacks on problems of substandard housing—for example, rehabilitation efforts. Problems of availability and substandard conditions do overlap. We attempt, then, in this category to focus our attention on solutions to problems of housing supply that do not concentrate on substandard conditions, for example the construction of new housing.

1. Federal Programs: Programs and policies at the federal level are considered universally in the housing literature to be necessary to the solution of low-income housing problems in this country, though there is some concern with mechanisms for bringing state government more fully into the low-income housing area. (12, 35) The literature reflects a critical posture toward existing federal programs. (72) Our national performance in the area of housing is not distinguished when compared to those in other complex, industrialized nations. At present, England is the only country in Europe whose building rate per one thousand inhabitants is lower than the U.S.A. (20) Some proposals for national housing policy imply a radical restructuring of existing policy and programs. For example, a "flow down" approach would concentrate new housing construction on the middle-income population; rent/income ratios and Federal subsidies would be directed to this income level to provide inducement for them to enter the new housing. The older, standard housing they vacate would then open up to the low-income population. Such a program would allow the initial construction of higher quality and more durable housing units. (78)

Federal programs discussed in the literature are directed toward the stimulation of home-ownership by low-income families (Section 235), enlargement of the stock of low-rent housing by leasing of private accommodations (Section 23), the joining of private builders and public agencies in the construction of new low-income housing (Turnkey) and involvement of private industry in volume low cost housing construction (Operation Breakthrough).

Of these programs, Operation Breakthrough appears to be most directly geared to the realization of the National goal, of twenty-six million housing units set by the Housing Act of 1968, for new and rehabilitated housing during the seventies. Six-million are to be in the low and moderate
income categories. This program subsidizes private companies to design and develop complete low-cost, low-income housing systems, to construct prototypes and to enter volume production of approved designs. (21) One problem that is limiting the effectiveness of this program is the availability of land; social status and racial factors are the source of discriminatory zoning practices which block access to available land. (62)

The Turnkey program was an earlier HUD program to involve private builders and public housing agencies in a coordinated and complementary effort to accelerate housing construction at reduced costs. The private builder developed his own plan, arranged for construction financing and negotiated a price for the completed project. Local housing authorities acquainted builders with public housing specifications, arranged HUD approval of the project and entered a letter of intent to purchase the completed project at a stated price. The program did not produce new public housing at the anticipated rate. (77)

Our interviews with local persons involved in low-income housing suggest a widespread disenchantment with Section 235 of the Housing and Urban Development Act of 1968 as a mechanism to effectively generate homeownership for low-income families. Local perceptions tend to view the inadequacy of the program as primarily due to the lack of economic profit in the program for builders. One article reviewed details the political process in Washington that accounts for the inadequate funding that is built into the program. (8)

The Housing Act of 1965 authorized a program (Section 23) whereby local housing authorities could lease from private owners housing for use by low income tenants. It constituted an advance over conventional public housing and had prospects for stimulating rehabilitation of substandard units by owners, the diffusion of low-income families into areas previously segregated socially, economically and racially and to enlarge the stock of low-income units without new construction. (24, 63) Demonstration programs reported good results. (29)

A more recent evaluation of experience with the program, however, isolates factors which account for the limited realization of the program's objectives. Units involved in leasing tend to be old and dilapidated, requiring allocation of resources by the tenant and local housing authority to pay for the substandard conditions of the owner's property. High market rents are paid for substandard units. Since neighborhood standards are often neglected, the intended racial and economic integration intended is unnecessarily limited. (55)
Model cities is a program designed to focus and interrelate all existing federal grant-in-aid programs within a single, specified urban area. Cities are responsible for analyzing the problems and designing their own program. The characteristics of this program are such that, if applied to Omaha, it might well stimulate the kind of local initiative needed to develop the city-wide organizational structures that were discussed in Section A above. (73)

2. Construction Costs and Funding: The inadequacy of funds for the realization of program objectives is a concern widely expressed in both local interviews and the literature surveyed. This is particularly true of funding for new construction. Programs to provide funds for new construction are few and are either functioning poorly, as in the case of "Section 235," or seem still to be in the pilot or exploratory phase, such as Operation Breakthrough. Based on information previously discussed it almost seems like locally generated development corporations are functioning more adequately as a source of construction and rehabilitation funds—Detroit, Pittsburgh, New York—than federal programs.

At times it seems that the most active federal programs are as much a function of the market as anything else. The relatively constant condition of this market is highly restricted sources of funding which leaves the central thrust of federal policy and programs focused on the generation of cost-reducing mechanisms. For example, is the underlying initiative for the leasing program to provide a wider range of choice and access to better quality housing for low-income tenants or is it to provide a means, cheaper than new construction, by which to enlarge the immediately available stock of housing units? The experience with Section 23 summarized above would seem to reinforce the latter interpretation. Minimum cost is the main thread running through Operation Breakthrough and the current emphasis on modular housing development. (19) The interests of unions related to the housing industry are to some extent threatened by this kind of emphasis; one proposal to ameliorate union resistance to factory-based housing construction has been to establish annual salary rather than hourly-wage bases for worker income. (25) Another study demonstrates that the proportion of housing construction costs paid for labor fell from 33 percent to 18 percent between 1949 and 1969, whereas the costs of land and financing rose from 16 to 31 percent. (27) This raises the question of whether current efforts directed at reducing housing costs focus on the main forces underlying costs.
3. Resident-Owned Units: There is some evidence that overall trends in demand for housing in urban settings is toward more and smaller households and toward home ownership on all economic levels except low-income ones. (50) The 1968 Housing and Urban Development Act, in condoning home ownership by low-income families, took legislative action which enhances prospects for the low-income sector of the population to be beneficiaries of the more positive features of current housing trends.

The principal forms of resident-owned dwellings are the single unit dwelling, the cooperative and the condominium. The single unit dwelling is the least desirable of these forms in an urban setting as it involves the least efficient use of land. Comparisons of the characteristics of cooperatives and condominums have concluded that the latter is the form best suited to home ownership by low-income persons in cities. (74) Condominiums retain, to the maximum extent possible, the values associated with home ownership—a deed to the apartment and an undivided interest in the common area, access to individual loan terms and mortgages, and tax advantages. There are, however, features of the 1968 Housing Act which diminish some of these advantages of the condominium.

One article reviewed describes a program that channels the resources of a number of housing agencies and groups in Milwaukee into a program using the 1968 national legislation to purchase homes for the poor. FHA counts welfare payments as effective income for mortgage loans and facilitates contact with real-estate brokers. The Milwaukee Department of Public Welfare screens families for eligibility. Local religious organizations contribute the $200 for down payment. The Inner City Development Project holds neighborhood meetings to explain the home-purchasing program, and attorneys from the Milwaukee Bar Association, through the Milwaukee Plan Legal Services, volunteer their services for closing. (65) Another home purchase plan, Turnkey III by HUD, focusing on Gulfport, Mississippi, involves a rather stringent pre-occupancy training provision. (53)

4. Relocation: Analyses of the residential relocation of low-income families, its causes and consequences, as they appear in the housing literature focus on the relatively large-scale relocation problems that result from urban renewal or freeway construction. (49, 39, 80) The literature surveyed in this study contained no discussion of relatively small-scale or clustered relocation stemming from code-enforcement demolitions of substandard units.
There is some reason to believe that those residents caught up in small-scale relocations suffer less extensive negative consequences than those whose relocation is imposed by urban renewal or freeway development. One author distinguishes three types of loss that can be experienced by the relocatee—direct displacement, uncertainty and delays, and indirect losses. (17) Losses stemming from delays and uncertainty (e.g. deterioration of the quality of neighborhood life and interim declines in property values) and from indirect losses (higher local government taxes, disruption of communication and transportation networks, and reduction in employment opportunities) would seem more likely to attend large-scale relocation. The losses attending small-scale relocation would more likely tend to be limited to the consequences of direct displacement.

This typology of relocation losses also implies a possibility that seems to exist in Omaha, namely, residents of an area can exist for years with the uncertainty that attends discussion by public officials of the possibility that their area is under consideration for industrial development or urban renewal. Thus the uncertainty of relocation can exist along with its negative consequences, without relocation actually occurring. Information collected in our local interviews suggests that this may well describe the situation in East Omaha for the last twenty years.

D. Residents and Public Officials.

Though this general category of housing problems appeared less often in our interviews than concerns with housing availability and substandard conditions (accounting for only seven percent of all housing problems identified by those interviewed) it was prominently represented in the literature. It accounted for fourteen percent of all sources reviewed. Also some of the material we chose to treat under the problem of "statute enforcement" above could be included under this category.

1. Resident Participation and Action: The literature reviewed on participation by the public housing resident in the solution of problems that confront housing for the low-income sector of our population is quite diverse. It is opposed. It is held to be necessary to firm solutions for the problems of public housing. It has been shown to work within the context of rational coordination and cooperation. It has been shown to produce results within the context of conflict.
One author argues that some of the policies that satisfy residents of public housing, e.g., removal of restrictions against rental to those who express "deviant personal behavior," will disrupt the internal social structure of the projects and result in the withdrawal of support by the larger community for public housing. (67) Countering this, another author implies that without resident participation in the planning of public housing, the special housing needs of classes of residents, often grounded in subtle factors such as variation in cultural and ethnic background, the housing produced will be viewed as unlivable by those for whom it is constructed.

Experience accumulated on the inclusion of a tenant participation program, at the initiative of the Housing Authority in New Haven, Connecticut, indicates a positive development of the role of tenant groups in coping with local public housing problems. The program was initially aimed at combating such problems as physical deterioration and crime in public housing projects. Two years later the tenant groups developed a modernization plan which was incorporated by HUD into a five-million dollar project.

In St. Louis the nature and origin of resident participation was conceived within the context of conflict. In response to rent increases which required residents to allocate more than twenty-five percent of their income to rent payment, in Missouri where welfare payments often meet no more than forty percent of the designated minimum to meet basic needs, residents organized a rent strike. A settlement was reached, largely through the third-party efforts of a local union official, which included maximum rent ceilings based on income, tenant representation on policy formulation and operations and grievance procedures. (3)

2. Resident-Official Relationships: The welfare system by which our society has attempted to provide for the well-being of the poor has required, in consequence, that the poor assume a role of acute dependency. The housing official, and perhaps the slum landlord, as agents of the welfare system, have been accustomed to a relationship with the residents he serves that is grounded on this condition of unilateral dependency. (56) Action by housing officials that are predicated on this assumption of the relation between official and resident is threatening the entire program of public housing. (57) Discussions in the literature proposing new procedures in urban planning and public housing define the role of the official in a manner that implies a rejection of his relationship to the resident as one in which his client is unilaterally dependent on him. (57, 41) Even proposed new procedures which compromise the participation of residents in the solution of housing problems imply rejection of the relationship of unilateral dependency. (40)
B: THE MANPOWER INFORMATION SELECTOR

An instrument to develop criteria for selecting from manpower literature information that is useful and informative to the agency evaluation efforts of local manpower agencies and groups.
Introduction

The Center for Urban Affairs at UNO has been enlarging its holdings of documents pertaining to manpower development. It is now attempting to develop a set of criteria for selecting, from current and subsequent manpower literature, information that will be especially useful to local manpower agencies in their efforts to evaluate their programs and set policy. We hope, finally, to develop some mechanism whereby this information can be periodically distributed to local agencies and groups working in this area among the poor.

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The instrument is divided into three parts, each representing a different kind of source for information. Part One analyzes and summarizes the most current CUA report on manpower agencies and activities in the Omaha metropolitan area.

Part Two focuses on the manpower literature treated in the Poverty and Human Resources Abstracts during the year 1970. Section A provides information based on our analysis of available materials across the range of manpower development functions. Section B presents a series of sketches summarizing the content of a selected number of published documents and reports regarding manpower activities in which special attention has been given to material pertaining to program evaluation.

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Instructions

The material that spans the width of the page in the following instrument is explanatory, indicating the nature of the information that is to follow and how it is to be evaluated.

Most of the material, however, is indented on the left hand margin to allow space for two columns, one headed by the term "Useful," the other headed by the word "Informative." We want your response particularly to this material; you are asked to judge it in terms of the extent to which it is "useful" and "informative."

For purposes of this study, consider useful to mean information which, in your judgment, would be utilized by you if you were asked to set up criteria and procedures for evaluating your agency's program. You are asked to draw a vertical line in the "useful" column that parallels the material you judge to be useful in the sense defined above.

Our working definition of informative material is less specific. For purposes of this study, consider informative to mean information that is new to you and worth reading. (Note: We are attempting here to get some idea of the kind of information you are not likely to pick up in the normal routine of your job and then select from this new information that which would be valuable for use in your agency. In short, if we at CUA can provide you in the future with "new information" that is worth your taking the time and effort to read, then our service will be important to you and to us.) Again, you are asked to draw a vertical line in the "Informative" column that parallels the information you judge to be informative in the sense defined above.

The following samples illustrate the instructions above and, of course, should have no influence on how you would judge the sample materials:

Sample A

Analysis of information on 53 New Careers projects involving nearly 10,000 participants (0969) indicated that only 15% of New Careerists left the two-year program before completion; only 7% left due to negative reasons such as alcoholism or absenteeism, the others leaving to take jobs or enter military service.

Salary patterns of participants showed substantial gain over pre-program income. A sample of programs in 26 cities revealed some "career ladder" development:

<table>
<thead>
<tr>
<th>Job Level</th>
<th>Percent of New-careerists at each Job Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>60%</td>
</tr>
<tr>
<td>II</td>
<td>37%</td>
</tr>
<tr>
<td>III</td>
<td>3%</td>
</tr>
<tr>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>
Eighty-eight percent of the programs studied have developed career-ladder models for entry-level jobs. Often, however, they are not built into the structure of potential employing agencies.

Sample B

The John F. Kennedy Center has provided vocational training, combined with social and supportive services, to the Black community in Philadelphia.

Training classes are small and personal involvement of the staff with the trainee is emphasized. Instruction is given in computation and communication skills, societal and work attitudes and salable skills. Thirty-three hundred and eight trainees graduated from these programs from 1963 through 1967. Eighty-five percent of the graduates were placed in occupations for which they were trained or closely related ones. Nineteen hundred and sixty-seven graduates compiled average, annual earnings of $3940.

The major constraint affecting the program is uncertain funding; this produces periods of unemployment for, (or loss of) instructors, reduction in training opportunities and loss of efficiency due to reduction of utilizable space and equipment.

Interpretation of Sample A:

We would interpret a respondent who completed the form in this manner to hold that the entire sample provides information which is useful as a source of criteria for agency evaluation—percent not completing the program, reasons for attrition, career-ladder structure of the program, etc.

However, he feels that only part of the second paragraph was informative in the sense of being new information that he thought was worth reading.

Interpretation of Sample B:

Here the respondent feels that only the last part of the second paragraph provides useful information for setting criteria by which to evaluate his agency—extent to which trainees are placed in occupations for which they were trained, the effect of uncertain funding on availability of personnel and adequate facilities, etc.

The first and last paragraphs are not informative for this respondent. However, he does indicate that the second paragraph contains important new information for him.
We recognize that the information that we offer in this instrument and the procedures by which we are going about this project could be somewhat off the track. Therefore, at the end of each of the three parts of this instrument you will find blank spaces upon which we invite you to write-out additional comments, criticisms and suggestions that occur to you pertaining to our general aim of determining what kind of information we might gather and distribute which would be useful and/or informative to you and your agency.

PART ONE

A recently completed CUA first-draft report on Education and Manpower in the Omaha SMSA, (9) (Feb. 1971) offers a tentative picture concerning the range of educational organizations and manpower agencies that are currently operating in the Omaha-Council Bluffs Standard Metropolitan Statistical Area. The material in this section constitutes a reorganization of data found in this report. As the concluding comments will note there is some reason to question the validity of our analysis. However, we are less concerned at the moment with the validity of the following description than the potential utility of this kind of information for use by your agency. Assume, then, that the following pages represent one kind of information that the Center for Urban Affairs might generate and make available to you on a periodic basis. Would such information, when valid and reliable, be "useful" to your agency and its personnel, with regard to the development of criteria for program evaluation? Would it be "informative"? If neither, leave column unmarked.

We have selected seventeen of the twenty-nine units (schools and agencies) discussed in the report and analyzed the available data on the activities of each. Each unit, with one exception, consists of one agency or school. The exception is the category "Private Vocational Schools" which lists total information on fifteen local schools. We were interested in the activities that most immediately relate to the people served by these units. The report grouped the total twenty-nine units into groups designated by function - "funding", "coordinating", "supervision", "counseling", "referral" and "training". We excluded from our analysis those six manpower units whose main function is limited to funding and agency or planning coordination.
The following analysis groups these activities into seven categories selected to represent the main process involved in servicing participants in local manpower programs - recruitment, application processing, referral, training, job development, placement and follow-up.

Table I

The Distribution of Omaha Agencies to Manpower Functions

<table>
<thead>
<tr>
<th>Functions</th>
<th>No. of Agencies</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recruitment</td>
<td>6</td>
<td>36%</td>
</tr>
<tr>
<td>Application</td>
<td>3</td>
<td>18%</td>
</tr>
<tr>
<td>Referral</td>
<td>5</td>
<td>29%</td>
</tr>
<tr>
<td>Training</td>
<td>10</td>
<td>59%</td>
</tr>
<tr>
<td>Job Development</td>
<td>2</td>
<td>12%</td>
</tr>
<tr>
<td>Placement</td>
<td>3</td>
<td>18%</td>
</tr>
<tr>
<td>Follow-up</td>
<td>1</td>
<td>6%</td>
</tr>
</tbody>
</table>

The third column in Table I above states the number of agencies involved in each manpower function as a percentage of all seventeen agencies analyzed. These data show a much heavier concentration of agencies on training, recruitment and referral activities than on job development and placement activities.

The heaviest concentration of agencies is invested in formal teaching activities. Table II below indicates that seven of ten agencies are involved in offering course work.

Table II

Distribution of Agencies in Training Activities

<table>
<thead>
<tr>
<th>Activities</th>
<th>No. of Agencies Involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Counseling</td>
<td>1 (2)*</td>
</tr>
<tr>
<td>Testing</td>
<td>3 (1)*</td>
</tr>
<tr>
<td>Course Offerings</td>
<td>7</td>
</tr>
</tbody>
</table>

*parenthesis indicate number of agencies offering an activity as part of a referral, rather than a training function.
Table III shows the number of agencies offering courses in each of several kinds of vocational and general areas. There we find more agency activity in business, industry and human services training than in agriculture, home economics and public service.

### Table III

**Distribution of Training Agencies on Types of Course Offerings**

<table>
<thead>
<tr>
<th>Type of Course</th>
<th>No. of Agencies Involved (n=5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>2</td>
</tr>
<tr>
<td>Business</td>
<td>5</td>
</tr>
<tr>
<td>Home Economics</td>
<td>1</td>
</tr>
<tr>
<td>Industry</td>
<td>4</td>
</tr>
<tr>
<td>General and Pre-Vocational</td>
<td>3</td>
</tr>
<tr>
<td>Public Service</td>
<td>2</td>
</tr>
</tbody>
</table>

The data on manpower training also indicate differences in the kind of participant that agencies seek to serve in their training activities. Eight of the ten agencies deal with students who are receiving their first vocational training; five agencies provide training that can service those who wish to upgrade their current occupational skills, while only one offers retraining aimed at those who are in dead-ended or terminated occupations.

Training programs also vary according to their location. Seven are situated in a formal school setting, four in schools which offer academic studies, and three in explicitly vocational schools. Three training programs are located "on-the-job."

The foregoing analysis of functions and activities of manpower organizations and agencies provides a rough picture of the total manpower training situation in the local SMSA. The reader is cautioned, however, in his interpretation of these results: The information upon which these data are based varies in completeness. Further, the analysis simply reports the kinds of activity manpower agencies are involved in but not the degree or intensity of that involvement. Two agencies providing course-work related to public-service, for example, might offer more courses and instruct more participants than four agencies dealing with training in human services vocations. Due to the nature of available information, therefore, no consideration has been given to the relative size of agency training programs.
Despite these limitations in the data, it is not implausible that the above analysis provides an adequate approximation of the total manpower program picture in this SMSA. If this is so, this kind of profile on local manpower efforts in-total might help guide the evaluation and policy thinking of agencies. For example, from the data available in Table I one might ask whether an adequate portion of total SMSA manpower resources and energies are being allocated to non-training functions such as job-development, placement and follow-up.
Comments on Part One

Regarding Table I

Regarding Table II

Regarding Table III

Other Comments.
PART TWO

SECTION A

Another kind of information service CUA might render local manpower agencies could consist of the periodical distribution of a newsletter designed to review recent literature on manpower with short, information-packed summaries. Again, the intent of such a service would be selective; it would avoid the presentation of "general" manpower information in favor of materials more relevant to agency evaluation and policy formulation functions. Relevance here would include not only information on explicit criteria that manpower groups and agencies list in their evaluative efforts but also summaries of the findings of research and studies on the operation of manpower programs from which evaluation and policy-formulation criteria might be identified and selected.

Our thinking to this point is that such information might best be organized according to states of the training and employment process. We selected from the 1970 volume of Poverty and Human Resources Abstracts forty-one abstracts regarding manpower. The major information emphases in these references were arranged according to stages in the manpower process; as Table I below indicates, this revealed considerable uneveness in the amount of information that is available in the manpower literature regarding each stage.

<table>
<thead>
<tr>
<th>Function</th>
<th>Information in Articles</th>
<th>Percentage of total Information Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recruitment</td>
<td>2</td>
<td>4%</td>
</tr>
<tr>
<td>Referral</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Training</td>
<td>30</td>
<td>55</td>
</tr>
<tr>
<td>Job Development</td>
<td>9</td>
<td>16</td>
</tr>
<tr>
<td>Placement</td>
<td>9</td>
<td>16</td>
</tr>
<tr>
<td>Follow-up</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td><strong>55</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

*This column totals more than forty-one since some articles emphasized more than one function.
If the material abstracted by Poverty and Human Resources Abstracts in 1970 is representative of all available recent literature that is pertinent to evaluation of manpower programs, then we might conclude from this survey that recruitment and referral stages are either neglected in the literature or are relatively unproblematic to agencies involved in manpower programs. Training, on the other hand, is either over-emphasized in the literature or indicative of the stage that is most difficult and/or important in the manpower development process. Job development and placement are the next most problematic stages while follow-up requires less attention still.**

** A couple of assumptions undergird this line of interpretation. 1) The literature abstracted consists of applied research and reports. It is, therefore, a response to the kinds of information that manpower agencies, or at least their funding sources, feel they most need. 2) If all stages in the manpower process were equally problematic, this would be reflected in the manpower literature by roughly equivalent amounts of information on each stage in the manpower process. That is, each of the six stages would account for about seventeen percent of all information available on manpower process.

If the Center for Urban Affairs were to prepare a periodical summary of recent information for distribution to your agency and others, one procedure for selecting items from the literature would be to follow the pattern of distribution found in the literature, thus half the items would pertain to training, one-fifth would deal with placement, etc.

Conceivably this might not reflect the information needs of your particular agency. It would be useful to us, therefore, if you could estimate the areas of manpower process in which you currently feel the greatest need for information by assigning a percent to each area in the schedule below representing the relative amount of information that you feel your agency currently needs in each area.

<table>
<thead>
<tr>
<th>Area</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recruitment</td>
<td></td>
</tr>
<tr>
<td>Referral</td>
<td></td>
</tr>
<tr>
<td>Training</td>
<td></td>
</tr>
<tr>
<td>Job Development</td>
<td></td>
</tr>
<tr>
<td>Placement</td>
<td></td>
</tr>
<tr>
<td>Follow-up</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>
PART TWO

SECTION B

The remainder of this section of our "Information Selector" instrument contains sample summaries of information found in articles, reports and monographs selected from current manpower literature. (See attached Bibliography Part "B. Manpower").

Again we are interested in determining what, if any, of the following material could be of particular use to your agency in its program evaluation efforts and/or what, if any, of the following material constitutes highly informative and important new information for your agency.

The material has been arranged according to three functions involved in Manpower development—training, placement and follow-up. Some effort has been made to arrange the summaries on training according to those that are under government direction and control and those primarily under industrial auspices.

Training: Government

Several sources reviewed focused on description and evaluation of the U.S. Department of Labor's New Careers programs.

Analysis of information on 53 projects involving nearly 10,000 participants (41) indicated that only 15% of New Careerists left the two-year program before completion; only 17% left due to negative reasons such as alcoholism or absenteeism, the others leaving to take jobs or enter military service.

Salary patterns of participants showed substantial gain over pre-program income. A sample of programs in 26 cities revealed some "career ladder" development:

<table>
<thead>
<tr>
<th>Job Level</th>
<th>Percent of New-careerists at each Job Level</th>
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<tr>
<td>I</td>
<td>60%</td>
</tr>
<tr>
<td>II</td>
<td>37</td>
</tr>
<tr>
<td>III</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>

Eighty-eight percent of the programs studied have developed career-ladder models for entry-level jobs. Often, however, they are not built into the structure of potential employing agencies.
An evaluation of a two year work-study program to train 200 low-income persons in Minneapolis as teacher and social worker aides (16) revealed that participants performed as well and with as much progress as their non-work study classmates in studies taken at the University of Minnesota. Eleven percent of the participants earned Associate of Arts degrees while one percent received the Bachelor's Degree. In general it was found that low-income participants with complicated familial, legal and financial problems can compete in a major university and successfully complete credential programs.

A two-year program to train 66 "Family Planning Assistants" is currently under way in four communities. (0390) The training program:
1. develops health service skills at the high school and college level,
2. is directly related to employment and,
3. results in a guaranteed job for the trainee upon successful completion.

In the first year trainees learn to perform the duties of a health aide. Trainee time is divided in the second year between service as clinic and community associates. Upon successful completion of the program trainees can establish satellite clinics, mobile units or outreach programs. (We found evaluation of experience in this program)

A major aim of many New Careers training programs is to improve service to the poverty sectors of the community through trained, low-income new-careerists who serve as communication links between professionals and their clients.

Two evaluative studies of New Career programs in Minneapolis examined the extent to which new careerists, by virtue of their training experience as social work aides, became "contaminated" by commitment to professionalism. (36) Results indicated that:
1. most aides defined their role as lying between that of professional and regular member of the community,
2. aides developed adequate skills but did not necessarily assume a professional outlook,
3. most aides felt adequate to their job and were convinced that technical, professional skills are often unnecessary and,
4. professionalism was most advanced among those groups whose training program involved the least contact with the community.
A program enrichment grant from the Neighborhood Youth Corps (NYC) in New York City enabled an expansion of NYC services in Counseling, remedial education and skills-training. (5)

Experienced counselors isolated the main job-impeding problems of the 159 teenaged, high-school drop outs enrolled in the program, and personally assisted them in their solution. These efforts at solution were successful in 49% of the cases attempted.

Opportunity for additional help in reading, language, and arithmetic was provided. Most of the enrollees devoted 50% more time to this remedial assistance than is allocated under regular NYC programs.

Ninety-five percent of the enrollees participated in at least one skill-training program.

A follow-up study of NYC graduates and their employers underlined the positive impact of these enrichment procedures. It was recommended that follow-through services on job-impeding problems of enrollees and skill-training should be built into regular NYC programs.

The John F. Kennedy Center has provided vocational training, combined with social and supportive services, to the Black community in Philadelphia.

Training classes are small and personal involvement of the staff with the trainee is emphasized. Instruction is given in computation and communication skills, societal and work attitudes and salable skills. Thirty-three hundred and eight trainees graduated from these programs from 1963 through 1967. Eighty-five percent of the graduates were placed in occupations for which they were trained or closely related ones. Nineteen-hundred and sixty-seven graduates compiled average, annual earnings of $3940.

The major constraints affecting the program consist of uncertain funding; this produces periods of unemployment for (or loss of) instructors, reduction in training opportunities and loss of efficiency due to reduction in utilizable space and equipment.

Not all manpower programs succeed. A demonstration project designed to provide training for the under employed and the unemployed in a sixteen-county area in Texas is such a case. (25)
The project agency was to make contracts with employers who were to provide training and be reimbursed their costs. Only one of one-hundred contacted employers assumed a contract; lack of interest and hostility were the main employer responses. Recruitment, particularly of males, for the training that was offered was difficult.

Three-hundred and forty-seven persons were placed in on-the-job training though only in "traditional type jobs" at minimum wage levels. The funding source, OMAT and BAT, pressed for information on enrollments and for certification of need for occupations in which training was being offered. Most of the training money allotted was not utilized during the twenty-one month term of the project.

This program was succeeded by JOBS; the expectation being that programs actually administered by "big business" will be more successful.

A similar program, "Training Incentive Payments Program" (TIPP) is underway in New York. It reimburses the employer for his efforts to hire and upgrade the skills of the working poor. However, the focus is on a kind of support that both improves the skill and increases the income of the worker. Thus the worker is rewarded with increased income and work satisfaction while the employer enjoys reduced turnover, filling vacancies from within the organization and an over-all rise in worker skill-level.

Compiler's note: Though we have no information on the experience thus far with the TIPP program we place it here for comparison with the ill-fated Texam project previously discussed. TIPP and the Texam project are similar in that they are both projects which reimburse industry for training the underemployed. However, the TIPP program seems to be structured in a manner that makes more explicit the reward structure that is available to both employers and trainees.

Training: Industry

A company, Smith, Kline and French, sponsored a multi-faceted community action program in a blighted, North Philadelphia neighborhood. The program includes supporative services and housing rehabilitation
as well as manpower and health training. They provide OIC motivational training as well as instruction in basic communication and math; this prepares the manpower candidate for actual job training at another OIC site.

The International Union of Electrical, Radio and Machine Workers (I.U.E.), funded by the U.S. Department of Labor, trained and placed 2200 unemployed and under employed men and women over an 8½ year period. (38) The majority were drop outs, male and either Black or Chicano.

The State Employment Service recruited trainees. The Union negotiated training agreements with employers. There were two contract periods during the eight year term; over the two periods 51 agreements were made with 36 employers.

One of the major functions of the Union was to cut red tape at companies where trainees worked. Trainees were prepared for wage-based positions ranging from $4700 to $8600 annually.

The drop out rate for the first contract period was four percent and, for the second, ten percent. The "buddy" system, now widely used in JOBS programs by the National Alliance of Businessmen, was developed in the I.U.E. training program.

The Human Resources Development Institute (HRDI) is cooperating with the National Alliance of Businessmen (NAB) in a program designed to keep recently hired, hard core unemployed workers on the job. (35) Volunteer, established personnel within the plant are given training to enhance their ability to work with new employees as "buddies" until the latter's probationary work period was passed. One-hundred and eighteen men and women from thirty-three international unions received "buddy" training in the forty-six companies participating in the program.

The "Training and Technology Project" (29, 40, 27, 28) combines personnel and facilities of the Nuclear Division of the Union Carbide Corporation and the Oak Ridge Associated Universities to provide technical skill training for the disadvantaged.
Utilizing "community resources" criteria, a sixty-county Appalachian region was identified as a poverty area. A training program administered to a systematically selected group of recruits from this area (80% were disadvantaged) showed that they could be trained in six months to assume technical jobs in industry. This training was accompanied by in-service training for supervisory personnel.

The typical weekly curriculum for the trainees includes five hours of math, three hours of science, two hours of communication, two hours of blueprint reading with the balance of the forty hours spent in technical lecture and shop courses.

Several studies of this TAT training project were undertaken by the Associated Universities:

1. Cost-benefit studies have revealed that the national government receives back one-fourth of training program costs it provides in the form of increased taxes paid by project graduates. Also Union Carbide realizes a profit in its training costs. TAT affects the company's labor costs through reduced labor turnover, reduced investment in nationwide recruitment and increased supply of labor trained in scarce skills to the specifications of the company.

2. Trainee studies showed that the more disadvantaged trainees had better attitudes and motivation, due probably to the opportunity afforded by training. In their evaluation of the training experience trainees expressed attitudes of achievement, self-confidence and intellectual stimulation. 1969 graduates earned higher salaries than their predecessors.

3. In a follow-up study graduates were found to be less alienated; they voted more and were more active in political, religious and other community affairs than non-graduates.

Evaluation efforts have isolated techniques which are felt to account for the relative success of recent training programs over those of the past in TAT. They include:

1. Housing the entire TAT team in one building
2. Sensitivity training for staff members
3. Use of progress reports
4. Maintaining communication between TAT and top-management
5. Close working relationships between the Union Carbide training manager and the Associated Universities.
Placement

Two of the studies reviewed report successful job development and maintenance outcomes for programs involving intensification of casework and job counseling services. (14, 20)

An in house counselor caseworker team, a prevocational evaluation adjustment facility and intensive casework supplemented the regularly available service for a target population of AFDC recipients in San Antonio. (0087) This resulted in successful employment for half of the target population, a rate which continued up for the last two years of the four year project. (This result, regarding job development for a female population, might be compared to the Suffolk County, New York program to develop jobs for males on welfare. (3) Only 12% of this population was successfully employed. This suggests that job placement for males may be more difficult than for women.)

Research accounted for the success of the AFDC project by 1) close cooperation between agencies and their total support for clients. 2) the provision of an environment that disallowed excuses for lack of production and which rewarded positive attitudes.

An experiment provided a group of employable, yet chronically unemployed, paroles and probationers with access to a Job Therapy Clinic designed to provide them with insight into the causes of their job acquisition and maintenance problems. They were compared with a control group matching them in every respect except exposure to the clinic. Results showed that the group to the clinic was significantly more successful in both gaining and holding a job; their pattern of work experience was more stable than that of the control group. Also employers expressed greater confidence in those exposed to the job therapy clinic by offering them more opportunities for job advancement.

Case studies evaluating New Careers programs in each of six cities (12) concluded that: limitation of the programs to human services fields constrains both the aim of providing jobs for the unemployed and the solution of manpower needs in the city. A substantial number of jobs, many with established career ladders, exist in alternative fields such as public works, water and sewage treatment, automotive maintenance and repair and equipment operation. 2) the most difficult task in the New Careers planning is the development of promotion ladders. 3) Enrollees represent the cream of the unemployed; selection procedures should be modified to recruit the most disadvantaged. 4) The size of the program reviewed indicated that they cannot reduce overall unemployment in the cities involved.
The Department of Labor conducted a program to provide job information and transportation and relocation money (an average of $383 per participating family was allocated) to both skilled and unskilled sectors of the unemployed in twenty-nine geographical areas. (17)

A follow-up study two months after relocation (73% of the original relocatees responding) revealed:

<table>
<thead>
<tr>
<th>Unemployed</th>
<th>Employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>13%</td>
<td>87%</td>
</tr>
</tbody>
</table>

100%

Not all the employed were in the job taken initially on relocation and half the unemployed had returned to their home locale. Eighty-two percent of all relocated, however, were satisfied with their relocation. Adjustment to jobs and the new community was enhanced in those mobility projects that coordinated their efforts with agencies operating training, health and welfare programs.

A primary goal of the New Careers program is the alleviation of urban unemployment and critical manpower shortages in cities. A case study evaluating the New Career program in six cities (11) found that, though the program at current operating levels does not result in meaningful reduction in manpower shortages, they have uncovered conditions under which such programs result in considerable improvement in the content and the delivery of municipal services. These conditions include:

1. The concentration of substantial numbers of New Careerists in one agency (as in New York City) or,
2. The allocation of small numbers to single units within agencies (as in Detroit and San Francisco).
Comments on Part Two

Section A

Table I

Other Comments:

Section B

Training-Government:

Training-Industry:
part two comments, section B, (cont.)

Placement:

Follow-up:

Other comments:
PART THREE

The material below summarizes an evaluation of training and placement experience in some fifty-five "Experimental and Demonstration" projects of the U.S. Department of Labor which were designed to break new ground in providing manpower services for disadvantaged youth. (39-pp101-212)

Parts I, II and III describe the major functions of training and placement—skill training, job preparation, job matching, supportive services, job creation, follow-up and evaluation. Those roles that are central to each function are underlined in the text. Part IV consists of three diagrams that symbolically summarize these descriptions by depicting the networks of roles that are involved and how they are functionally connected.

Again we ask you to indicate the extent to which this kind of information, if regularly provided, would be useful as a tool for self-evaluation and as relevant information for your agency.

Training and Placement

Many training and placement functions are carried on simultaneously during the training period. The communication and transfer of skill capabilities is central to training; teachers and counselors have the pivotal roles here. However, it is crucial to the success and continuity of the trainee's participation in the program that the elapsed time between the end of training and job entry be minimal; activities designed to solve this "time compression" problem which intervenes and overlaps training and placement, should begin early in the training period. Solution of this problem fills the trainee's immediate needs for increase and validation as a productive person; inadequate solution results in significant drop-out of trainees from further participation in the placement and job-adaptation periods of the total program.

On-the-job training programs probably offer the best solution to this problem. Job preparation and job matching activities, however, are recommended where training and work sites are separated.

Job Preparation: This involves in-training remedial measures—medical, social education, work-discipline training and simulated exposure to work interview and testing situations. Counselors, teachers and job-developers have the key roles here.

Job Matching: Not only counselors, teachers and job-developers but also coaches should participate in a consulting function which parallels training and is designed to match trainees to jobs. It might be added here that, due to the fluidity of opportunities in the job-market, training should be general as well as skill-specific in order to make the trainee as adaptable as possible to the prevailing and shifting structure of opportunities confronting him upon "graduation".
The principal aim of skill-training, job preparation and job matching is to change the trainee to fit the conditions of the job-market system. The function of job creation is to adjust the work system to the needs of the individual. **Job developers assume the key role here.**

In his role the job-developer's principal aim is to sell a logic of operation to the employers whereby the latter sees the gain for his business or industrial operation in viewing the ex-trainee less for what he has been than for what he can become and in modifying the occupational and work structure of his facility accordingly. Such modification could include: 1) more realistic qualifications for existing jobs, 2) creation of new positions through segmenting of existing jobs, 3) carrying out sub-professional positions from existing professional positions and 4) the incorporation of such jobs into the career and opportunity network of the total organization.

Professionals are the best judges of what would constitute viable new positions; participation and direction by managers and supervisors in the segmenting of positions is crucial; their participation in the teaching of trainees can also be valuable.

To provide long-range outputs in new-job creation and to expand the range of opportunities confronting the trained client which he is being placed, the job-developer should invest a large amount of his efforts in working with and through industry or business associations.

Since the job-developer's main responsibility is to work with business and industrial management, he may develop a tendency to over-identify with the interests and problems confronted by management in their manpower efforts with the disadvantaged. He should, therefore, have regular contacts with trainees and training-site personnel, not only to provide them valuable feedback from the "field" but also to mitigate the development of tendencies within him toward management over-identification.

**Follow-up**

The follow-up function to the training-placement process can be conceived in terms of at least two main kinds of activity—evaluation and in-job supportive services.

**Evaluation:** The "success" of a job development program is best gaged by information on the post training and placement experience of both training "graduates" and employer. This includes collection of systematic information on at least job retention, wages, employee satisfaction and employer satisfaction. The greatest difficulty in follow-up work is the location of ex-trainees. Indigenous workers are best utilized
in this work due to their superior knowledge of and greater psychological and cultural rapport with low-income neighborhoods.

In-job Supportive Services: The need of many ex-trainees for assurances in the work situation can be provided by in-job supportive counseling; the counselor role at the training-site might include this responsibility. A more effective device has been "coaching". In this role a project staff-member visits not only the ex-trainee in his home situation and on the work-site but also his supervisor and higher level officials. He often arbitrates grievances between the ex-trainee and personnel in the work situation.

Comments on Part Three

Training and Placement:

Job-Creation:

Follow-up:

Summary and Diagrams:

Other Comments:
Summary

The diagram in this part summarizes, in the form of a model of role relationships, the positions and principal functions which make-up the training and placement sectors of the manpower development process. This model, which has been constructed from information that evaluates the combined experience of many "E & D" projects focusing on disadvantaged youth, might serve as a recommended base line for single agency evaluation. As previously indicated, however, this model may not adequately fit the OJT project; also its adequacy for application to manpower projects focusing on adult trainees is unknown.

Diagram A depicts the primary functional connection between training and placement roles within and across training site and work site networks.

Diagram B depicts the ancillary feedback and balancing (e.g., the job developer's need for balance re. possible over identification with management) relationships between roles both within and between networks.

Diagram C is a composite picture of training and placement role relationships within and across training and work site networks.
Primary role relationships between training and placement. Positions within any
Across Training-Site and On-the-Job Networks.

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**Diagram A**

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Key:

- **= main responsibility in role-relationships**
Diagram B: "Auxiliary Role Relationships Between Roles Born Within and Across Networks"

Diagram showing the relationships between training network and on-the-job network roles:
- Teachers
- Job Developer
- Counselors
- Trainees
- Business and Industrial Associations
- Management
- Supervisors
- Coaches
- Ex-trainees on-job
- Indigenous Fellow-workers
- Ex-trainees off-job

Key:
- Solid arrows indicate feedback in role-relationships.
- Dotted arrows indicate balancing inputs in role-relationships.
Composite of Training and Placement Role: Relationships Within and Across Training and On the Job Networks

Diagram C

Key:
- --- → feedback in role-relationships
- <<<<<< = balancing inputs in role-relationships
- → = main responsibility in role-relationships
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