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CHEYENNE/LARAMIE COUNTY MX IMPACT
HUMAN SERVICE SYSTEM REFINEMENTS PROJECT

FINAL REPORT

1985

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CHEYENNE/LARAMIE COUNTY MX IMPACT
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FINAL REPORT

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I. INTRODUCTION

A. Acknowledgements

Funds to support this Project were provided by the United States of America/Department of the Air Force through a grant to the Wyoming Office of Industrial Siting Administration. This grant was made available under the terms of Section 801 of the Military Construction Authorization Act, 1981, (P.L. 96-418 as amended by P.L. 97-99, 10 U.S.C.).

Every portion of this Project has been improved in some way by the members of a Project Task force acting either collectively or individually. Efforts of Task Force members made decision making tools more pertinent, system refinement products more useful, and meetings more productive. Special thanks, then, go to James Brady, Jane Dorn, Gary Maier, Lori Shumate, and Do Palma.

Richard Moore, Director of the Wyoming Office of Industrial Siting Administration and Sandy Sherry and Linda Hostetter of the Cheyenne/Laramie County Regional Planning Office also contributed substantively to the success of the Project.

B. Background

Three studies relating to the impact that the installation of MX missiles in the area will have on human service related problems and programs in Cheyenne/Laramie County had been completed prior to the date this Project began. These included the Cheyenne Community Needs Assessment, a Facility Needs Analysis and Collocation Analysis-Selected Human Service Agencies, and a Site Selection and Feasibility Study for the Cheyenne/Laramie County Health Unit. In addition, a Directory of Human Services for Cheyenne and Laramie County and a Human Resources Marketing Survey were available as reference materials.

It was not the intent of this Project to reproduce findings included in these five documents. Instead, the Project was designed to draw on them and on discussions with officials in the community to identify and assist in the implementation of concrete refinements in the Cheyenne/Laramie County human service system that will allow a more effective, better coordinated response to MX related human service problems.

More specifically, the goals for this Project included:

1. Defining a process through which human services can be optimally delivered;
2. More effective use of government and local funds;
3. The promotion of coordination; and,
4. The design and implementation of a mechanism that can be used to reduce duplication and make program modifications as necessary in the future.

II. PROJECT MECHANICS

A. Site Visits

Staff of John C. Johnston and Associates, Inc. conducted eight on-site visits during the course of this Project with John Johnston serving as the principal consultant. Brief summaries of these visits follow.

Site Visit #1 (December 2-5, 1985)

This visit was introductory in nature. At the outset John Johnston met with a Task Force designated to serve as an advisory body for the Project. (Members included James Brady, Jane Dorn, Gary Maier, Lori Shumate, and Do Palma.) Task Force members provided background information regarding MX related human service efforts to that point and identified persons in the community who could contribute to the Project's success.

Johnston also met individually during this visit with the Project Manager, Do Palma, the Contract Manager, Lori Shumate, and with the other three members of the Task Force to discuss issues and concerns.

Discussions were also held with a variety of persons concerned with human service program efforts in Cheyenne/Laramie County. These included Tom Bougsty who had been principally responsible for doing the area's recent needs assessment; Richard Moore, the overall 801 MX Impact Project Manager; Jack Brounink Executive Director of the United Way of Laramie County; Ross Johnson, Treasurer for the City of Cheyenne; Warren White of Governor Ed Herschler's office; Steve Zimmerman of the Wyoming Department of Health and Social Services/Division of Community Programs; Don Erickson, Mayor of the City of Cheyenne; Bob Cook, Budget Officer for Laramie County; and Linda Burt, Executive Director of Community Action of Laramie County, Inc.

Johnston used these discussions to introduce himself to the persons listed above, to determine how human service funds were being allocated, to identify problems in the area's human service system, and to solicit suggestions for overall system improvements.

The concerns most often expressed by persons interviewed included the following:

1. Sufficient resources are not available to deal with area human service problems;
2. Cost-effectiveness elements should be incorporated in area human service program efforts;
3. The City and County may have to make formal changes in allocation policies and processes to bring about needed changes/improvements; and,
4. "Case management" issues across the range of provider efforts should be addressed.

Site Visit #2 (December 9-12, 1985)

Johnston's second site visit served to complete necessary introductory work. It included personal interviews with: County Commissioner Shirley Francis; Ronn Jeffrey of Youth Alternatives; Major John Dehler at Warren Air Force Base; Ron Rogers and Linda Burt representing the Board and staff respectively of Community Action of Laramie County Inc.; and, Raymond Muhr of the Southeast Wyoming Mental Health Center.

The following persons were also contacted by telephone during this visit: County Commissioners Jack Humphrey and Jeff Ketcham; City Council Members Robert Storey, William Anderson, Ed Lif, and Carol Clark; Father Eugene Todd of the Ministerial Alliance; Ann Huey of STRIDE, Inc.; Virginia Sellner of COMEA; Marie Baptiste of Needs, Inc.; Dee Clary of Meals on Wheels; and, Contract Manager Lori Shumate.

As with the first site visit, these personal and telephone contacts involved fact-finding and the solicitation of perceptions regarding both human service system problems and system refinement possibilities.

Issues raised included:

1. The need for better priority setting;
2. The need to base funding allocations on "results" as opposed to other criteria;
3. The need for technical assistance that would help increase the efficiency and effectiveness of local providers;
4. The need to mobilize resources outside of Laramie County.
5. The need to serve all eligible persons instead of just the persons now "inside" the system;
6. The need for funders to use a consolidated application process;
7. The perception that non-profit human service provider efforts were substituting for or duplicating the role that should be played by the local DPASS office;
8. The need for a concerted, systematic, multi-year effort to strengthen/improve local agencies;
9. The possibility of using "quality circles" of local provider officials to strengthen the provider network; and,
10. The need to preserve the commitment/volunteer involvement of smaller agencies while at the same time achieving administrative economies that come with size.

In addition to the contacts listed above, a briefing paper for funding source officials setting out human service system refinement issues was developed during this visit.

Products developed subsequent to this site visit included:

1. A tentative design for a human service system refinements approach addressing the issues raised to

- that point;
2. A paper describing characteristics of high quality human service systems;
 3. A generic tool for assessing the relative quality of a human service system, a provider or providers, or a funder or funders.
 4. A tool for use in setting problem solving priorities for selected human service target populations;
 5. A list and description of human service system problems;
 6. A list of human service system problems by category; and,
 7. Recut work programs for a wide selection of Cheyenne/Laramie human service providers keyed to the resolution of specific problems and including possible performance and impact measures for the problem solving efforts indicated.

Site Visit #3 (January 6-9, 1986)

The third site visit began with a meeting of the Task Force. Members present included Maier, Palma, Shumate, and Brady. Johnston presented the materials developed to date (see list of products for Site Visit #2) for review and critique. Decisions made included: the need to recut the generic assessment tool into two tools, one to assess the quality of providers and one relating to funders; and, the need to convert the "Ideal" system paper into a survey soliciting perspectives regarding ideal (desirable) human service system elements.

On January 8, 1986 Johnston met with the three members of the Laramie County Commission for a Project briefing and general discussion of area human service problems and concerns.

Less formally, Johnston met with James Brady to work on recutting the two assessment tools, with Lori Shumate to discuss a planned community input meeting for the Project on February 6, 1986, and with Gary Maier to discuss the February 6 meeting. He also spoke with Virginia Sellner to arrange a meeting with the Basic Needs Task Force early in February.

Products developed during the visit included final versions of the funder and provider assessment tools, the final version of the survey to identify desirable human service system elements, assorted materials for the February 6 workshop (meeting invitation, agenda, mailing list), and draft letters for funding source officials to send indicating an interest in a joint funders meeting to begin work toward human service system refinements.

Site Visit #4 (February 3-6, 1986)

The major focus of the fourth site visit was the community input meeting held on February 6, 1986. A Task Force meeting held on February 4 (with Dorn, Brady, Palma, and Shumate present) was

devoted largely to preparations for this meeting. Topics addressed included the funder and provider network survey results available as of that date, the meeting's agenda, and related topics. The group did, however, devote some time to general questions regarding system refinement options.

Johnston met with the Basic Needs Task Force on February 5, 1986. Discussion topics included Project progress to date, the nature and quality of relationships between providers and funders in the area, and suggestions for system refinements.

Approximately 35 people attended the community input meeting on February 6, 1985. After introductions were made Johnston summarized results of the three surveys that had been distributed. (The first related to desirable elements in a human service system, the second to an assessment of the quality of the current funding system in Laramie County, and the third to an assessment of the quality of the current provider network in Laramie County.) Meeting participants then identified specific area human service system problems and in some cases suggested possible solutions to these problems. Topics addressed included short and long-range planning elements and practices, funding allocation processes and procedures, provider management, and overall system development.

The Task Force met on February 6 after the input meeting to discuss necessary follow-up activities. (Palma, Maier, Shumate, and Brady were present.) Chief among the conclusions reached was that a concerted effort would need to be made to involve funding source officials in all future Project activities. Also, plans were made for a second community input meeting to be held in early March.

After the meeting a summary of meeting input was written, and a revised description of a mechanism that could be used to make the refinements suggested was developed.

Site Visit #5 (March 10-13, 1986)

Much of this site visit involved an effort to discuss system refinement options and targets with funding source officials. Possibilities in this regard were developed by the contractor drawing on suggestions acquired in meetings, conversations and during the February 6 community input session.

Meetings were held with Mayor Erickson on March 10, 1986 and with the City Council and County Commission on March 11, 1986. Less formal discussions were also held with Edith Howard of the Inter-Faith Task Force, and Doug Reeves, James Brady, and Peter Hegg of the United Way.

More general conversations were held during the week with Scott Sessions of the Wyoming Commission on Aging, Lori Shumate and Richard Moore of the Office of Industrial Siting Administration, Commissioners Humphrey and Francis, Bob Cook of the County Budget Office and Ronn Jeffrey of Youth Alternatives.

In the face of almost no support for a formal, permanently staffed system refinement effort of any type on the part of persons in either the funding or provider networks, the options given the most consideration during these discussions were informal in nature, involved no permanent full-time staff, and dealt with ways to both generate additional funds and to do more with existing resources.

On March 13, a second community input meeting was held to discuss Project efforts. At this meeting Johnston indicated to those present that funding source officials in the area seemed generally supportive of a joint, informal effort to attempt to mobilize additional human service resources and to make more effective use of existing resources as an alternative to making significant cuts in human service funding. (Johnston did report, however, that the consensus on the part of funding source officials was that at least some funding reductions were inevitable.)

On March 13, 1986 a meeting of the Project Task Force was held with Palma, Brady, Shumate, and Dorn in attendance. Follow-up for the community input meeting was discussed and related contractor work tasks were scheduled.

Site Visit #6 (April 7-9, 1986)

This site visit was devoted exclusively to preparations for, participation in, and follow-up relating to a meeting on April 8, 1986 of area funding source officials.

The Contract and Project managers (Shumate and Palma) and John Johnston met with Richard Moore of the Office of Industrial Siting on April 7, 1986 to prepare materials for use during the April 8 meeting. These included: an agenda; a list of meeting objectives; a position paper describing possible human service system refinement options (the third produced to that point); a brief Project status report; and, a "shopping list" of system refinement possibilities.

Funding officials present at the meeting included: Warren White of the Governor's Office; Mayor Erickson; Commissioners Francis, Humphrey, and Ketcham; United Way representatives Brady and Hegg; and City Council representatives Carol Clark and Virgil Slough. Others present included Shumate, Palma and Johnston. The meeting was chaired by Richard Moore.

A wide variety of topics were discussed with no firm conclusions reached. Thought was given, however, to system refinement priorities, the current human service funding cycle (FY/87), options regarding policy making structures that could be used to direct refinement efforts, and options regarding staff support for system refinement efforts. A part of this last discussion topic involved consideration of contracting with the United Way for certain, unspecified staff support. A decision was made to set a meeting date of April 22, 1986 to continue the

discussion.

(Note: this date proved to be unfeasible, and the next meeting was not held until May 5, 1986.)

Site Visit #7 (May 5-6, 1986)

The sole focus for efforts during the seventh site visit was a meeting of area funding source officials on May 5, 1986.

Shumate, Moore and Johnston again met prior to this meeting to insure that necessary materials were available. Funding officials present at the meeting included Warren White of Governor Herschler's Office, James Brady and Doug Reeves representing the United Way, County Commissioners Ketcham and Francis, Mayor Don Erickson, and Carol Clark representing the City Council. Moore again chaired the meeting. (Tom Bonds of the Cheyenne/Laramie County Planning Office, Lori Shumate, Do Palma, and Johnston were also present.)

Meeting participants were provided: an agenda; a "decision tree" to assist with a discussion regarding policy making and staffing options for a human service system refinement effort; a summary of their collective priorities in regard to the "shopping list" of system refinement priorities distributed at the April 13, 1986 meeting of funding officials; a draft work program based on high priority refinement targets that included work assignment and tracking management tools; draft consolidated application forms; and, an outline to guide multi-year strategic planning.

During the course of the meeting tentative decisions were made regarding the structure for a policy making body as was a tentative decision to explore contracting with the Laramie County United Way for staff support services for system refinement efforts. Finally, those present scheduled follow-up meetings for May 19, 1986 and June 2, 1986.

On May 6, 1986 a meeting of the Project Task Force was held with Bonds, Maier, Shumate, Palma, Brady, Dorn, and Johnston in attendance. Necessary follow-up for the May 5 meeting was discussed and work steps agreed on by those present. These included the development of a meeting summary, drafting of a notice for the May 19 meeting, and the development of a draft agreement that the City and County could use to formalize a proposed relationship with the United Way.

A meeting of funding source officials was held, as scheduled, on May 19, 1986 between the seventh and eighth site visits. Those present at this meeting included Commissioners Francis and Humphrey and United Way representatives James Brady, Pete Hegg, and Doug Reeves.

Much of this meeting was devoted to discussion of a draft three party Cooperative Agreement involving the City of Cheyenne, Laramie County, and the United Way of Laramie County. If adopted by these respective bodies this Agreement would serve to

formalize and guide their collective efforts to make both short and long-term refinements in the human service system in Laramie County.

The balance of the meeting involved discussion of refinements in the FY/87 funding process for human services. Consideration was given to an approach in which the County would provide the United Way with an estimated amount of funds to be spent for human services along with any qualifying criteria the Commission wanted to add. The United Way Allocations Committee would then take this information into account as it dealt with funding allocation issues with the objective of making recommendations to the full United Way Board and to the County Commission regarding the most effective and efficient use of available human service resources.

Although no City officials were present at the meeting some consideration was also given to the role the City might play in the cooperative effort described above.

Site Visit #8 (June 2-3, 1986)

The eighth site visit was devoted exclusively to a meeting of funding source officials held on June 2, 1986.

John Johnston met with Lori Shumate and Richard Moore of the Office of Industrial Siting Administration prior to this meeting to make necessary preparations. No new materials were developed, but copies of materials previously provided funding source officials were made for distribution as necessary.

Mayor Don Erickson and James Brady and Pete Hegg representing the United Way attended the meeting. Others present included Lori Shumate, Richard Moore, and John Johnston.

A general discussion was held regarding the role United Way staff might play in facilitating human service system refinements in Cheyenne/Laramie County, and the proposed three-part agreement involving the City, County, and United Way relating to such efforts was reviewed. The major problem identified but not resolved was that of providing short-term staff support in the period before a new United Way staff director starts work.

Johnston met with Lori Shumate on June 3, 1986 to confirm arrangements for completing all contract obligations.

B. Products

A portion of the products developed during the course of this Project were designed to facilitate decision making while the remainder were intended for use in system refinement efforts. A brief description of the decision making tools follows, and copies of these materials have been included in Appendix A. System refinement tools have been included at appropriate points in the System Refinements Manual produced as part of this Project.

Possible System Refinement Elements

This product was developed for the January 6, 1986 Project Task Force meeting. It outlines system refinements that would address concerns expressed in the round of interviews held in December, and includes a brief description of mechanical arrangements that could be used to pursue these arrangements.

Laramie County Human Service System

This brief paper summarizes both system refinement problems that were identified and solutions that were offered during the February 6, 1986 community input meeting. It also contains an outline of an approach that could be used to address the problems identified and to pursue the solutions suggested.

March 10-13 Funding Source Officials Meeting Products

Four products were developed for use in the round of discussions held with funding source officials during the week of March 10-13, 1986. The first, dated March 10, 1986, lists: alternatives that could be used to deal with revenue reductions; revenue generating program options; and, revenue generating system development options. The second was prepared for a discussion with the City Council. It describes the situation at that time in terms of City financial support for human services, provides options that could be pursued, and assesses the strengths and weaknesses of these options. The third was produced in two versions. One version was used in a discussion with the City Council on March 11, and one was used in a discussion with the County Commission on the same date. Both versions outline the funding allocation situation at that time, and both provide a list of alternatives available to funding source officials. The final product describes prerequisites for pursuing the refinement alternatives with reference to funding source roles and responsibilities and suggests an approach for pursuing these refinements.

April 22, 1986 Funding Officials Meeting Products

Four decision making products were developed for the first meeting of area funding source officials. The first, dated, April 8, 1986 was distributed in advance of the meeting. It contains both policy making and staff support options relating to an effort to make refinements in the Cheyenne/Laramie County human service system. Two of these products were designed exclusively to facilitate discussion during the meeting with one relating to "FY/87 Funding Allocations" and the other to "Organizational Considerations". The last product developed for this meeting was a "shopping list" of possible system refinements organized in three categories; Increased Efficiency, System Development, and Long Range Improvements. Estimates of the time and costs required to effect these improvements are included as are estimates of the benefits that would accrue.

May 5, 1986 Funding Officials Meeting Products

A decision making tree was developed for the May 5, 1986 Funders meeting that was designed to help meeting participants consider issues relating to the organization and operation of a policy making body to direct system refinement efforts as well as issues relating to staffing for both this body and for refinement activities.

Cooperative Agreement

A draft three party cooperative agreement was prepared for consideration by City, County, and United Way officials. This document outlined a structure and operational policies and procedures for a formal effort to make human service system refinements.

III. SYSTEM REFINEMENT ALTERNATIVES

A. Introduction

As originally designed, a portion of this Project was to have involved an effort to outline alternative ways to make refinements in the Cheyenne/Laramie County Human Services System. These alternatives were then to have been distributed to area provider and funding source officials for their review and comment, and based on the input provided, a final alternative was to have been selected and refined.

This approach was not used, however, for a variety of reasons. Most significantly, in introductory discussions with both area provider and funding source officials it quickly became apparent that there was substantial opposition in the community to a number of possible system refinement approaches. The task at hand, then, was not one of sifting through alternatives but, rather, was one of finding a system refinement approach acceptable to a sufficiently broad range of persons.

Given this fact, the options that are described below are offered only from an historical perspective. They are included in this Report as a matter of record and are not in any way an attempt to prescribe a system refinements approach for use in Cheyenne/Laramie County.

The options described below are listed in order of decreasing formality. Where possible, an indication of related costs has been provided as has an estimate of the nature and volume of refinement efforts that could be undertaken. A brief outline of positive and negative features of these options has also been included.

Finally, any of the policy making options listed could be used in concert with any of the staff support options. Further, it would be possible to develop and use options that incorporate elements of one or more of the options described below.

B. Policy Making Options

1. Human Services Board

The State of Wyoming's "Community Human Services Act" (Sections 35-1-611 through 35-1-627, W.S. 1977) provides for the establishment, maintenance, and operation of a community level human services program relating to the "prevention of and treatment for all individuals affected by mental illness, substance abuse, developmental disabilities, and related emotional problems" (Section 35-1-612). Further, this Act provides for the establishment of Community Boards as agencies of County Government which can either provide directly or contract for the provision of a variety of services for "the mentally ill, substance abuser, or developmentally disabled" (Section 35-1-614).

A Community Board could be established by the County Commissioners of Laramie County pursuant to the terms of the "Community Human Services Act" and could be operated at minimal cost.)

One significant feature of a Community Board would be its capability to actively and formally promote human service system refinement efforts. Depending on the powers vested in the Board, this could include the use of funding decisions to promote refinement initiatives.

The major negative feature of such a Board would lie in the scope of human service system refinement efforts it could undertake as these would have to be limited to problems relating to mental illness, substance abuse, and developmental disabilities. (There are, obviously, a significant number of other types of human service problems in addition to the three listed in the Community Human Services Act.)

2. Policy Board Formed Through a Cooperative Agreement

Funding source officials in Cheyenne/Laramie County could make use of a cooperative agreement to form a Board that could provide advice to various area funding human service funding bodies regarding system refinement initiatives. Membership could include representatives of the City, the County, the United Way, the State, etc. in any of a variety of full and associate membership combinations.

Costs relating to the operation of such a Board would be minimal.

If membership in such a body were limited to public elected officials and to carefully selected representatives of private sector funding sources, it would be possible for this Board to share key policy information on a timely basis and to direct joint system refinement efforts.

On the negative side, the effectiveness of this type of Board would be depend directly on the time and effort devoted to it by funding source officials. Given the demands on their time these contributions might well be limited in nature.

3. Human Services Committee

Funding source officials could simply agree to meet together periodically on an informal basis without making an attempt to organize these meetings in any formal manner. Attendance could depend on individual interests and concerns, and sub-committees of various types could be organized and disbanded as necessary.

Costs to support such an effort would be minimal.

The informality of such an arrangement would, in itself, constitute a strength. It would not be necessary to spend time

and energy on organizational matters, and the process of self-selection in terms of participation would tend to insure that participants in any given Committee or sub-committee effort would be interested in the tasks at hand.

Conversely, informality would also be a weakness as key policy makers with limited interest in human service problems and issues might not choose to participate.

C. Staff Support Options

1. Permanent, Full or Part Time Staff

Permanent full or part time staff could be recruited to carry out any of a wide range of human service system refinement activities. Given the difficulty of many of the tasks to be performed, it would be necessary to recruit more than entry-level professionals. Annual, full time compensation for each such person including clerical support costs would be approximately \$28-\$35,000. The various human service system refinement initiatives discussed informally to date could easily require the attention of two full-time staff or the part time equivalent.

Positively, permanent staff can be held fully accountable for completing assigned tasks, and talented staff working on a full-time basis can accomplish a great deal.

Negatively, permanent staff represent a substantial long-term financial commitment. More significantly, unless policy makers exercise great diligence such staff can wittingly or unwittingly assume policy making functions not properly theirs.

2. Part-time, Detailed Staff

It would be possible to carry out human service system refinement efforts through existing provider or funding source staff working under temporary or permanent part-time assignment. This would require minimal direct expenditures, but indirectly expenditures would be similar to those incurred in employing permanent staff.

From a positive standpoint, detailed staff are less likely than permanent staff to assume policy making roles that are not properly theirs. Further, detailed staff will have demonstrated their capabilities in other contexts in the community and the degree of their interest in pursuing any given refinement effort can be determined in advance. For any such effort, then, staff can be selected who have both the skills and interest necessary to do what needs to be done.

Negatively, detailed staff can subordinate any new assignments to their regular work tasks, and can potentially evade responsibility for either or both by claiming that they were working on their "other" assigned tasks.

3. Staff Support Acquired Under Contract

It would be possible to contract for staff services with either a for-profit or not-for profit entity.

From a positive perspective, staff support acquired under contract does not represent a permanent long-term financial commitment. Further, if a non-profit contractor (such as the United Way of Laramie County) is used it would be possible to acquire necessary staff support essentially at cost. Lastly, if a commitment could be made to supplement the salary of a senior staff person not currently on staff it might be possible to recruit a more talented employee than would have been the case within the contractor's existing salary structure.

Negatively, in writing contracts it is necessary to address in advance elements relating to cost, product quality, and delivery schedules. Given that unforeseen problems inevitably arise during contract implementation it is exceedingly difficult to develop contract provisions for these three elements that prove to be mutually compatible. (Typically, contractors get only two of these three elements no matter how tightly a contract is written. To illustrate, they get what they want at the price agreed on but not at the agreed on delivery date. They get what they want when they want it but at a higher price, etc.)

4. "Volunteer" Staff

System refinement tasks can be carried out by "volunteer" staff drawn from the provider world, funding sources, or the private sector. Staff costs under such an arrangement are obviously minimal.

Positively, self-selected "volunteer" staff are invariably interested in and committed to whatever it is that they are doing.

Negatively, it is almost impossible to have continuity or accountability in a "volunteer" staffing situation.

IV. SYSTEM ASSESSMENT

A. Introduction

The assessment done by John C. Johnston and Associates, Inc. staff of the current human service system in Cheyenne/Laramie County involved both a review of available human service studies and products, and a series of meetings and discussions with persons active in the area's human service network. This assessment, then, is impressionistic with its accuracy dependent more on the experience and intuitive capability of the Contractor than on an analysis of objective data.

B. Staff Capability

Almost without exception key staff members of area human service system agencies appear to be both competent and committed to what they are doing. A significant number of them are genuinely talented and a few are extraordinarily so.

C. Management Systems

In general, agency administrators are succeeding in spite of their management systems not because of them. In large part this is the case because they are trying to use management systems based directly on eligibility and compliance requirements of funding sources.

More specifically, management systems in current use almost invariably ignore the matter of impact...changes brought about in the lives of program participants. Similarly, it is rarely possible to link impact to expenditures in ways that allow meaningful cost-effectiveness comparisons.

Instead, local management systems tend to focus on agency and program operations...on provider efforts. This was acceptable in an era of steadily increasing federal human service expenditures focusing on the operation of categorical human service programs (as opposed to actually solving the problems of target populations), but it is not an effective management approach in dynamic, block grant environment that requires innovation and entrepreneurial efforts to address a wide range of dilemmas and resource shortages. (The installation of MX missiles in the area being but one example in this regard.)

D. Duplication/Coordination/Linkages

Cheyenne/Lamarie County human service programs are duplicative in terms of function in three areas; aging services; substance abuse; and, women's programs. This does not, however, represent a significant problem as service sites are operating at or near capacity and there appears to be almost no duplication of service to participants. (Income transfer programs are far more likely sources of abuse in terms of duplication. Unscrupulous people may seek to acquire more than one payment or allotment,

but they are not likely to seek shelter in more than one location on a given night, acquire transportation to the doctor on a given day from more than one source, etc.)

Available evidence suggests that area service providers promote program coordination and linkages in a variety of informal ways. Staffs tend to know their program's participants personally and to a surprising extent they know who other programs are serving. Given this situation these informal contacts are sufficient in most cases to protect against abuse and to insure that available resources are used effectively.

E. System Efficiency

The sheer number of providers in the Cheyenne/Laramie County human service network lends the impression of diseconomies of scale, and to some extent this is the case. Given indications in the Cheyenne Community Needs Assessment of problems that are not being addressed, the area's human service system does not have more employees than it needs, but this workforce could no doubt be deployed more efficiently. (There are agency directors who might more appropriately be program managers, staff assistants who might be better used in line capacities, etc.)

Caution is appropriate in making any changes in the interest of efficiency, however, as smaller, autonomous agencies can have substantial advantages over larger ones in terms of motivating staff, and in regard to mobilizing volunteers and resources. In addition, the sheer number of agencies combined with limited funding tends to serve as a salary restraint.

F. Effectiveness

It is exceedingly difficult to assess the effectiveness of area human service agencies for three reasons. First, there is not an objective way of determining how good "good" is for their various problem solving efforts. (It is not possible to say with assurance just how much of a given service a dollar, for example, should buy. It is even more difficult to decide how much difference the expenditure of this dollar should make in the lives of a program participant.) Second, performance data...details regarding what various agencies have done...is typically available but impact data...information regarding the difference agency efforts made in the lives of program participants...typically is not. Third, current funding and management systems rarely link expenditures to problem solving efforts in a manner that allows meaningful cost effectiveness comparisons. (The detailed budgets agencies typically use are of little help in determining cost-effectiveness in cases in which providers are engaged in more than one type of problem solving effort as expenditures generally cannot be attributed accurately to these various efforts.)

The above comments are not to suggest that the Cheyenne/Laramie County human service agencies are ineffective.

(The quality of the persons active in the system is in itself sufficient to suggest that they are.) Given the management systems in current use, however, this proposition is difficult to demonstrate objectively.

G. Funding Sources

There is substantial difference of opinion on the part of persons in Cheyenne/Laramie County regarding the relative quality of the roles played by funding sources. In fact, there is a three-part split of opinion depending on the person or persons doing the assessing and on the funding source being assessed. Perspectives range from the view that funding source officials are ill-informed and uncaring through a more neutral assessment to the view that funding source officials are both knowledgeable and concerned about human service programs and target populations. The latter two perspectives are valid, but the first tends to neglect sincerely held differences of opinion regarding priorities in favor of a presumption of blind antipathy to human service programs and issues.

V. CONCLUSION

A. Project Status

The governing bodies of the City of Cheyenne, Laramie County, and the United Way of Laramie County have formally entered into a cooperative agreement that will "establish a Human Services Coordinating Committee to continue the work necessary to further coordinate and refine the human services funding and delivery system" in the area. More specifically, the agreement calls for efforts to develop: a common applications process and format; a joint hearings process for funding requests; products and related processes that will result in long and short-term improvements in local human service programs; and, single and multi-year problem solving priorities.

City, County, and United Way officials are currently engaged in appointing representatives to the Human Services Coordinating Committee. It is anticipated that this process will be completed by mid-August and that the Committee will meet for the first time in early September.

A part of the Cooperative Agreement calls for the City and County to contract with the United Way of Laramie County for staff support services for the Committee and to carry out initiatives the Committee decides to undertake. The United Way Board of Directors has initiated a nation-wide recruitment process relating to its obligations in this regard and expects to have a person fully capable of providing this support and assistance on staff prior to January of 1987.

B. Next Steps

A detailed work program is essential to the effective management of a cooperative effort involving multiple interests. This suggests, then, that the Human Services Coordinating Committee should make an effort to draft and adopt such a document soon after it is formally constituted.

To be most useful this product should:

1. Describe selected system refinement initiatives;
2. Specifically identify refinement objectives;
3. Indicate when objectives will be met; and,
4. Identify who is responsible for insuring that the Committee's objectives are met.

The basic materials needed to produce a detailed system refinement work program have been developed and are available for use. These include: a prioritized list of system refinement options; a draft work program; a format for scheduling work program activities; and, a format for making and tracking work assignments.

In addition, a Manual has been developed that includes ideas, checklists, worksheets, etc. drawn from human service

system refinement efforts in other communities. This document may be of some help in drafting a work program, and definitely will be useful in work program implementation efforts.

Once a detailed work program has been developed and adopted the Coordinating Committee will need to design and implement a simple monitoring system to determine if schedules are being met and to insure that necessary work program and personnel adjustments are made if they are not.

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POSSIBLE SYSTEM REFINEMENT ELEMENTS
??

Planning

Based on problem solving
Priorities made clear
Target populations ??
Problem categories ??
Problems ??

Applications

Funding criteria made clear in advance
Problem based
Performance and impact elements
Link money to problem solving efforts

Operations

Work assignments made and keyed to performance and impact
Data collection done systematically and reports filed with central body

Monitoring and Evaluation

Focus on performance and impact
Emerge from program operations/data collection...not a separate effort

Agency Development

Initiatives agreed on in advance
Specific funding allocations
Work programs
Clear role and responsibility assignments

Mechanics

Human Services Task Force

City/County/State/United Way/Church representation
Policy making body that meets 4-6 times per year for 2-3 hours
Actual decision makers...not their representatives
Planning...share priorities, timelines
Application Process...share RFP contents/assumptions, available funding, criteria, timelines, etc.
Operations...review reports
Monitoring and Evaluation...draw conclusions regarding effectiveness, efficiency, appropriateness, of efforts
Agency Development...share/agree on initiatives, share allocation information, share progress

Human Services Support Group

Staff Human Services Task Force/Staff Human Services Working Groups
Executive Committee of key funding source staff
Work 2 days/month (+/-) on staff support
Full Group includes provider staff

Human Services Working Groups

Formal and informal coalitions of interested persons engaged in specific agency development/problem solving efforts

February 28, 1986

LARAMIE COUNTY HUMAN SERVICE SYSTEM

Problem Areas

Planning Problems

- Only limited long-range planning is done
- Not enough emphasis is put on prevention and long-range solutions to problems
- There is limited community participation in planning

Funding Problems

- Funding sources do not use coordinated funding processes
- The amount of funding available and funding criteria are not known in advance

System Operations

- There is inadequate communication between funding sources and providers and between providers
- Program impact is generally not known
- Information about program accomplishments is often not available, and when available is not widely shared

Overall System Development

- A systematic effort is not being made to increase the quality of program management, reduce administrative costs, better target program activities, insure program cost-effectiveness, etc.

Possible Solutions

Planning

- Multi-year program objectives could be adopted by funding sources and providers
- Planning activities could be broader in scope, better coordinated and products more widely shared

Funding

- Funding levels and funding criteria could be made clear "up-front"
- Funding application procedures could be streamlined and consolidated
- Funding processes could be better coordinated
- Applicants could submit consolidated line-item budgets
- Applicants could link expenditures to problem solving strategies and provide impact measures so that cost-effectiveness can be measured

System Operations

- A consolidated reporting and information sharing system could be adopted

System Development

- Regular, systematic efforts could be made to improve the overall human service system in Laramie County

Solution Mechanics

Human Service System Committee

The City of Cheyenne, Laramie County, the United Way, and

area churches could appoint persons to a Human Service System Committee. (Appointees should be policy makers, not representatives of policy makers.) This committee could meet 3-4 times per year for 2-3 hours to do the following...

1. Share human service policy decisions made by their appointing bodies.
2. Explore ways in which human service policy issues and problems could be addressed in a more effective, coordinated manner. (This might include joint long-range planning; sharing funding criteria, priorities, and timelines; sharing progress reports and evaluation results; etc.).
3. Plan and oversee joint human service system refinement initiatives.
4. Review progress reports for jointly funded programs and projects and recommend appropriate action.

Human Service System Working Groups

Informal coalitions of human service providers currently exist in Laramie County. These groups could be provided the staff support necessary to...

1. Make improvements in human service system provider networks.
2. Suggest improvements in the overall human service system.

Human Service System Support Group

A limited number of funding source staff persons (2-4) could be detailed on a permanent, part-time basis (approximately 2-3 days per month) to a Human Service System Support Group. Additional funding source and provider staff could also be detailed to this Group as necessary. This Group could...

1. Provide staff support to the Human Service System Committee.
2. Provide staff support to Human Service System Working Groups.
3. Perform tasks assigned by the Human Service System Committee.
4. Provide support on request to individual funding sources and providers.

FUNDING SOURCE HUMAN SERVICE SYSTEM ALTERNATIVES

Human service funding sources could use one or more of the following alternatives in responding to revenue reductions...

- A. End or reduce human service contracts.
- B. Participate in human service system development efforts, but do not provide direct cash support.
- C. Participate in and provide direct cash support for human service system development efforts.
- D. Use improved procedures to fund a less costly, more efficient, more entrepreneurial network of human service contractors.
- F. Renew or increase human service contracts.

REVENUE GENERATING PROGRAM OPTIONS

The following are examples of problem solving activities that both help target populations and generate resources for program sponsors...

Hunger

Gleaning projects, garden projects, farmers markets, canning projects, cooking and nutrition education, and food buying cooperatives

Inadequate Housing

Self-help housing, housing conversion, minor home repair and rehabilitation consultation, home maintenance and repair, energy audits and related consultation

Unemployment

Product development and market analysis assistance, business planning assistance, supplemental income projects, job search training and assistance

REVENUE GENERATING SYSTEM DEVELOPMENT OPTIONS

The following types of activities both improve human service system elements and generate revenues for program sponsors...

Energy use studies, tax counseling, management training and related assistance, consolidated bookkeeping systems, product development and analysis for agencies, business planning assistance for agencies, insurance policy consolidation/co-insurance, computer system counseling and related assistance, financial management assistance, grantsmanship training, creation of goods/materials/cash donor programs

March 10, 1986

CHEYENNE CITY COUNCIL

HUMAN SERVICES DISCUSSION

March 11, 1986

Givens

A. The Council recently indicated in writing that it does not intend to renew its current contracts with a wide range of human service providers.

B. Even without the contracts referred to in A. above, the City's human services budget is approximately \$1 million. (The balance of the Support Services/Account 22 portion of the City budget plus expenditures for Youth Alternatives, etc.)

C. The recent letter from the Council to its human service contractors will not end public debate regarding the role the City plays in supporting human service activities.

Options

A. The Council can remain opposed to renewing the human service contracts.

B. The Council can reverse its position and support renewal of the human service contracts.

C. The Council can adopt a compromise position of some sort.

Assessment

Option A:

This approach relieves the City of some short term financial obligations. It also serves to terminate relationships and a role for City government that some persons consider inappropriate.

In the long run Option A could cost the City more than it saves as it will increase City liability in certain respects. Further, human service programs represent a form of insurance against vandalism, crime, anti-social activities, and individual and family catastrophies that result in public expenditures.

Option B:

Insofar as it reduces city liability and results in lower public expenditures (an admittedly unprovable proposition) this approach could save the City money. It would also serve to improve the living conditions of a significant number of persons.

Renewal of the City's human service contracts would perpetuate short term financial obligations at a time when the City faces cuts in revenues. It would also perpetuate a role for the City that some find inappropriate.

Option C:

There may be a compromise position in regard to City support for human service program efforts that better serves the interests of the City, human service providers, and human service target populations than either Option A or Option B listed above.

March 11, 1986

HUMAN SERVICES DISCUSSION

GIVENS

- A. There will be less public money available for human service programs in the next few years.
- B. Human service problems will increase in the next few years.
- C. The County supports three types of human service activities...
 - "In-house" departments
 - "Public Replacement" Contractors (No clear definition)
 - Other contractors

Alternatives

- A. Cut programs/program budgets
 - ("In-house" departments... "public replacement" contractors... other contractors)
- B. Increase program participation costs
 - (add fees, charges)
- C. Increase department and contractor efficiency
 - (Reduce administrative costs, increase performance and impact)
- D. Use more program approaches that generate resources
 - (gleaning vs. food vouchers, energy conservation education and follow-up assistance vs. utility payment assistance)
- E. Increase the efficiency of categories of service providers
 - (aging, youth, alcohol and drug program coalitions)
- F. Increase overall human service system efficiency
 - (improve coordination, increase cooperation, reduce duplicative administrative demands)
- G. Refine the overall human service system using resource generating activities
 - (joint ventures, "export" of refinements)

March 11, 1986

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March 11, 1986

IMPLEMENTATION PREREQUISITES

Funding sources can unilaterally reduce programs/program budgets (A).

Funding sources can unilaterally increase program participation costs (B).

Funding sources can take steps unilaterally to increase department and contractor efficiency (C). They can also solicit and use outside assistance and advice and assistance from providers (C).

Funding sources can unilaterally prompt single funding source providers to adopt different program approaches (D) although some provider input is a key success element in this regard. In the case of providers with multiple funding sources this approach may require outside assistance and does require cooperation between both funders and providers (D).

Cooperation between funding sources and providers and related efforts of provider coalitions are necessary to increase the efficiency of these coalitions (E). This may also require outside assistance (E).

Cooperation between provider and funding source policy makers, policy making bodies, and provider staff is necessary to increase the efficiency of the overall human service system (F). This may also require outside assistance (F).

Cooperation between provider and funding source policy makers, policy making bodies, provider staff, and persons in the private sector is necessary to refine the overall human service system using resource generating approaches (G).

IMPLEMENTATION MECHANICS

A Human Services Committee composed of funding source officials would be necessary to pursue alternatives C, D, E, F, and G. This Committee would function effectively only if it had assigned staff to provide support and only if it was able to draw on the skills and knowledge of a broad range of persons both inside and outside the human services network.

Human Service Coalitions composed of both staff and policy makers of agencies that serve the same target populations would be necessary to pursue alternatives C, D, and E and to a lesser extent F and G. These coalitions currently pursue many of these alternatives, but their effectiveness would be increased if provided staff support.

Staff support provided a Human Services Committee and Human Service Coalitions could be provided most effectively through a small committee of persons working on a part-time basis out of an office dedicated exclusively for their use and for the use of such persons as they find it necessary to mobilize.

HUMAN SERVICE SYSTEM REFINEMENT OPTIONS

Introduction

The comments that follow relate to organizational structures that could be used to make refinements in a human services system. They do not describe a substitute for current system operations.

It should be noted that success in improving a human services system has far more to do with the right people doing the right things than it does with doing things through the "right" organizational structure.

Policy Making Options

In any human service system refinement effort policy makers must:

- 1) Identify desirable refinements;
- 2) Allocate resources needed to make refinements;
- 3) Make work assignments; and,
- 4) Check to see that work gets done.

These four tasks can be done in a number of ways, and the following are only general options in this regard. (The options are arranged in order of increasing formality.)

A. Refinements can be made on a funding source by funding source basis as individual funding bodies deem necessary.

Pluses...

- No time or money is needed for "coordination"
- Decisions can be made and implemented quickly

Minuses...

- It is difficult to deal effectively with providers that receive funds from more than one source

B. Key funding source officials can meet informally to address system refinement issues.

Pluses...

- System refinements relating to providers with multiple funding sources can be pursued

Minuses...

- "Coordination" takes time and costs money
- Informality can bring continuity problems

C. Funding source officials can establish a formal system refinement mechanism.

Pluses...

- Refinement efforts can be thorough and systematic

Minuses...

- The operation of the refinement mechanism can use up resources and energy
- The refinement mechanism itself can become a barrier to system refinement

HUMAN SERVICE SYSTEM REFINEMENT OPTIONS

Staff Support Options

In any system refinement effort one or more persons must:

- 1) Perform assigned tasks; and,
- 2) Provide staff support to policy makers.

Three broad approaches that can be used in this regard are described below. (Again, the options are listed in order of increasing formality.)

A. Staff support can be provided totally through "volunteers" from within the human service network who either provide services for free or whose employers allow them to provide assistance in their "spare time".

Pluses...

- Limited expenses are incurred
- Providers and funders are not threatened in any way

Minuses...

- Deadlines are rarely met
- Continuity is lacking

B. A limited number (1-4) of permanent, part-time (1-4 days/week) staff can be detailed from existing positions in the human service network or hired to work on system refinement projects. These persons can then mobilize additional help as necessary.

Pluses...

- Limited direct expenses are incurred
- Continuity is possible

Minuses...

- Supervisory/management relationships tend to get blurry

C. One or more permanent staff can be hired who can then draw on other persons as necessary.

Pluses...

- Substantial continuity is possible
- The volume of refinement efforts can be substantial

Minuses...

- Over time the differences between policy making and staff roles tends to blur with negative results
- Substantial costs are incurred

Staff Support Targets

Staff engaged in human service refinement efforts can work in any combination with:

1. An informal network of funding source officials;
2. Coalitions of human service providers;
3. Individual funding sources; and,
4. Individual providers.

April 8, 1986

FUNDERS MEETING

April 22, 1986 Discussion

Topic: FY/87 Funding Allocations

Assumptions

A. Should a human service "funding estimates" grid be developed?
(See below)

		City		County		United Way	
Funding Source	FY/86	FY/87		FY/86	FY/87	FY/86	FY/87
General Fund							
CDBG							
Revenue Sharing							
CSBG							
1% Sales Tax							
Campaign							
State (contracts)							

Priorities

A. Should an attempt be made to specify priorities for FY/87 in terms of target populations?...In terms of problems to be addressed?

B. Should an attempt be made to link FY/87 funding allocations to explicit priorities? (See A)

C. Should different priorities be given to maintaining the following human service delivery system elements? If so, what?

- Public agencies
- Agencies that provide services the public would otherwise have to provide (specify)
- Agencies that provide statutorily mandated services
- Other (specify)

Funding Allocation Mechanics

A. Should the various funding allocation timelines be combined?

B. Should a common application format be used?

C. Should cost-effectiveness elements be included in application format(s)?

D. What is the best way to make funding decisions for contractors with multiple funding sources?

E. Should funding request presentations be combined?

F. Should any funds be pooled? If so, for what purposes?

April 22, 1986 Discussion

Topic: Organization Considerations

Policy Making

A. Is there a need for a formal policy making body to address human service issues, problems, opportunities?

B. Is there a need for an informal policy making body to address human service issues, problems, opportunities?

(For either A or B thought would need to be given to meeting frequency, membership, procedures for calling and chairing meetings, decision making procedures, etc.)

Staff Support Options

A. What is the best way to provide staff support for a human service refinement effort?

(Possibilities include permanent full-time staff, permanent part-time staff, full and/or part-time detailed staff, "volunteer" staff, etc. in any combination)

B. What role(s) should staff play?

- Provide staff support for policy makers
- Carry out work program adopted by policy makers
- Provide support and assistance to coalitions of human service agencies
- Provide support and assistance to individual funders
- Provide support and assistance to individual providers
- Other

C. What costs will be incurred, and where will the money come from?

D. What management systems are needed?

April 8, 1986

REFINEMENT OPTIONS

Priority
Low/Med/Hi

I. Increased Efficiency

_____ A. Have funders use the same application time-
line.

16 hrs/\$240/\$200 per provider

_____ B. Have funders use the same application
forms/format

40 hours/\$600/\$400 per provider

_____ C. Have funders use a common funding request
presentation process

40 hrs/\$600/\$120 per provider

_____ D. Have funders pool and jointly distribute
available human service program funds

240 hrs/\$3,600/?...limited to significant

_____ E. Have funders pool and jointly distribute
funds for common human service priorities

80 hrs/\$1,200/?...moderate

_____ F. Allocate funds competitively based on
proposed performance and impact

32 hrs per funder/\$480/Up to 10% improvement

_____ G. Allocate funds non-competitively based on
proposed performance and impact

16 hrs per funder/\$320/Up to 7% improvement

_____ H. Distribute information regarding successful
applicants, proposed work program contents

20 hrs/\$300/Up to 2% improvement

_____ I. Distribute regular system-wide progress
reports

40 hrs/144 hrs/\$2,760/Up to 3% improvement

_____ J. Conduct periodic "progress reports/problem
identification and resolution meetings"

8 hrs per meeting/\$120/?...substantial

_____ K. Provide human service background/status
briefings for new funding source officials

4 hrs per briefing/\$60/?..better policy making

_____ L. Provide human service background/status
briefings for community groups

3 hrs per briefing/\$45/?...more public support

REFINEMENT OPTIONS

M. Develop a human service background/status
briefing book for funding officials
40 hrs/\$800/?...better policy making

N. Develop a human service background/status
booklet for community residents
40 hrs/\$1,500/?...more public support

II. System Development

A. Use more program approaches that generate
resources
(For example; use funds to solicit food
donations rather than buy food, teach people
how to reduce utility bills rather than pay
bills, help people find/hold a job rather than
providing food/clothing/housing.)
320 hrs/\$4,800/Could exceed \$250k per year

B. Provide product development and/or market
analysis assistance to interested agencies
120 hrs/\$1,800/substantial after first year

C. Provide interested agencies help in writing
business plans
80 hours/\$1,200/substantial after first year

D. Conduct energy audits on facilities
120 hrs/\$1,800/\$40,000 over life-cycle

E. Provide counseling relating to U. S. Tax
Code Provisions of help to non-profits
80 hrs/\$1,200/\$200k+ in cash and goods

F. Provide management training and assistance
60 hrs/\$900/1-2% of contracts

G. Consolidate bookkeeping functions
80 hrs/\$1,200/\$15,000

H. Analyze/reduce insurance costs
40 hrs/\$600/\$10,000

I. Make better use of computers
60 hrs/\$900/\$15,000

J. Make better use of office equipment
40 hrs/\$600/\$10,000

K. Make better use of space (including
collocation)
80 hrs/\$1,200/\$10-\$25,000

REFINEMENT OPTIONS

L. Reduce banking costs/increase interest income
20 hrs/\$300/\$3,000 to \$5,000

M. Consolidate purchasing
80 hrs/\$1,200/\$6,000 to \$12,000

N. Help agencies mobilize more volunteers
80 hrs/\$1,200/\$30,000

O. Provide grantsmanship training and assist with the development of grant requests
160 hrs/\$3,400/\$200k+

P. Create and support a goods/materials donation mechanism
120 hrs/\$1,800/\$75,000 per year

III. Long-Range Improvements

A. Put more emphasis on problem prevention
60 hrs per funder/?...significant

B. Put more emphasis on long-range solutions
60 hrs per funder/?...significant

C. Individual funders make multi-year priorities clear "up-front"
32 hrs per funder/?...moderate

D. Funders make their collective multi-year priorities clear "up-front"
80 hrs/?...moderate

E. Individual funders make single year priorities clear "up-front"
24 hrs per funder/?...moderate

F. Funders make their collective single-year priorities clear "up-front"
40 hrs/?...moderate

G. Remove statutory and administrative barriers to local level efforts to refine human service system elements
80-120 hours/?...significant

HUMAN SERVICE FUNDERS
May 5, 1986 Meeting

Policy Making Body

A. Membership ?'s

- No fixed membership?
- Fixed membership?
 - ...Types of members?
 - ...Number of members?
 - ...Funding source representation?

B. Officer ?'s

- No officers?
- Officers?
 - ...which one(s)?
 - ...fixed terms?
 - ...rotating?

C. Meeting ?'s

- Regular meeting dates?
 - ...frequency?
- Irregular meeting dates?
 - ...frequency?

D. Decision Making ?'s

- Informal?
- Formal?
 - ...voting procedures?

Staff Support Options

A. Staffing approach ?'s

- Full time?
- Permanent, part-time?
 - ...who employs?
- Part-time, contracted through United Way?
- Other type contract? (specify)

B. Staff role ?'s

- Provide support for policy makers?
- Carry out work program adopted by policy makers?
- Fee generation?

C. Organization ?'s

- Management systems required?
- Funding required?
- Source(s) of funds?

COOPERATIVE AGREEMENT

This Cooperative Agreement is entered into with the Board of Commissioners for Laramie County, hereafter referred to as County, Board of Trustees of United Way of Laramie County, hereafter referred to as United Way, and the City of Cheyenne, hereafter referred to as the City on this ____ day of _____, 1986.

Purpose

The purpose of this Cooperative Agreement is to jointly create a Human Services Coordinating Committee to continue the work necessary to further coordinate and refine the human services funding and services delivery system now in effect and those initiated as a part of the 801 Planning Grants. The Committee will work to initiate a common applications process, joint hearings on funding requests, and establishing policy recommendations concerning the further funding and delivery of human services for proposal to the governing bodies.

The Committee will also work to develop and propose both long- and short-term improvements that increase the efficiency in human service delivery programs as well as maximize the effectiveness of the funding available for human services. The Committee will also work to establish and recommend both current-year and multi-year funding priorities as well as working to ensure that funding is for problem solving efforts and needs rather than purely on an agency basis.

Organization

In order to meet the purposes that this Coordinating Committee is established to address, it shall have the following organization:

1. Membership. The Committee shall consist of nine (9) members, three to be appointed from each the City, County, and United Way. Membership will be determined in the manner appropriate for each governing body and shall have policy making responsibilities.
2. Officers. The Committee, once consitituted, shall effect a Chairman, Vice-Chairman, and Secretary. Officers shall be elected yearly.
3. Meetings. The Committee, once consitituted, will establish a regular meeting schedule with a meeting to be held bimonthly. Supplementary meetings may be called as needed by the Chairman or by a majority of the Committee.
4. Quorum. A Quorum will be a simple majority of the membership such that each entity is represented.
5. Decision-Making. It is intended that the Committee will work to build a consensus on each issue, but in all cases requiring a vote, Robert's Rules of Order will be followed.
6. Staffing. It is intended that the staffing of this committee will be provided by United Way as soon as possible, but no later than January,

1987. In the interim period and as may be required to meet specific project goals and objectives, this committee will depend upon the staff resources of each entity.

Powers and Duties

The Committee shall have the following powers and duties:

1. Role. This committee is an advisory body and will make recommendations to each governing body convening human service matters. These include, but are not limited to
 - establishing human service needs.
 - determining resources available.
 - recommending funding priorities for both the current-year and multi-year programs.
 - and completing other activities as requested by member agencies.
2. Duties. The Committee will have the following duties as well as those appropriate and customary. They are:
 - require a common application for funding.
 - provide for a single review and hearing process for funding requests.

- establish target funding levels for types of programs.
- recommend funding levels for each request.
- develop and maintain both a current year and a multi-year work program.
- develop a system to monitor the effectiveness and the efficiency of funds committed.
- work with provider groups to help them increase their efficiency and effectiveness as well as maintain a cooperative funding and delivery system.
- work to remove statutory barriers to local level efforts to refine human service system elements.
- develop and recommend that grant applications be submitted by governing bodies as may be appropriate and at the request of those governing bodies, administer those grants.
- provide an information exchange between both funding agencies and providing agencies.
- provide a yearly report to the governing bodies.
- and other duties as necessary to carry out the purposes of this committee.

Funding

In order to carry-out the tasks assigned to this committee, each year the Committee will prepare a budget. The budget will be submitted within the timeframe necessary for the City, County, and United Way's budgeting process. The budget will provide the additional funds necessary for United Way to undertake the specific requirements of the work program for the next fiscal year.

For this initial year, the City and County agree to provide \$7,500 each to United Way so that the on-going activities initiated under the 801 Planning Grants can be continued.

Changes

This agreement may be changed in whole or in part upon recommendation of the Committee and upon approval of the governing bodies.

Termination

This agreement may be terminated by any of the governing bodies upon 60 days written notice.

IN WITNESS THEREOF, the City of Cheyenne, Board of Commissioners for Laramie County, and the Board of Trustees of United Way of Laramie County have executed this Agreement.

City of Cheyenne

Date

Laramie County

Date

United Way

Date