An Assessment of Need and Willingness to Engage Faith-Based and Secular Community-Based Organizations:

A National Study of Urban Local Governments

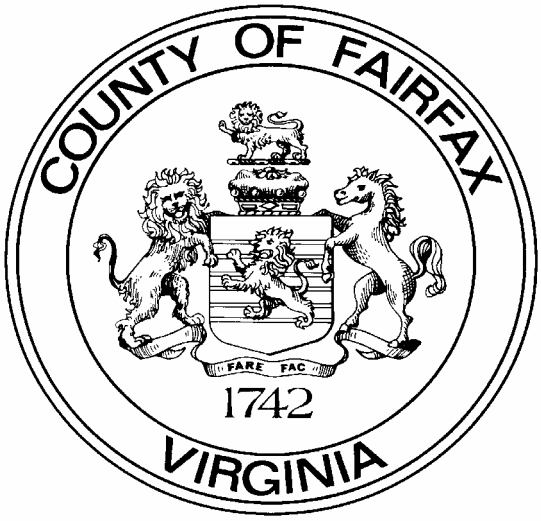

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Table of Contents

Abstract

Pressure from global economic changes, increasing numbers of disadvantaged citizens, and growing anti-tax sentiments are forcing local government to find creative methods of merging the resources of government and community to answer these concerns. This research uses input from human services officials from more than 140 urban local governments across the nation to better understand growing concerns related to at-risk and low-income populations, and assesses the potential for community engagement and citizen coproduction as a viable response to these concerns. The analysis looks through the eyes of human services leaders to better understand the propensity of local government to partner with three types of community-based organizations (CBOs): secular CBOs, houses of worship, and faith-affiliated nonprofit organizations. The findings indicate considerable local government leadership concern for the plight of disadvantaged citizens as well as strong local support for cooperative ventures with CBOs. While there is strong support for working with all three forms of CBOs, there is some reluctance to contract with houses of worship. The results clearly indicate that strengthened partnerships between CBOs and urban local governments have potential for merging the resources of community and government to answer the concerns of disadvantaged citizens.

General Discussion

Changes associated with the global economy have had myriad impacts on the American labor force. One of the most significant impacts is the decreased degree to which workers can expect to find and maintain employment, especially stable long-term employment with guaranteed "quality of life" benefits such as disability coverage, retirement benefits, and access to quality affordable health care. As growing numbers of households can no longer rely on stable employment for income to meet basic and more specialized needs, local governments are facing increased pressure to fill the gaps in the social safety net.

Because state and federal social welfare programs do not fully meet the needs of low-income households or those with disabilities, localities must choose *whether*, *to what extent*, and finally *how* to augment those programs and address the needs of their residents. In making these choices, local governments must not only balance competing stakeholder and constituent priorities (e.g., social equity for all versus responsiveness to special populations versus the lowest possible taxes), but they must also decide which stakeholders, themselves included, have

the will, the means, and the responsibility to act. Options may include government programs, public-private community partnerships, or a reliance on private charitable organizations – or some combination of these.

One alternative is for local government to increase taxes to produce the revenues necessary to pay for basic quality of life services for those who cannot afford to pay. In most localities, this option is politically unpalatable, and this trend will only increase as more households struggle to maintain their quality of life (MacManus, 1999; Simonsen & Robbins, 2000). As uncertainty about the future grows, citizens often place a lower priority on civic responsibilities to their community and a greater priority on self-interest, and thus are likely to stiffen their resistance to taxation (Glaser, Aristigueta & Payton, 2000; Glaser, Aristigueta & Miller, 2003-4). Strong anti-tax and anti-government sentiment across the country make the option of higher taxes to fund local programs a less desirable and less feasible course of action.

Many localities are choosing instead to engage the community to identify, address, and sustain the response to the needs of residents. A growing body of literature argues that community is the foundation of societal well-being and the proper medicine for the ills of modern society (Putnam, 2000). In the past forty years, however, there has been a gradual shift in focus away from charitable, community and religious institutions as the primary source of help for those in need to a more professionalized government response to social needs. While many communities retain a vibrant charitable sector, many others no longer have sufficient capacity in their charitable organizations to play such a role. Rebuilding community, which includes strengthening the institutions of community, potentially has many benefits for addressing local human service needs. Local governments are therefore well advised to explore avenues to facilitate the development of community as a partner (Fredericksen & Lovrich, 2001; Nalbandian, 1999).

While it is clear that government is an important influence on community, it is not always clear what actions government can take to restore community. This research uses empirical evidence from a national survey to improve understanding of the social problems communities are facing, the extent to which local government is willing to act to address these problems, and the extent to and manner in which local governments are engaging the community to address growing societal concerns. This paper explores how local government can facilitate the formation of community-based organizations (CBOs) and how collaborative ventures between CBOs and local government can be used to maximize benefits to the community.

The problems faced by urban communities are many and varied, and they tend to interact in ways that make them difficult to attack. A systems orientation built on the foundation of community is therefore needed to organize the use of local resources. There is evidence that local government leadership and facilitation is critical to successfully harness these resources. However, many questions remain about the willingness and ability of local government to form partnerships with CBOs to address the needs of the disenfranchised. This paper provides an improved understanding of the potential for collaborative ventures as viewed through the eyes of local government officials who are involved in human services delivery.

The first section of the findings uses input from human services leaders inside local government to assess the relative severity of the current problems facing communities, to predict trends and changes in the needs of communities, and to project changes in how local governments invest in services to address the concerns of low-income and at-risk populations (Tables 1-4). While human services officials are in a good position to understand the issues and concerns of low-income and at-risk populations, it is more often elected and appointed local government leaders who make key decisions allocating resources to address these issues and

concerns. The second section of the analysis asks human services officials to evaluate local government leaders' degree of recognition and concern for the needs of disadvantaged residents (Tables 5-7). Section 3 focuses on the capacity and willingness of local government to encourage the formation of and to view CBOs as legitimate partners for strengthening urban America (Tables 8-10). The third section also explores the need to balance issues of responsiveness to general constituent concerns with issues of equity related to specific at-risk populations and low-income households. Section 4 builds on the findings of Section 3 by providing details about how comfortable local government is working with three forms of CBOs: secular CBOs, churches or houses of worship, and nonprofit faith-affiliated organizations (Tables 11-12). Section 5 reports on human service officials' assessment of the capacity and effectiveness of the three forms of CBOs (Tables 13-14). Finally, Section 6 explores the possibilities for local governments to support a systems approach to community development, which would include joint planning of the use of resources and building the capacity of CBOs (Table 15).

Research Methods

The sampling frame used in this research focuses on city and county governments associated with moderate to large Metropolitan Statistical Areas. The central city (or in some cases central cities) as well as the most populous county or counties were identified for inclusion. We attempted to contact approximately 330 units of local government and received 143 completed questionnaires (see appendix). The vast majority of the surveys were distributed and received via the Internet. Some surveys were mailed through the United States Postal Service when Internet addresses were not available or upon the request of respondents. Initial correspondence was sent to alert recipients that the questionnaire would follow and asked for

assistance in identifying the proper respondent. The targeted respondents were individuals who are most familiar with the human services activities of local government and who have knowledge of CBOs and partnerships between local government and CBOs. Initial recipients were asked to help the researchers identify the appropriate local government target if the recipient did not have the knowledge necessary to complete the questionnaire. Initial questionnaires were sent in early May 2003, and follow-ups were sent throughout the summer. Data collection ended in August 2003.

Findings

Section 1. Current Problems, Anticipated Change, and Expected Investments

The first section of the findings focuses on human services officials' assessments of current problems of their community, projected change in these problems or concerns over the next two years, and anticipated change in expenditures by their unit of local government. As we look through the eyes of human services officials, it is important to note that policymakers must balance competing and sometimes conflicting stakeholder priorities and concerns. Democracy demands that public officials listen and be responsive to voters; however, voters rarely speak with one voice. Certain interests and issues will always be better represented than others, because different advocacy groups have different levels of political clout, access to elected officials or experience with the political process, and some are simply better organized and articulate in communicating their concerns. Elected officials who disregard the will of the general public – or at least the will of those who participate in the political process - will pay the price at the voting booth. In addition to the need to be responsive to voiced constituent interests, however, most elected officials and public administrators also recognize an ethical obligation to equitably protect the well-being of all those whom they serve, including the disadvantaged and

disenfranchised. Without this principle of "protection of the vulnerable" in local government, those who are most in need of many of the services of government would have little or no voice in public decisions. While responsiveness and equity may at times be complementary, competition between interests is likely to intensify as resources to address these concerns become increasingly scarce.

As economic changes threaten the stability of not just low-income but also more moderate-income households, competition for local government resources will increase and may exacerbate the tension between issues of equity and responsiveness. Public administrators must strive to strike a balance between meeting the intense (and often costly) needs of those who are most disadvantaged or in crisis, ensuring that basic services are available for those households that are just getting by, and being responsive to the more broadly held needs and interests of the majority of residents.

The findings reported in Tables 1 and 2 suggest that many concerns for low-income and at-risk populations are also broadly held concerns that impact moderate- and higher-income households as well. Much as expected, the lack of affordable housing is one of the, if not *the,* most important concern, with more than half (55.6%) of the respondents rating it as a big problem. None of the respondents described housing as "no problem" and less than 8 percent (7.7%) rated affordable housing as a "small problem" (Table 1). Affordable housing is not only one of the most important current problems, but it is also the problem that human services officials expect to increase more than any other. In fact, 88 percent of the human services officials expect problems associated with affordable housing to increase over the next two years, with nearly 41 percent reporting that they expect a "large increase" in need (Table 2).

Table 1
Current Problems/Concerns for Low-Income/At-Risk Populations

Types/Level of Problems/Concerns for Low-Income & At-Risk Populations		*Percentages* Level of Problem							
		No Problem	Small Problem		Moderate Problem		Big Problem		Mean
	Rank	1	2	3	4	5	6	7	
→Affordable Housing	**1**	00.0	03.5	04.2	18.3	18.3	31.7	23.9	5.42
→Households living in substandard housing	**12**	00.0	02.9	08.6	32.4	27.3	21.6	07.2	4.78
→Low-income neighborhoods in need of improvement	**4**	00.0	02.1	05.0	27.9	25.7	27.1	12.1	5.07
→Homelessness	**10**	00.7	02.1	11.3	28.9	26.1	19.0	12.0	4.82
→Unemployment	**7/8**	00.0	04.3	12.9	18.6	29.3	27.1	07.9	4.86
→Childcare/Daycare needs	**7/8**	00.0	02.9	06.6	25.5	29.9	27.7	07.3	4.95
→Emergency needs such as food, clothing, shelter	**11**	00.7	03.6	09.4	23.2	33.3	19.6	10.1	4.84
→Substance abuse	**2**	00.0	00.7	05.9	17.0	23.0	37.8	15.6	5.38
→General health care needs	**5**	00.7	02.2	04.4	22.6	31.4	23.4	15.3	5.13
→Mental health/Counseling needs	**3**	00.0	00.0	01.5	21.5	27.4	30.4	19.3	5.44
→Needs of special populations such as elderly, youth, disabled	**6**	00.7	01.4	05.0	28.8	28.8	26.6	08.6	4.98
→Domestic violence	**9**	00.0	02.3	04.5	25.6	33.8	21.8	12.0	5.05
→Special needs and concerns of immigrants	**13**	02.3	08.5	18.6	17.1	25.6	17.8	10.1	4.49

Individual Items: Range in Number of Cases= 129-142. Rank is calculated base on the percentage of respondents that classified a particular concern as a "Big Problem" (score of 6 or 7).

In addition to their assessment of current and anticipated problems, respondents were asked to speculate about their local government's likelihood of increasing human services expenditures over the next two years. In the case of affordable housing, almost 40 percent of the respondents anticipate an "increase" or "large increase" in expenditures over the next two years. Expected growth in spending related to affordable housing is second only to anticipated growth in spending on unemployment and workforce development issues.

Table 2
Anticipated Change in Need in the Next 2 Years

Low-Income & At-Risk Populations **Types of Needs and Concerns**	**Rank**	Percentages **Anticipated Change in Need** Decrease	No Change	Small Increase	Large Increase
→Need for affordable housing	**1**	01.4	10.6	47.2	40.8
→Households living in substandard housing	**12**	07.3	28.5	48.2	16.1
→Low-income neighborhoods in need of improvement	**11**	05.7	27.7	48.2	18.4
→Homelessness	**6**	00.7	20.9	59.0	19.4
→Unemployment	**10**	12.2	19.5	46.3	22.0
→Childcare/Daycare	**7**	00.8	21.7	45.7	31.8
→Emergency needs such as food, clothing, shelter	**3**	00.7	19.0	47.4	32.8
→Substance abuse	**9**	00.8	30.3	40.3	28.6
→General health care needs	**5**	02.3	18.9	40.9	37.9
→Mental health/ Counseling needs	**4**	00.0	20.9	43.3	35.8
→Needs of special populations such as elderly, youth, disabled	**2**	00.0	16.9	45.6	37.5
→Domestic violence	**13**	02.6	35.0	46.2	16.2
→Special needs and concerns of immigrants	**8**	00.8	24.6	48.4	26.2

Range in Number of Cases=117-142. Rank was calculated based on the number of organizations that indicated anticipated increased need ("Small Increase" or "Large Increase").
Index of Change in Need Calculated based individual item scores: Decrease= 1, No Change= 2, Small Increase= 3, Large Increase= 4

Interestingly, the high concern about affordable housing (ranked 1st) did not translate to a similar level of concern about households living in substandard housing (ranked 12th), with less than 29 percent (Table 1, 28.8%) of the respondents describing this as a big problem. Presumably, although many households may be forced to stay in a home or apartment that is less than optimal, smaller than they would like, or more expensive than they can afford, the majority are not forced to live in substandard housing to the point that it becomes a widespread community concern. Nearly two-thirds of respondents, however, see substandard housing as a growing concern over the next two years (Table 2, 64.3%). As shown in Table 3, investments in substandard housing ranked 4th of the thirteen investments with more than 36 percent of the local

governments anticipating an "increase" or "substantial increase" in investment over the coming two years.

Table 3
Anticipated Change in Human Service Expenditures in the Next 2 Years

Low-Income & At-Risk Populations Types of Needs and Concerns **"Expenditures to ....."**	**Rank**	Percentages Anticipated Change in Expenditures: Large Decrease	Decrease	No Change	Increase	Large Increase
→ address housing affordability	**2**	00.0	16.1	44.4	31.5	08.1
→ improve substandard housing	**4**	00.0	21.5	42.1	31.4	05.0
→ improve low-income neighborhoods	**3**	00.8	23.0	38.9	31.0	06.3
→ address homelessness	**5**	00.7	16.4	47.8	32.1	03.0
→ address unemployment/workforce development	**1**	00.0	19.8	38.0	38.8	03.3
→ address childcare/daycare needs	**11**	02.5	22.5	55.0	16.7	03.3
→ address emergency needs such as food, clothing, shelter	**9**	01.5	19.8	54.2	20.6	03.8
→ address substance abuse	**10**	04.3	20.0	52.2	22.2	00.9
→ address general health care concerns	**7**	02.7	21.4	45.5	27.7	02.7
→ address mental health concerns/counseling	**8**	06.2	20.4	43.4	30.1	00.0
→ address needs of special populations such as elderly, youth, disabled	**6**	02.2	21.5	43.0	25.2	08.1
→ address domestic violence	**13**	00.8	16.0	64.7	17.6	00.8
→ address the special needs and concerns of immigrants	**12**	00.0	16.2	64.0	16.2	03.6

Range of N= 111-135; Respondents that indicated that a particular function does not apply (NA)to their organization have been excluded from this table. Rank is based on the percent of "Increase" or "Large Increase."

While the lack of affordable housing has more general societal impacts, the more specific concern of "low-income neighborhoods in need of improvement" was reported as a big problem by more than 39 percent of respondents (Table 1, ranked 4th), with two-thirds (Table 2, 66.6%, ranked 11th) expecting the problem to grow over the next two years (although not as much as most other problems). Slightly more than a third of the respondents (Table 3, 37.3%, ranked 3rd) expect local government to act on these concerns through increased investment in low-income neighborhoods.

The level of concern about a problem and its anticipated change in the coming years is not necessarily a good indicator of how likely local governments may be to increase expenditures. The second and third highest ranked concerns for low-income and at-risk populations were substance abuse (Table 1, 53.4%, ranked 2nd) and mental health/counseling needs (Table 1, 49.7%, ranked 3rd). Human services officials foresee needs increasing in these areas, as well, with almost 80% anticipating an increase in mental health needs (Table 2, 79.1%, ranked 4th) and more than two-thirds anticipating an increase in substance abuse needs (Table 2, 68.9%, ranked 9th). In spite of these concerns, few human services officials expect their local governments to increase investments in either mental health (Table 3, 30.1%, ranked 8th) or substance abuse services (Table 3, 23.1%, ranked 10th).

Likewise, only 31 percent of respondents (Table 1, ranked 10th) described homelessness as a big problem, although more than three-fourths expect homelessness to grow (Table 2, 78.4%, ranked 6th). While homelessness intensely impacts only a narrow band of citizens, it is a visible and discomforting reminder to all about what it means to be vulnerable to changing economic and social circumstances. Possibly because of its high visibility and the general consensus that homelessness, especially among families and children, is unacceptable, about a third of the responding governments (Table 3, 35.1%, ranked 5th) expect increased investment over the next two years.

Unemployment is a direct cause of loss of income, which means the loss of a household's ability to meet basic needs and respond to unexpected crises, and as such it could be the root of many of the issues and concerns discussed in these findings. Yet it does not register the breadth or intensity of concern that might be expected, with only a third of respondents reporting it as a "big problem" (Table 1, 35%, ranked 7/8th). More than two-thirds (Table 2, 68.3%) of the

respondents expect unemployment to rise over the next two years but do not see it as a problem that is likely to outpace other concerns. Interestingly, more than 42 percent of respondents (Table 3, 42.1%, ranked 1st) predict that their unit of government will increase investment in workforce development and take actions to address unemployment. This seeming contradiction may again raise the issue of responsiveness to broadly held concerns (such as unemployment, which impacts households at all income levels and also affects a community's overall vitality) versus the more specific needs of low-income or at-risk populations.

Childcare issues are closely tied to employment and, accordingly, registered similar ratings (Table 1, 35.0%, ranked 7/8th). Many household heads simply cannot afford to accept employment, because they are unable to find affordable childcare. In fact, many households would suffer a net income loss if they had to pay market value for childcare. While childcare is a broadly held concern, access to affordable childcare often represents a formidable barrier for those hoping to make the transition from welfare to work. Many households answer childcare needs through assistance from relatives, particularly in the case of low-income households. In any case, few (Table 3, 20.0%, ranked 11th) believe that local government will increase childcare investments.

Households with low incomes, due to unemployment or other reasons, are likely to experience recurring emergency needs such as food, clothing, and shelter. While less than 30 percent of human services officials (Table 1, 29.7%, ranked 11th) described emergency needs as a big problem now, approximately 80 percent of the respondents (Table 2, 80.2%, ranked 3rd) expect to see an increase in need, with nearly a third expecting to see a large increase in need. In spite of this growing concern, less than a quarter of the respondents (Table 3, 24.4%, ranked 9th) expect increased investments to meet emergency needs over the next two years. One respondent

provided insightful comments about funding trends associated with emergency needs.

> Finally what I hear over and over again is that low-income and at-risk populations need hard services that will support them long term. At one time soft services provided emergency and temporary support. Today soft services do not even provide emergency or temporary support. For example, two years ago if a family had a gas bill of $300 that they needed help with, two or three agencies and a couple of churches working together were able to provide the money. Today no combination of collaboration will come up with that amount of money. A social agency that provided $100 two years ago provides $30 today and in many situations are already out of money for the calendar year. A church that provided $75 two years ago provides $20 today. Several churches two years ago assisted non-members. Today they assist only their own church members. (Respondent #154)

Rapidly rising health care costs both directly and indirectly threaten quality of life for people at all income levels. As the baby boomer generation approaches retirement and begins to demand expensive health care services, they will contribute to growing support to make health care a national priority. As workers find it more difficult to obtain affordable employer-sponsored health insurance, more people will have to turn to public or charitable sources of care. Nearly 39 percent (Table 1, 38.7%, 5th ranked) define general health care as a big problem, while nearly half (Table 1, 49.7%, ranked 3rd) find mental health care particularly concerning. Even more troubling, the evidence found in Table 2 indicates that more than three-quarters of the human services officials anticipate considerable increases in both general (78.8%) and mental (79.1%) health care needs. Nearly a third of the respondents expect increased investment in general (Table 3, 30,4%, ranked 7th) and mental (Table 3, 30.1%, ranked 8th) health care, but most do not anticipate large increases.

The needs of special populations such as the elderly, youth, and the disabled are intertwined with many of the problems or concerns discussed above. More than a third of the human services officials (Table 1, 35.2%, ranked 6th) see issues related to special populations as a problem, and the vast majority (Table 2, 83.1%, ranked 2nd) expect these problems to grow

over the next two years as the over 65 age group grows. One-third of the respondents (Table 3, 33.3%, ranked 6th) expect increases in investment to address the needs of special populations over the coming two years. Special populations, especially those that cross multiple income levels, commonly have articulate and well-organized advocacy groups that are often quite successful in securing attention and resources for services.

In contrast to the needs of special populations, the issues of domestic violence (Table 1, 33.8%, ranked 9th) and the special needs and concerns of immigrants (Table 1, 27.9%, ranked 13th) are viewed as slightly less problematic and certainly have less of an organized advocacy presence. Both domestic violence (Table 2, 62.4%, ranked 13th) and the needs of immigrants (Table 2, 74.6%, ranked 8th) are viewed as growing concerns. Despite this growing concern, very few local governments are expected to increase investments to address either domestic violence (Table 3, 18.4%, ranked 13th) or the concerns of immigrants (Table 3, 19.8%, 12th).

Logically, the problems faced by local government and the localities they serve are a combination of current and future concerns. Consistent with this understanding, Table 4 provides a general assessment of the extent to which the locales served by urban city and counties governments face large but stable concerns in contrast with large but growing problems. The summary information found in Table 4 is based on two indices. One index was formed by summing the scores for the thirteen items found in Table 1 (current problems/concerns), and the second index was formed by summing the items in Table 2 (anticipated change in problem/concerns). Accordingly, local governments that serve communities with selected or a limited number of problems have increased probably of successfully addressing these concerns compared to those serving communities burdened by a broad array of concerns. Similarly, local governments serving populations with rapidly growing problems or concerns are going to be

more challenged answering these concerns. As mentioned above, the two indices have been formed using the thirteen self anchoring measures found in Tables 1 and 2. A summated index of current need was formed (Standardized Alpha= .8974) by combining the scores for the thirteen items found in Table 1 (1=No Problem, 2-3= Small Problem, 4-5= Moderate Problem, 6-7= Big Problem). A similar summated index of anticipated change in need was formed (Standardized Alpha= .9023) combining the scores for the thirteen items found in Table 2 (1=Decrease, 2=No Change, 3=Small Increase, 4=Large Increase). For purposes of reducing complexity, classes of current problems as well as classes of anticipated change in need are formed from each of the indices by dividing the summated scores for each index into thirds. The three classes of current problems are compared to the three classes of anticipated changes in need to provide overall assessment of need (Table 4).

Table 4
Classifications: Anticipated Change in Need by Current Problems

Anticipated Change in Need	**Current Problems** (percentages) No/Low	Moderate	High
No/Low Increase	15.7	10.1	04.5
Moderate Increase	11.2	10.1	10.1
High Increase	07.9	06.7	23.6

Index of Current Problems: Standardized Alpha=.8974, Mean=65.49, Std. Deviation=10.80, N=120.
Index of Change in Need: Standardized Alpha=.9023, Mean=38.95, Std. Deviation= 6.66, N=93.
Number of Cases= 89; Classifications were formed by dividing the index scores into thirds.

Comparisons of the two classifications provide a general assessment of the interaction between anticipated need with current problems. Nearly 24 percent of the local governments indicated that current concerns are considerable and that they anticipate substantial increases (Current Problem= High and Anticipated Need= High Increase) in need over the next two years. In contrast, slightly less than 16 percent of the respondents define current problems as minor and

also see little or no growth in concern for low-income and at-risk populations. Approximately 40 percent (gray area of Table 4, 40.4%) of the responding local governments are classified as either having moderate-to-high current problems and anticipate high increases in concerns in the future. In other words, at least 40 percent of the urban local governments engaged in this survey feel that current concerns are weighty and expect their burden to grow.

The remainder of this paper examines how this assessment of needs translates into local government action. How do localities choose which issues to address with additional funding? Do they invest additional resources in government programs or do they choose a community-based intervention? For those who turn to the community, what factors influence their decisions on choice of partner, mission, and means of responding to community needs?

Section 2. Perceptions of Local Government Leadership Concern

This section turns from the assessment of community problems to the issue of perceived leadership concern for the needs of low-income and at-risk populations. Leadership is important to most local government ventures but is particularly important in the case of assistance to low-income or at-risk populations. Economically disadvantaged individuals represent a relatively narrow but growing band of citizens who are often disenfranchised and lack political power. Without a strong advocacy voice and/or strong local leadership commitment to the needs of these citizens, the responsibilities to the broader community may overshadow issues and concerns of low-income and at-risk populations. This section explores the degree to which human services officials perceive their elected and appointed local leaders to be concerned about the needs of low-income and at-risk populations. It also considers the tensions inherent in balancing the needs of the broader community with the needs of the economically disadvantaged, and explores roles that leadership can play in addressing both these areas.

The measures found in Table 5 report human services officials' assessments of the extent to which key public officials are concerned about low-income and at-risk populations. Because urban governments that are more actively involved in community-based development were more likely to respond to this survey, it can be expected that the vast majority of respondents would report that both management and elected officials are concerned about the well-being of low-income and at-risk populations. While the overall results are consistent with this expectation, the findings do indicate that managers are perceived to be somewhat more intense in their concern (strongly agree= 57%) about the well-being of disadvantaged populations than are elected officials (strongly agree= 41.8%). This finding is consistent with the assumption that elected officials have a stronger imperative to be responsive to broader constituent concerns.

Table 5
Leadership Concern About Low-Income and At-Risk Populations

	Percentages **Concern**			
"The local government I work for....."	Strongly Disagree	Disagree	Agree	Strongly Agree
Concern About Low-Income/At-Risk				
→ has key **management** that is concerned about the well-being of low-income and at-risk populations	02.1	04.3	36.4	57.1
→ has key **elected** leadership that are concerned about the well-being of low-income and at-risk populations	02.1	03.5	52.5	41.8

Range in number of cases= 140-141

Table 6 assesses continuity of perceived concern between elected leadership and appointed managers. As discussed above, disharmony between elected and appointed officials about obligations to disadvantaged populations could be a source of conflict inside local government. The evidence found in Table 6, however, indicates considerable perceived continuity or harmony

between elected and appointed officials. In fact, 77 percent of the respondents report harmony (highlighted gray area in Table 6) of concern. Slightly more than 19 percent (19.4%) of the respondents indicated that managers are more concerned about the well-being of low-income and at-risk populations, while less than 4 percent (3.6%) reported that elected officials are more concerned. Generally speaking, the evidence indicates that human service officials perceive management to be slightly more inclined to protect disadvantaged populations, but the differences between elected and appointed leaders are not particularly large.

Table 6
Continuity of Leadership Concern about Low-Income and At-Risk Populations: Elected Leadership by Management

	Percentages **Management Concerned**			
Elected Leadership Concerned	Strongly Disagree	Disagree	Agree	Strongly Agree
Strongly Disagree	02.2	00.0	00.0	00.0
Disagree	00.0	02.2	01.4	00.0
Agree	00.0	02.2	33.1	18.0
Strongly Agree	00.0	00.0	01.4	39.6
Number of cases= 139				

Table 7 provides a reading of the combined perceived strength (elected and appointed) of leadership support for disadvantaged populations. A summated index was formed based on the combined scores of the two leadership items reported in Tables 5 and 6 (1= Strongly Disagree, 2= Disagree, 3= Agree, 4= Strongly Agree) to provide an overall assessment of leadership support. Nearly 40 percent of the respondents reported that they "strongly agree" that both key elected and appointed leaders are concerned about the well-being of low-income and at-risk populations, indicating a "very high" level of concern. Fifty-nine percent perceive there to be "high" or "very high" levels of concern about low-income and at-risk populations. However, a

high level of leadership concern does not necessarily translate into willingness to invest more resources into services for disadvantaged populations, nor does it necessarily mean that there is support for community-based interventions.

Table 7
Intensity of Concern Classifications:
Leadership Concern About Low-Income and At-Risk Populations

	Percentages		
Concern Classification	Raw Score	Percent	Cumulative Percent
Low	2	02.2	02.2
Low	4	02.2	04.3
Low	5	03.6	07.9
Moderate	6	33.1	41.0
High	7	19.4	60.4
Very High	8	39.6	100.0
Index of leadership Concern Mean= 6.82			

Number of cases= 139
The computed index was formed based on the scores (Strongly Disagree=1, Disagree=2, Agree=3, Strongly Agree=4)of the two self-anchoring items presented in Tables 4 and 5.
Low=Respondents indicated some level of disagreement with at least one leader.

Section 3. Propensity to Invest in or Stimulate the Formation of CBOs

Local government has a long and varied history in its willingness to support the formation and development of CBOs. In the 1960s, local government often resisted the formation of grassroots or community-based organizations for a variety of reasons, most notably a reluctance to share power with nongovernmental entities (Cummings & Glaser, 1983). In spite of this history, it is becoming increasingly clear that local government by itself does not have the resources to tackle the problems of urban America. More and more local governments are realizing that the best understanding of a community's concerns, needs, strengths, and resources reside *within* that community's residents and institutions, and not within the government offices that serve them. Even so, research indicates that in spite of considerable anti-government

sentiment citizens do look to local government to provide leadership in the rebuilding of community (Frederickson, 1991). This suggests a new role for local governments in responding to community needs. If we are to have reasonable hope of restoring urban communities in the United States, the resources of governments will need to be merged with the resources of community to accomplish common objectives. Government will need to provide leadership that invigorates established CBOs and stimulates the formation of new organizations that are willing to join with government to cooperatively achieve community objectives.

The findings discussed in this section provide an improved understanding of the propensity of local government to embrace CBOs as coproducers of community improvements and some indication of what local governments hope to achieve by building these relationships. The first two items in Table 8 test for differences in willingness to invest resources in CBOs to address the needs of at-risk populations versus low-income households. One might expect to find differences between the two based on the understanding that constituents, as a rule, are more sympathetic to issues they have personally experienced. It is likely that more households have experienced at least one member being (or having been) at risk, or have known a friend, neighbor, or extended family member at risk. In contrast, most households have not directly experienced poverty or have had only brief periods in their life in which they were exposed to poverty or have had meaningful contact with those living in poverty. Therefore, most constituents of local government are more likely to identify with or be sympathetic toward the concerns of at-risk populations and are predisposed to be less than supportive of public expenditures to improve the plight of those living in poverty.

The results reported in Table 8 are not consistent with expectations. The results indicate no important differences in the propensity of local governments to invest in CBOs to address the

growing needs of at-risk populations in comparison to low-income populations. Approximately one-third of the responding human service officials feel that their unit of local government is *not* investing additional resources in CBOs to address the growing needs of either population. It is also worth noting that the vast majority of those who indicated some level of agreement with either statement did not report strong agreement. In other words, while there do not appear to be differences based on the target of the investment, there are legitimate questions about the overall strength of the support.

Table 8
Value Local Government Assigns to Community-Based Vehicles

	Percentages **CBO Orientation**			
"The local government I work for....."	Strongly Disagree	Disagree	Agree	Strongly Agree
Community Investment Targets				
→is investing additional resources in community organizations to address the growing needs of at-risk populations (such as youth, elderly, family abuse, drugs, alcohol, disabilities, health)	02.2	33.6	46.7	17.5
→is investing additional resources in community organizations to address the growing needs of low-income households	02.9	32.8	46.7	17.5
CBOs: Merging Community Engagement and Community Development				
→encourages the formation of neighborhood organizations as a vehicle for communicating with citizens	01.5	08.3	44.4	45.9
→encourages the formation of community-based organizations to improve conditions in low-income neighborhoods	01.5	08.3	44.4	45.9

Range in number of cases= 133-137

While it is clear that there is considerable support for both types of investment, it would be useful to know if there is continuity or balanced support inside each unit of government for at-

risk and low-income populations. In other words, are local governments who have a propensity to invest in meeting the needs of at-risk populations equally likely to invest in meeting the needs of low-income households?

Table 9 provides a general assessment of the extent to which local governments strike a balance between these interests. The cells that fall along the diagonal (highlighted in gray) generally indicate continuity of investment, with the vast majority (79.1%) reporting continuity between investing in CBOs that serve at-risk populations and in those that serve low-income populations. Approximately 17 percent of the local governments favor investing in CBOs that serve at-risk populations (cases above the diagonal = 17.4%). In contrast, only about 6 percent of the local governments favor investing in CBOs that address equity and the needs of low-income populations (cases below the diagonal = 6.1%). It is worth noting that approximately 29 percent of the organizations report continuity between the two, although they are not making additional investments in either.

The final two items presented in Table 8 focus on the extent to and purposes for which local government is favorably predisposed to stimulate the formation of neighborhood-based vehicles. Local governments have many reasons for fostering the development of community- and neighborhood-based organizations. As mentioned earlier, there is a growing recognition that the best understanding and resolution of community problems are to be found within the community itself. In areas where many citizens are disenfranchised, local governments are searching for improved vehicles for citizen engagement in the hopes of closing the divide between citizens and government and beginning the dialogue necessary to address shared concerns. In many cases, local government has tied its citizen engagement efforts to neighborhoods, and in some cases to neighborhood-based organizations, under the assumption

that neighborhoods are the building blocks of community. While research generally supports this assumption, some of this research cautions that strategic planning and an overarching umbrella tying neighborhoods to a broader community agenda are necessary to avoid fragmentation (Berry, Portney & Thomson 1992; Glaser, Parker & Payton, 2001). In any case, engagement, neighborhood by neighborhood, is a valuable tool for organizing the voice of community and improving responsiveness.

Table 9
Continuity of Community Investment Targets: Low-Income by At-Risk Populations

	Percentages **Responsiveness: Invest in At-Risk**			
Equity: Invest in Low-Income	Strongly Disagree	Disagree	Agree	Strongly Agree
Strongly Disagree	02.2	00.7	00.0	00.0
Disagree	00.0	26.9	06.0	00.0
Agree	00.0	06.7	35.8	03.7
Strongly Agree	00.0	00.0	03.7	14.2
Number of cases= 134				

Neighborhoods can also be useful vehicles for stimulating coproduction of community development. Neighborhoods and neighborhood-based organizations have historically been used as tools for community development to address the inequalities and the concerns of poverty. These community development vehicles take many forms, but the most successful ones incorporate the concepts of *capitalization* and *autonomy* into their design and implementation. Low-income neighborhoods or communities are typically undercapitalized and need the resources of local government, whether monetary or technical, to produce meaningful change. At the same time, neighborhoods and CBOs need autonomy to encourage meaningful and substantive citizen participation and to tailor their development to the specific needs and resources of the neighborhood or community.

Orange County, Florida provides a good example of a local government effort that sought both to improve responsiveness by broadly engaging citizens in the policy process to address issues of equity associated with low-income populations, and at the same time to recognize the importance of targeting neighborhood-specific issues (Glaser, Soskin & Smith, 1996). While Linda Chapin served as the chairman of the Orange County Commission between 1990 and 1998, she became increasingly concerned about the growing divide between citizens and government. Chairman Chapin sought to close that divide through a citizen engagement initiative referred to as "Citizens First." The Citizens First initiative incorporated a variety of citizen engagement processes, including large community surveys, to involve a broad cross-section of residents and incorporate their values and priorities in the policy and investment decisions of county government (Chapin & Denhardt, 1995).

During Chapin's eight years as county chairperson, it became increasingly clear that segments of the Orange County community were not sharing in the prosperity of the broader community. Facing economic decline and growing crime, an African-American community referred to as South Apopka appealed directly to Chairman Chapin for assistance. Chairman Chapin boldly embraced this opportunity to address economic and social inequalities by investing in targeted communities, in the context of a larger effort to be responsive to the broader community. Expanding on this decision, Orange County created innovative community development vehicles that joined the resources of government with the resources of community to produce quality of life improvements for the well-being of the disadvantaged (Glaser, Denhardt & Grubbs, 1997). The success of this effort speaks to the importance of leadership and the ability of effective leaders to balance issues of responsiveness and equity instead of pitting them against one another. This example also points to the power of local government partnering

with, and in some cases fostering the formation of, community organizations to cooperatively tackle the myriad of problems facing urban America.

Another important aspect of government-sponsored community development hinges on how the residents view the neighborhood or the community in which they live. Government would be ill-advised to invest venture capital in places where the residents view their community as a "ghetto of last resort." In contrast, community development is particularly promising when residents are willing to make investments in the place where they live because it is their "community of choice" (Glaser, Parker & Li, 2003). In other words, it is not enough for government to be well-intended; residents of low-income communities must also be willing to invest in their own communities to coproduce improvements.

The idea that community investments for purposes of responsiveness and investments for issues of equity are not necessarily inconsistent, but can instead be complementary, is well-supported by data in this study. Approximately, 90 percent (Table 8) of the responding agencies see neighborhood and community-based ventures as equally appropriate vehicles whether they are used to facilitate communication between citizens and government or to join the resources of low-income communities with the resources of local government to answer issues of equity through community development. In fact, nearly 46 percent (Table 8) of the respondents indicated intense commitment (strongly agree) to the use of neighborhood organizations to increase responsiveness to the general citizenry and to address equity concerns through community development. Further, Table 10 shows that more than two-thirds of the responding local governments report matched scores (diagonal scores = 76.5%) in terms of support for the formation of neighborhood organizations to promote communication as well as community development. Even more convincing, more than 71 percent of the respondents reported positive

matches (agree or strongly agree). In other words, the vast majority of responding human services officials feel that their unit of government is equally as likely to encourage the formation of neighborhood organizations to improve communication between citizens and government as to support the creation of CBOs for purposes of improving conditions in low-income neighborhoods.

Table 10
Continuity of Forms of Community Engagement:
Low-Income Community Development by Communication

	Percentages **Responsiveness: Communication**			
Equity: Low-Income Community Development	Strongly Disagree	Disagree	Agree	Strongly Agree
Strongly Disagree	00.0	00.0	00.0	00.0
Disagree	00.8	05.3	03.8	03.0
Agree	00.8	03.0	38.6	10.6
Strongly Agree	00.0	00.0	01.5	32.6
Number of cases= 132				

The idea of "nesting" community development efforts within a larger citizen engagement initiative raises several interesting points to consider. First, neighborhood organizations designed to bridge the divide between citizens and government often have grassroots foundations much like community development organizations intended to improve the plight of the disadvantaged. Naturally, the nature and the amount of resources needed to make meaningful inroads into poverty through neighborhood-based vehicles will be much greater than resource investments needed to improve communication between citizen and government. Further, the nature of citizen co-production will almost certainly vary based on the socio-economic status of the neighborhood. In spite of these differences, the idea of nesting development efforts for low-income neighborhoods inside broader neighborhood and citizen engagement processes is

supported by practical examples from respondents.

One of the respondents from a southern city provided written comments about a local government policy that provides some useful clues about how to nest community development inside broader neighborhood organization. In this case, local government has a certification process in which neighborhood organizations can be certified for purposes of community development if they are willing to apply for and are granted 501(c)3 nonprofit status and if they represent a low- to moderate-income neighborhood. Qualifying neighborhoods can apply annually for community development grants up to $10,000 to assist in their neighborhood improvement efforts (Respondent #279).

Written feedback by a respondent associated with an upper Midwestern city provides another innovative example of a system blending public, private, and neighborhood resources to engage citizens and address a wide variety of local needs:

> The [*name of the city*] Community has several long standing not-for-profit neighborhood-based or community-wide organizations focused on meeting [community needs through] homeless shelters, a community free clinic, housing, not-for-profit day care, a family violence shelter, and food pantries that are not faith-based but are supported by local churches and faith-based congregations. We [the local government] are focused on creating and sustaining neighborhood organizations and neighborhood resource centers with considerable faith-based planning and leadership. We have a strong Neighborhood Housing Services agency that is the community vehicle for neighborhood revitalization. The City has a Planning Department which incorporates the Planning Commission; the Redevelopment Authority which administers CDBG and HOME funding; a Neighborhoods Division which administers target neighborhood efforts, housing rehabilitation loans and infill housing development; and two Public Housing Authorities that serve over 3300 households with rental assistance and affordable housing.

> The Department has created several not-for-profit organizations including Integrated Community Services Inc., a local housing programs administrator…, and the Mutual Housing Association…that acquire, rehabilitate and develop affordable housing and local Neighborhood Associations that all collaborate well with local government and local not for profit service agencies. Catholic Social Services is very strong in the region and is focused on immigrant services, homelessness, and affordable housing. The local churches and church leaders and synagogue are active with local organizations. The City of [*name of the city*] has developed a Mayor's Neighborhood Resource Board, which over the past eight years has focused on maintaining an "Urban Partnership for Healthy Neighborhoods" that acts as a sounding board between neighborhood residents and local government, monitors resources to meet community needs and raises private dollars to support those needs. This effort facilitates collaboration between schools, community police services, parks and recreation, housing inspection, housing rehabilitation and development, family resources and diversity needs. (Respondent #316)

The evidence presented above clearly indicates that many local governments recognize and are prepared to increase the public investment to respond to community challenges and, further, that many governments recognize they cannot and should not do it alone. Most of the urban governments studied here are involved in or are willing to consider partnerships with CBOs for community improvement and are inclined to intervene by stimulating the formation of CBOs, either for addressing the needs of low-income neighborhoods or for improving citizen engagement and responsiveness (or for a blending of the two purposes). It is important to note that there are differences in the strength of support (Agree versus Strongly Agree) related to propensity to invest (top half of Table 8) compared to support for the development of CBOs (bottom half of Table 8) to address these concerns. Local government is less willing to directly invest and more willing to encourage the formation of CBOs, whether that involvement has goals of responsiveness and communication or community development.

Section 4. Local Government Orientation to the Three Types of CBOs

The evidence indicates that local government is increasingly willing to reach out and work with CBOs. However, questions remain about the extent to which local government is willing to work with a broad cross-section of citizen organizations or is favorably predisposed to work with only a certain type of organization. Although community-based organizations vary greatly in mission and structure, this research focuses on three general forms: secular community-based organizations; churches or houses of worship; and nonprofit faith-affiliated organizations. This study examined the following four parallel factors to facilitate comparison of local government orientation to the three types of CBOs: propensity for collaboration, propensity for entering into contractual relationships, management support for collaboration, and elected leadership support for collaboration.

Data analysis in this section employs a two-step approach to increase confidence in the reliability of the findings. First, basic frequencies are used to draw comparisons between the three forms of CBOs and the willingness of local government to form partnerships with CBOs (Table 11). Second, three indices are formed that summarize the propensity of local government to work with each type of CBO (Table 12). Table 12 includes summated scores formed from the four self-anchoring measures (Strongly Disagree=1, Disagree=2, Agree=3, Strongly Agree=4) presented in each section of Table 11. Each index has possible scores ranging from 4 to 16. Larger index scores indicate an increased willingness to engage CBOs. It is important to note that, in contrast to previous assessments, measures of low-income and at-risk populations are combined into a single item for each form of CBO.

Overall, the scores found in Table 11 indicate that, with few exceptions, there is broad government support for collaboration with all types of CBOs. The results indicate that few of

the responding urban local governments indicate discomfort working with secular CBOs (6.0%) or nonprofit faith-affiliated organizations (6.5%), but a larger percentage report being uncomfortable collaborating with houses of worship (20.5%). In some cases, concerns about working with houses of worship are based primarily on performance concerns. One representative of a populous midwestern county cited concerns about partnering with houses of worship that in some cases are little more than family-run organizations. In spite of experiences with houses of worship that are poor performers, this respondent praised other faith-affiliated non-profits; therefore, their concerns are not likely to be based on a negative predisposition toward CBOs in general or faith-affiliated CBOs in particular.

> Many churches function under the Minister/Pastor's direction including allocation and expenditure of funds. Most are not professionally trained in human service delivery nor in basic management. Most nonprofits still have a difficult time functioning in a business-like manner especially with documentation of expenditures. It will be more difficult for churches. We have experienced seeing churches that have the minister's family members running the human service programs as well as functioning as board members when a 501c.3 has been established. Many of the church run human services programs are actually run as family businesses, providing jobs for family and friends with the minister being the CEO and making all of the programmatic, personnel, and fiscal decisions. We have actually experienced a situation with a homeless shelter being run with local government funds that were to be matched by the church. The matching funds never happened and when the local government funds could no longer carry the program alone, the pastor decided to discontinue the shelter without making an effort to obtain other funding. He decided to expand their child care center and look at other ventures. We have had excellent experience/collaborations with Catholic Charities and the Salvation Army. (Respondent #41).

While collaboration with CBOs is important, the willingness to enter into a contractual relationship provides a more rigorous test of the confidence that local government has in CBOs. Much as expected, local government is better prepared to collaborate rather than contract with CBOs. While the differences are relatively small between the three CBO types in terms of propensity to collaborate, there are considerable differences in terms of propensity to contract

with CBOs. Government is most comfortable working with secular CBOs and nearly as comfortable working with nonprofit faith-affiliated organizations. Less than 19 percent of the responding governmental units indicated concern (strongly disagree or disagree) about contracting with secular CBOs, and less than 22 percent voiced concern about contracting with nonprofit faith-affiliated organizations. In sharp contrast, more than 64 percent of the responding governments had reservations about contracting with churches or houses of worship.

The success of cooperative ventures between local government and community-based non-profits hinges on leadership. Consistent with earlier findings, there do not appear to be major differences between managers and elected officials in terms of propensity to support collaboration between government and CBOs, although managers may be slightly more supportive. There are differences worth considering in terms of intensity of support based on CBO type. Human services officials generally report more intense support (strongly agree) for collaboration with secular and nonprofit faith-affiliated CBOs in comparison to houses of worship.

The summary measures found in Table 12 provide overall readings of the propensity of local government to join with the agents of community to produce change. Overall, local government is much more likely to join with secular CBOs and faith-affiliated organizations than with churches or houses of worship. Nearly half (48.2%) of the responding local governments had low index scores in terms of their overall propensity to see churches or houses of worship as coproducers of community change, compared to less than 14 percent for secular CBOs and 17 percent for faith-affiliated organizations. Clearly, responding urban governments have reservations about working with houses of worship.

Table 11
Local Government Orientation Towards CBOs

	Percentages **Coproduction Orientation**			
"The local government I work for....."	Strongly Disagree	Disagree	Agree	Strongly Agree
Orientation: Secular CBOs				
→**collaborates** with secular community-based organizations to assist low-income and at-risk populations	01.5	04.5	61.9	32.1
→**contracts** with secular community-based organizations to meet the needs of low-income and at-risk populations	02.2	16.4	53.7	27.6
→ has key **management** that supports collaboration with secular community- based organizations	01.4	04.3	46.4	47.8
→ has key **elected** leadership that supports collaboration with secular community-based organizations	01.5	03.0	55.6	40.0
Orientation: Houses of Worship				
→**collaborates** with local churches/houses of worship to assist low-income and at-risk populations	01.5	19.0	62.8	16.8
→**contracts** with local churches/houses of worship to meet the needs of low-income and at-risk populations	04.8	59.5	28.6	07.1
→ has key **management** that supports collaboration with local churches/houses of worship	00.8	11.5	56.9	30.8
→ has key **elected** leadership that supports collaboration with local churches/houses of worship	00.8	08.9	59.7	30.6
Orientation: Nonprofit Faith-Affiliated Organizations				
→**collaborates** with nonprofit faith-affiliated (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations to assist low-income and at-risk populations	00.7	05.8	63.8	29.7
→**contracts** with nonprofit faith-affiliated (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations to meet the needs of low-income and at-risk populations	01.5	20.0	51.5	26.9
→ has key **management** that supports collaboration with nonprofit faith-affiliated (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations	00.7	03.0	51.9	44.4
→ has key **elected** leadership that supports collaboration with nonprofit faith-affiliated (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations	00.8	03.8	53.8	41.7

Range of N= 124-138

Table 12
CBO Orientation Indices:
Secular, Houses of Worship and Faith-Affiliated

Support Classification		Percentages Types of Community-Based Organizations					
		Secular		Houses of Worship		Faith-Affiliated	
	Raw Index Score	Percent	Cum. Percent	Percent	Cum. Percent	Percent	Cum. Percent
Low	04	00.8	00.8	00.0	00.0	00.0	00.0
Low	05	00.0	00.8	00.0	00.0	00.0	00.0
Low	06	00.0	01.6	00.9	00.9	00.8	00.8
Low	07	00.0	01.6	00.0	00.9	00.0	00.8
Low	08	01.6	03.2	07.3	08.2	01.7	02.5
Low	09	01.6	04.8	05.5	13.6	01.7	04.1
Low	10	00.8	05.6	08.2	21.8	01.7	05.8
Low	11	08.1	13.7	26.4	48.2	10.7	16.5
Moderate	12	31.5	45.2	21.8	70.0	32.2	48.8
Moderate	13	08.1	53.2	10.0	80.0	07.4	56.2
High	14	18.5	71.8	09.1	89.1	17.4	73.6
High	15	11.3	83.1	04.5	93.6	09.1	82.6
High	16	16.9	100.0	06.4	100.0	17.4	100.0
		Mean=	13.15	Mean=	11.74	Mean=	13.08
	Standardized	Alpha=	.8545	Alpha=	.8122	Alpha=	.8520

Number of cases= 110-124; Don't Know scores were not included in the calculation of the Mean. The cumulative scores on four items each with four position Likert attributes (Strongly Disagree=1, Disagree=2, Agree=3, Strongly Agree=4) are used to form each index.

There are a number of reasons for the reluctance of local governments to work with houses of worship and to a much lesser extent, faith-affiliated institutions. Historically, court rulings have reinforced constitutional divisions between church and state. More recently, the actions of the federal government have been relaxing the traditional boundaries between church and state, but it is not surprising that local government is still hesitant to work directly with houses of worship. A representative from a mid-Atlantic city reports constitutional concerns about working with faith-based organizations, but hopes to produce collaborative ventures in spite of these concerns.

> My jurisdiction is actively meeting with faith-based and community-based organizations to assist with the provision of human services and affordable housing in the area. We have been very successful working with community-based organizations and continue to attempt to include faith-based organizations in the process. The primary concern or issues I have experienced deal with funding faith-based organizations with Federal funds and ensuring that the separation of church and state provisions of the regulations are adhered to. This has resulted in lack of funding being provided directly to churches although we do provide funding to non-profit church affiliates. This jurisdiction will hold a summit on [*date*] entitled "Faith Based Initiatives" in an attempt to encourage more involvement of local churches as well as share information on resources that may be available to them. (Respondent #312)

While the recent federal government sponsored initiative encouraging cooperative ventures between houses of worship and local government is new, there is considerable historical precedence for partnerships between houses of worship and local government in support of community development. For example, cooperative community development ventures between Orange County, Florida and the African-American community of South Apopka depended on houses of worship to provide much needed community glue essential to community development (Glaser, Denhardt & Grubbs, 1996).

Concerns about funding religious institutions are not limited to performance or constitutional issues but include issues of equity. For example, a respondent representing a southern coastal county indicated a danger of over-dependence on religious organizations with programming agendas that are not necessarily consistent with broader community concerns.

> Faith-based organizations pose more of a concern than community-based organizations. The primary concern with faith-based organizations is the constitutional issue of separation of church and state. Although County government is not restricted in its use of general fund revenues in faith based programs, the question of whether these programs are serving a community purpose or sectarian need only, exist. Maintaining a balance in programs that support broad community purpose vs religious objectives are critical to insuring all population groups are served. (Respondent #178)

Although it is beyond the scope of this study, it would be prudent to explore the reasons why CBOs themselves may be reluctant to collaborate or contract with government. Issues of autonomy are important to CBOs and their members. Organizational autonomy hinges on the extent to which CBOs have independent authority to set priorities and direct organizational resources to meet these priorities. Unfortunately, autonomy and actions consistent with the organizational mission may conflict with the actions and priorities of local government. Organizational allegiance and the willingness of members to give of their time, energy, and personal resources to support a common agenda are contingent on the quality of the match between the self-interest of contributing members with the overall purpose or mission of the CBO. Conflicts between organizational mission and the actions of government could weaken the ability of CBOs to rally members and leverage resources for their mission. In any case, there are many considerations and much to learn if we are to successfully merge the resources of CBOs and government for the betterment of community.

Section 5. Capacity of Three Types of CBOs

The previous section provides important clues about the propensity of local government to work with CBOs. This section assesses the relative capacities of CBOs to address the needs of differing populations in a time of increasing demand for services.

Respondents were first asked whether differing types of CBOs are addressing the needs of low-income individuals. Table 13 indicates wide agreement that CBOs are addressing the needs of this population, with over 92 percent of respondents indicating agreement or strong agreement for secular and faith-affiliated organizations and slightly less (82 percent) for houses of worship.

Human services officials were also queried about the extent to which CBOs offer needed

services or programming to at-risk populations (e.g., addressing family violence, drugs, alcohol, disabilities, health problems, the elderly and youth). Respondents reported that CBOs are offering needed services or programming and were again particularly positive about the efforts of faith-affiliated and secular CBOs, with over 92 percent of respondents indicating agreement or strong agreement for secular and faith-affiliated organizations and slightly less (80.6 percent) for houses of worship.

The remaining items in Table 13 address the issue of demand for services and the capacity of CBOs to meet that demand. More than 95 percent of the respondents reported that all three forms of CBOs are experiencing increased demand for services for low-income and at-risk populations, and the majority feels that none of the organizations have access to the necessary resources to meet this demand. Respondents were most concerned about the ability of houses of worship to access resources (with 71.6 percent indicating disagreement or strong disagreement) and slightly more positive about the abilities of secular and faith-affiliated CBOs to access resources (approximately 55 percent disagreement).

How are CBOs responding to this lack of resources? More than 80 percent of the respondents reported that all three types of CBOs are limiting assistance to low-income or at-risk populations because resource limitations. At the same time, approximately three-quarters of respondents reported that secular and faith-affiliated organizations have been effective at securing financial and/or volunteer support for the delivery of human services, with slightly fewer (63.2 percent) confirming the effectiveness of houses of worship to secure financial support and volunteers. These responses suggest that CBOs' inability to fully meet service needs is caused more by demand outstripping capacity than by ineffectiveness at securing resources.

Table 13
Effectiveness of CBOs

	Percentages			
	Strongly Disagree	Disagree	Agree	Strongly Agree
"Secular community-based organizations....."				
→are addressing the needs of low-income individuals	00.8	07.0	72.9	19.4
→offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)	00.8	06.9	71.5	20.8
→are experiencing increased demand for services from low-income and at-risk populations	00.8	03.1	51.5	44.6
→have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.	06.6	47.9	42.1	03.3
→are limiting assistance to low-income or at-risk populations due to resource limitations	00.0	19.1	61.8	19.1
→have been effective at securing financial and/or volunteer support for the delivery of human services	00.9	26.5	63.7	08.8
"Local churches/houses of worship....."				
→are addressing the needs of low-income individuals	01.6	16.4	71.1	10.9
→offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)	01.6	17.8	71.3	09.3
→are experiencing increased demand for services from low-income and at-risk populations	00.0	04.1	55.4	40.4
→have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.	08.3	63.3	26.7	01.7
→are limiting assistance to low-income or at-risk populations due to resource limitations	00.0	15.4	58.7	26.0
→have been effective at securing financial and/or volunteer support for the delivery of human services	04.7	32.1	57.5	05.7
"Nonprofit faith-affiliated organizations (such as Lutheran Social Services, Catholic Charities, Salvation Army)....."				
→are addressing the needs of low-income individuals	00.0	06.8	71.4	21.8
→offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)	00.0	04.4	72.6	23.0
→are experiencing increased demand for services from low-income and at-risk populations	00.0	00.8	56.1	43.2
→have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.	05.7	49.2	37.7	07.4
→are limiting assistance to low-income or at-risk populations due to resource limitations	00.9	14.7	62.4	22.0
→have been effective at securing financial and/or volunteer support for the delivery of human services	00.9	23.2	63.4	12.5

Range in number of cases= 104-135

Table 14, like earlier summary assessments, provides general readings of the overall capacity of the three types of CBOs. The index for each CBO type was created by totaling the scores of the six items (Strongly Disagree=1, Disagree=2, Agree=3, Strongly Agree=4). Accordingly, the minimum possible score is 12 and the maximum possible score is 24. While there could be considerable disagreement over what constitutes a high/low score, the values should be useful for relative assessments of capacity. An average score of three for each of six items forms the index breaking-point between low and medium levels of capacity. The results indicate that overall, human services officials see secular and faith-affiliated CBOs as having somewhat more capacity than houses of worship.

Table 14
CBO Effectiveness Indices: Secular, Houses of Worship, and Faith-Affiliated

		Percentages					
		Types of Community-Based Organizations					
Community-Based Organizations		**Secular**		**Houses of Worship**		**Faith-Affiliated**	
Effectiveness Rating	**Raw Score**	Percent	Cum. Percent	Percent	Cum. Percent	Percent	Cum. Percent
Low	12	04.2	04.2	01.1	01.1	01.1	01.1
Low	13	00.0	04.2	03.4	04.6	01.1	02.1
Low	14	01.0	05.2	04.6	09.2	00.0	02.1
Low	15	04.2	09.4	05.7	14.9	05.3	07.4
Low	16	09.4	18.8	14.9	29.9	09.5	16.8
Low	17	21.9	40.6	21.8	51.7	25.3	42.1
Moderate	18	26.0	66.7	26.4	78.2	22.1	64.2
Moderate	19	14.6	81.3	10.3	88.5	12.6	76.8
High	20	08.3	89.6	06.9	95.4	08.4	85.3
High	21	03.1	92.7	02.3	97.7	06.3	91.6
High	22	03.1	95.8	01.1	98.9	04.2	95.8
High	23	00.0	95.8	00.0	98.9	01.1	96.8
High	24	04.2	100.0	01.1	100.0	03.2	100.0
		Mean=	18.0	Mean=	17.3	Mean=	18.2
	Standardized	Alpha=	.8681	Alpha=	.8156	Alpha=	.8491

Range in Number of cases= 87-96; Don't Know scores were not included in the calculation of the Mean. The cumulative scores on the six items each with four position Likert attributes (Strongly Disagree=1, Disagree=2, Agree=3, Strongly Agree=4) are used to form each index.

One human services representative associated with a middle-sized midwestern city commented that faith-based organizations lack capacity and are overly selective in the clients they are willing to serve, engaging in "creaming" or targeting clients with more manageable concerns.

> The Faith Based organizations I have encountered are not equipped to serve the special needs [of] at risk populations. Those organizations that have become part of our continuum of care have a very narrow focus. They want to serve only families, and then only those who do not have issues of mental illness, substance abuse or domestic violence. Most people refer to this as "Creaming," wanting to serve only those that have the least problems. This sub-population is usually not in the system very long. They are usually capable of moving into self sufficiency in a short period. This sub-population has a high success rate and requires few resources compared to the at-risk populations. (Respondent #191)

While there may be reason for concern about the involvement of CBOs with an explicitly religious orientation, there are also opportunities. Local governments must carefully assess capacity and issues of equity when selecting partners for community development or risk losing opportunities to fully leverage the full range of resources available in the community. One respondent opens the door for collaboration between CBOs and government by arguing that if religious organizations are integrated into a broader community development network or system that carefully tracks the participants in that system then religious institutions can become an important and valued part of the system.

> The community has a long history of support for both faith-based and community-based organizations. Faith-based organizations have played a lesser role in the provision of services using government money than community-based organizations. Part of this is due to funding restrictions previously associated with federal funds. Another part is the lack of organizational capacity on the part of some churches to participate in grant writing, fund-raising, proposal development, reporting, compliance, etc. A third aspect is the strong community based organization network existing in the community. When a need level exceeds a church's capacity to respond, they have other organizations in the community to which they can refer applicants. This community-based organization network is strongly supported financially by the faith-based organizations. (Respondent #84)

Section 6. Initial Steps Toward a Systems Approach to Community Development

It is becoming increasingly clear that if we are to be successful in addressing the growing needs of at-risk and low-income populations, we will need to develop a systems approach to community development. A systems approach means that local government encourages the formation of CBOs, provides assistance in building the capacity of CBOs, and develops meaningful partnerships between CBOs and local government. In this case, meaningful partnerships include jointly planning for the identification, leveraging, and use of community resources and for determining the appropriate array of delivery agents. This section provides general assessments of the extent to which local government is favorably predisposed to engage in joint planning processes for the use of community resources and intends to initiate or continue capacity-building efforts with CBOs.

The analysis in this section differs from previous sections in including "Don't Know" responses in the analysis, based on the assumption that lack of knowledge of a particular activity or function is significant in assessing the likelihood of that function occurring in the future. The first three items in Table 15 provide general assessments of the extent to which local governments make an effort to plan jointly with CBOs for human services programming for at-risk and low-income populations. More than 85 percent of responding local governments indicated that they make some effort to include faith-affiliated and secular CBOs in the planning process, with nearly 57 percent indicating the highest level of certainty ("Definitely True"). In contrast, local government was considerably less likely (58.8%) to involve houses of worship. In light of historical divisions between church and state, the propensity to involve houses of worship is still higher than might be expected. In any case, the results indicate that most of the

responding units of local government recognize that some level of communication and coordination between CBOs and government is important.

Table 15
Initial Steps Toward A Systems Approach to Community Development

	Percentages				
"My unit of government....."	Don't Know	Definitely False	Probably False	Probably True	Definitely True
Joint Planning Processes					
→includes secular community-based organizations in planning processes for human service programming for low-income or at-risk populations	04.2	01.4	04.9	32.9	56.6
→includes houses of worship in the planning process for human service programming for low-income or at-risk populations	09.8	04.9	26.6	28.7	30.1
→includes faith affiliated nonprofit organizations in the planning processes for human service programming for low-income or at-risk populations	03.5	02.1	09.1	36.4	49.0
Initiate/Continue Building Capacity with CBOs					
→plans to initiate or continue building human service capacity with secular community-based organizations	10.5	00.7	02.8	38.5	47.6
→plans to initiate or continue building human service capacity with houses of worship	17.5	01.4	16.8	37.1	27.3
→plans to initiate or continue building human service capacity with faith affiliated nonprofit organizations	10.5	01.4	02.8	43.4	42.0
Number of cases= 143					

One city official reported implementing a community planning process that brings community organizations together, including faith-based organizations, to plan for the use of community resources in the case of homelessness. While the object of this planning process is limited to homelessness, it represents an important step towards the coordinated use of community resources. The same respondent reported an effort to link homelessness planning to

countywide health care planning (Respondent #84). Similarly, a representative of county government reported considerable progress in building a collaborative model for community health based on a solid theoretical foundation of social capital, emphasizing prevention and including a broad cross-section of community participants.

> The [*name*] County Health Department has conducted a series of sectoral analyses with its community partners in order to seek inclusive involvement with as many community groups as possible, including the faith community. We are currently implementing a population-based approach to prevention, which means collaborating or forming community based coalitions to address priority health issues for people who live, work and play in [*name*] County. Although there is always room for improvement, we are well positioned to network with the faith community in developing partnerships for faith-based prevention efforts that can be replicated and implemented across the region. One reason for this potential is a documented level of high community participation in faith-based activities.

The final element of the findings focuses on the extent to which local governments view CBOs as long-term viable partners and accordingly are willing to make investments to build CBO capacity. Once again, more than 85 percent of respondents report that their unit of government is prepared to make investments in capacity building in the case of secular and faith-affiliated nonprofits. Consistent with the patterns discussed above, about 64 percent of the responding local governments are willing to invest in capacity building with houses of worship.

A representative of county government in a southwestern state provides insight about the challenges inherent in building a human services system in an environment of resource limitations. The respondent highlights the need for a measured, incremental process of trust building with community organizations, and speaks of the difficulty of accomplishing this in the midst of intensifying intergovernmental budgetary problems and strong anti-tax sentiments from taxpayers. In spite of these barriers, the respondent remains determined to form a community system of human services.

> We are growing in our relationships in building effective and comprehensive human services among faith-based and secular organizations as well as with churches. In the past year, the faith community has become more responsive to requests from local government and the community (secular) to coordinate and partner; however, there is still work to be done. Our state is experiencing a budget shortfall; the legislature passed a reorganization bill and made several deep cuts to health and human service programs. Our local governments and community organizations are currently attempting to forecast the damage. Plans are being made to host a forum at the beginning of 2004 to address the issues and determine a local plan of action to be able to serve not only those who came off the state rolls, but those new individuals expected to request assistance due to increased underemployment, cuts in health care benefits for those who are employed, etc. .....My government entity [*name of county*] is very supportive of our efforts in the Human Services Department; however, our county is one of the leanest operationally in the state. We are currently facing budget shortfalls due to growth in the general as well as jail population, increased cost of health care for the indigent, etc. Our residents are never in favor of a tax increase, but are even more resistant this year, possibly due to increases proposed in just about every other form of local government (i.e. ISD, city). (Respondent #268)

The pace of change mentioned above merits a special note. Many CBOs have had less than positive experiences with government in the past and as a result may be reluctant to engage in collaborative efforts. At the same time, frequent changes in elected leadership can compromise the continued support necessary to form and institutionalize a community development system. As a result, it is important that key appointed leadership provides continuity during periods of transition. If community development systems are to survive transitions in political leadership, they must be viewed as permanent changes in operations as opposed to programs that are too closely identified with a particular elected official. In other words, the formation of an integrated community development system requires both strong *elected* leadership to bring players to the table and strong *appointed* leadership to provide continuity over time.

Conclusions

Economic changes have resulted in both increased demand for services for low-income and at-risk populations and also a fiscal environment in which local, state, and federal governments are less willing or able to fully meet those demands. As citizens look to government for assistance in times of need, local governments are more often looking to secular and faith-based organizations as partners in meeting the needs of residents and leveraging resources in communities.

It is increasingly clear that effective resolution of urban problems will be the product of partnerships between urban governments and the communities they serve. To be successful, local governments must be willing not only to form partnerships with CBOs but also to actively build and strengthen community capacity and assist communities in organizing to coproduce change. This research provides insight about the propensity of local governments to view three general models of community organizations as viable partners for urban development. Although the governments who chose to respond to this study were perhaps more likely to be engaged with CBOs than nonrespondents, the study still found a surprising degree of support for partnering with CBOs to address the needs of low-income and at-risk populations. While local governments are not without concerns about cooperative ventures with CBOs, especially with individual houses of worship, many of these urban governments have not let those concerns stop them from forging community-based solutions.

While there are likely many contributors to a positive local government orientation towards CBOs, supportive local government leadership is essential. For the most part, human services officials feel that both elected leaders and appointed managers are concerned about the needs of low-income and at-risk populations and are willing to support partnerships with CBOs

in the form of collaborative and contractual agreements. While local government appears to be more comfortable partnering with secular and faith-affiliated CBOs, there is still considerable support for developing close collaboration -- if not contractual relationships -- with individual houses of worship. Clearly, constitutional divisions of church and state remain a real or perceived barrier to this type of relationship.

Local governments reported multiple goals and strategies in partnering with and fostering neighborhoods and neighborhood-based organizations. One purpose is to improve responsiveness by organizing and leveraging the voice and "social glue" of the community. Neighborhoods tend to be socio-economically homogeneous and therefore have similar values, place comparable demands on government, and be more likely to support collective efforts to improve conditions for their neighbors. This strategy is more likely to succeed if neighborhood actions are organized under a larger umbrella of community goals and residents are already committed to investing in their community.

Systems of community development, including efforts to improve the condition of low-income neighborhoods, best maximize the use of local resources when integrated with broader citizen engagement ventures. Unfortunately, neighborhood organization for purposes of responsiveness is commonly segregated from neighborhood development designed to improve the plight of those living in poverty, which often carries a certain stigma. This stigma, sometimes reinforced by government, often negatively influences the perceptions of residents toward their community, and perceptions drive behavior. Research indicates that the success of community development is driven in no small part by how residents view the place where they live.

If we are to have reasonable hope of restoring urban communities in the United States,

the resources of governments will need to be merged with the resources of community in a systems approach to accomplish common objectives. While developing such a system will require a change in role and approach for many local governments, this research indicates that many localities are ready and willing to try. Local governments must encourage the formation of CBOs, provide assistance in building their capacity, and develop meaningful partnerships with a variety of organizations. Local government must be prepared to work in concert with CBOs to identify investment priorities and leverage the resources of the community. A systems approach means that processes will need to be developed to define the appropriate role or contribution of various stakeholders, including local governments and CBOs, and it requires leaders of urban communities to be willing to share planning and decision-making power in a meaningful way. While it is critical that local government provide leadership in bringing the community together, the leadership role does not preclude power-sharing with community organizations (Denhardt & Denhardt, 2000), even with the recognition that these organizations may one day challenge the actions of government. Effective local leaders must balance operational risks and concerns with the opportunities to strengthen the glue and systems of community and bring additional resources to the table. Although time consuming community-building processes will appear inefficient from the perspective of public administration professionals, they will have long-term secondary benefits that far outweigh the immediate concerns associated with a particular project.

Government supported community development delivered through CBOs can contribute to the interconnectedness of members of a community, elevate community in relation to self-interest, and improve connections between citizens and government. Citizens who have a hand in setting priorities and coproducing community improvements are more likely to subordinate self-interest to the well-being of community. While many CBOs have the leadership needed to

inspire or motivate citizens and volunteers, local governments may be required to invest in technical assistance for CBOs that lack the experience or management expertise to efficiently and effectively use resources. Further, grassroots CBOs that are effective at securing volunteers often do not have access to venture capital. Therefore, maximization of community benefits is sometimes achieved by cooperative ventures between CBOs and government. Essentially, local governments that build the capacity of CBOs and that systematically plan for the use of community resources will be much better prepared to address the changes on the horizon than governments operating in isolation from their community.

It is important to note that resource shifts and power-sharing between local governments and CBOs do not absolve government of the responsibility to oversee the use of public funds and protect the public trust. At the same time, the effectiveness of CBOs and their willingness to partner with government depends in no small part on respect for their organizational autonomy and the freedom to pursue their mission. It is exceedingly important that improved models be developed for blending the resources and expertise of government and nonprofits while protecting the responsibilities, obligations, and priorities of both.

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Appendix A

List of Respondents

Appendix A

City/County	Government	State	City/County	Government	State
City	Huntsville	Alabama	City	Davenport	Iowa
County	Madison	Alabama	City	Wichita	Kansas
City	Phoenix	Arizona	County	Sedgwick	Kansas
City	Scottsdale	Arizona	County	Johnson	Kansas
City	Fayetteville	Arkansas	City/County	Louisville/Jefferson	Kentucky
City	Stockton	California	Parish	Jefferson	Louisiana
County	Stanislaus	California	City	Portland	Maine
City	Salinas	California	City	Grand Rapids	Michigan
City	Santa Barbara	California	County	Kent	Michigan
City	San Luis Obispo	California	City	Kalamazoo	Michigan
County	Shasta	California	City	Lansing	Michigan
City	Long Beach	California	County	Ingham	Michigan
City	Colorado Springs	Colorado	City	Duluth	Minnesota
County	El Paso	Colorado	City	Minneapolis	Minnesota
City/County	Denver/Denver	Colorado	County	Hennepin	Minnesota
City	Boulder	Colorado	City	Biloxi	Mississippi
County	Boulder	Colorado	City	Springfield	Missouri
City	New London	Connecticut	County	St. Louis	Missouri
City	Hartford	Connecticut	City	Kansas City	Missouri
County	Sarasota	Florida	County	Douglas	Nebraska
City	Daytona Beach	Florida	City	Lincoln	Nebraska
County	Volusia	Florida	County	Washoe	Nevada
County	Brevard	Florida	City	Las Vegas	Nevada
City	Fort Myers	Florida	County	Clark	Nevada
County	Lee	Florida	City	Albuquerque	New Mexico
City	Pensacola	Florida	County	Bernalillo	New Mexico
City	Fort Lauderdale	Florida	City	Rochester	New York
County	Broward	Florida	County	Monroe	New York
City	Fort Pierce	Florida	City	Hickory	North Carolina
City	Naples	Florida	County	Catawba	North Carolina
County	Collier	Florida	City	Fayetteville	North Carolina
City	Tampa	Florida	City	Wilmington	North Carolina
County	Orange	Florida	City	Charlotte	North Carolina
County	Seminole	Florida	County	Mecklenburg	North Carolina
City	West Palm Beach	Florida	City	Greensboro	North Carolina
City/County	Augusta/Richmond	Georgia	County	Wake	North Carolina
City	Savannah	Georgia	City	Dayton	Ohio
County	Chatham	Georgia	County	Montgomery	Ohio
City/County	Honolulu/Honolulu	Hawaii	City	Toledo	Ohio
City	Rockford	Illinois	County	Mahoning	Ohio
City	Evansville	Indiana	County	Trumbull	Ohio
County	Vanderburgh	Indiana	County	Fairfield	Ohio
City	South Bend	Indiana	City	Cincinnati	Ohio
City	Des Moines	Iowa	County	Franklin	Ohio
County	Polk	Iowa	City	Oklahoma City	Oklahoma

Appendix A					
City/County	**Government**	**State**	**City/County**	**Government**	**State**
City	Tulsa	Oklahoma	County	Bell	Texas
County	Tulsa	Oklahoma	City	Lubbock	Texas
City	Eugene	Oregon	County	Lubbock	Texas
County	Lane	Oregon	City	San Antonio	Texas
City	Portland	Oregon	County	Bexar	Texas
County	Lehigh	Pennsylvania	City	Austin	Texas
County	Northampton	Pennsylvania	County	Travis	Texas
City	Harrisburg	Pennsylvania	City	Salt Lake City	Utah
County	Dauphin	Pennsylvania	County	Salt Lake	Utah
County	Lancaster	Pennsylvania	County	Henrico	Virginia
County	Allegheny	Pennsylvania	County	Chesterfield	Virginia
City	Spartanburg	South Carolina	City	Roanoke	Virginia
City	Charleston	South Carolina	City	Norfolk	Virginia
County	Charleston	South Carolina	City	Virginia Beach	Virginia
County	Richland	South Carolina	County	Spokane	Washington
County	Horry	South Carolina	City	Seattle	Washington
County	Knox	Tennessee	County	King	Washington
City	Johnson City	Tennessee	County	Pierce	Washington
County	Hamilton	Tennessee	City	Huntington	West Virginia
City/County	Nashville/Davidson	Tennessee	County	Kanawha	West Virginia
County	Shelby	Tennessee	City	Madison	Wisconsin
County	El Paso	Texas	County	Dane	Wisconsin
City	Fort Worth	Texas	County	Outagamie	Wisconsin
County	Tarrant	Texas	City	Green Bay	Wisconsin
City	Houston	Texas	County	Brown	Wisconsin
City	Corpus Christi	Texas	County	Milwaukee	Wisconsin
City	Killeen	Texas			

Appendix B

Survey Instrument

Date Sent	
Organization Number	

Survey of Urban Cities and Counties: Collaboration with Community-Based and Faith-Based Organizations

Fairfax County, Virginia and the Hugo Wall School of Urban and Public Affairs at Wichita State University thank you for filling out this questionnaire. Please put the names and e-mail addresses of persons that you would like to receive electronic copies of the final report in the box below.

Final Report: Please place the names and e-mail addresses of persons that you would like to receive electronic copies of the final report here. (*Name & E-Mail Address*)

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Section 1: Financial Distress- Changes Over the Last Two Years

Place an **"X"** in the box which best describes current conditions compared to two years earlier:
1= Much Worse Than Two Years Earlier, 2-3= Worse Than Two Years Earlier, 4-6 About The Same As Two Years Earlier, 7-8= Better Than Two Years Earlier, 9-10= Much Better Than Two Years Earlier

State & Local Conditions Now Compared to Two Years Earlier	Much Worse Than Two Years Earlier	Worse Than Two Years Earlier		About the Same As Two Years Earlier			Better Than Two Years Earlier		Much Better Than Two Years Earlier	
State & Local Conditions	1	2	3	4	5	6	7	8	9	10
01. Budget conditions in my state										
02. Budget conditions in my local government										
03. Budget conditions in human services related departments in my local government										
04. The local economy in my jurisdiction										
05. The state economy										
06. Unemployment in the state										
07. Unemployment in my jurisdiction										
08. Poverty in my jurisdiction										
09. Citizen resistance to paying taxes in my jurisdiction										

Section 2: Low-Income and At-Risk Populations in Your Jurisdiction Today

This section provides a general assessment of the extent to which the following represent important problems, needs or concerns for low-income and at-risk populations in your jurisdiction today. Place an **"X'** in the box which best describes the level of problem associated with each of the needs or concerns listed below: 1= No Problem, 2-3= Small Problem, 4-5= Moderate Problem, 6-7= Big Problem.
If you have no knowledge of a particular need place an **"X"** under DK for Don't Know.

Low-Income & At-Risk Populations	No Problem	Small Problem		Moderate Problem		Big Problem		DK
Types of Needs and Concerns	1	2	3	4	5	6	7	
01. Low-income neighborhoods in need of improvement								
02. Households living in substandard housing								
03. Homelessness								
04. Affordable Housing								
05. Unemployment								
06. Substance abuse								
07. Domestic violence								
08. Mental health/Counseling needs								
09. General health care needs								
10. Childcare/Daycare needs								
11. Emergency needs such as food, clothing, shelter								
12. Needs of special populations such as elderly, youth, disabled								
13. Special needs and concerns of immigrants								

Section 3: Anticipated Change in *Need* in Your Jurisdiction in the Next 2 Years

Please place an **"X"** in the box that best describes *anticipated changes in need over the next 2 years*. If you have no knowledge of a particular need place an **"X"** in the DK column for Don't Know.

Low-Income & At-Risk Populations	**Anticipated Change in Need**				
Types of Needs and Concerns	Decrease	No Change	Small Increase	Large Increase	DK
01. Low-income neighborhoods in need of improvement					
02. Households living in substandard housing					
03. Homelessness					
04. Need for affordable housing					
05. Unemployment					
06. Substance abuse					
07. Domestic violence					
08. Mental health/ Counseling needs					
09. General health care needs					
10. Childcare/Daycare					
11. Emergency needs such as food, clothing, shelter					
12. Needs of special populations such as elderly, youth, disabled					
13. Special needs and concerns of immigrants					

Section 4: Anticipated Change in Human Service Expenditures in the Next 2 Years by Your Unit of Local Government

Please place an **"X"** in the box that best describes *anticipated changes in expenditures during the next 2 years* by your unit of local government. If your unit of government does not invest in a particular need or risk related issue place an **"X"** under NA for not applicable.

Low-Income & At-Risk Populations	**Anticipated Change in Expenditures**					
"Expenditures to ....."	Large Decrease	Decrease	No Change	Increase	Large Increase	NA
01. improve low-income neighborhoods						
02. improve substandard housing						
03. address homelessness						
04. address housing affordability						
05. address unemployment/workforce development						
06. address substance abuse						
07. address domestic violence						
08. address mental health concerns/counseling						
09. address general health care concerns						
10. address childcare/daycare needs						
11. address emergency needs such as food, clothing, shelter						
12. address needs of special populations such as elderly, youth, disabled						
13. address the special needs and concerns of immigrants						

Section 5: Local Government Collaboration with Community Organizations					
Place an **"X"** in the box that best describes your level of agreement with the following statements as they apply to your unit of local government. Place a "X" in the DK box if you Don't Know.					
"The local government I work for....."	Strongly Disagree	Disagree	Agree	Strongly Agree	DK
01. is investing additional resources in community organizations to address the growing needs of low-income households					
02. is investing additional resources in community organizations to address the growing needs of at-risk populations (such as youth, elderly, family abuse, drugs, alcohol, disabilities, health)					
03. is increasingly reliant on community organizations and local houses of worship to meet the needs of low-income and at-risk populations					
04. encourages the formation of neighborhood organizations as a vehicle for communicating with citizens					
05. encourages the formation of community-based organizations to improve conditions in low-income neighborhoods					
06. collaborates with **secular** community-based organizations to assist low-income and at-risk populations					
07. collaborates with **local churches/houses of worship** to assist low-income and at-risk populations					
08. collaborates with **nonprofit faith-affiliated** (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations to assist low-income and at-risk populations					
09. contracts with **secular** community-based organizations to meet the needs of low-income and at-risk populations					
10. contracts with **local churches/houses of worship** to meet the needs of low-income and at-risk populations					
11. contracts with **nonprofit faith-affiliated** (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations to meet the needs of low-income and at-risk populations					
12. has key **management** that is concerned about the well-being of low-income and at-risk populations					
13. has key **elected** leadership that are concerned about the well-being of low-income and at-risk populations					
14. has key **management** that supports collaboration with **secular** community-based organizations					
15. has key **elected** leadership that support collaboration with **secular** community-based organizations					
16. has key **management** that supports collaboration with **local churches/houses worship**					
17. has key **elected** leadership that support collaboration with **local churches/houses worship**					
18. has key **management** that supports collaboration with **nonprofit faith-affiliated** (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations					
19. has key **elected** leadership that support collaboration with **nonprofits faith-affiliated** (such as Lutheran Social Services, Catholic Charities, Salvation Army) organizations					

Section 6: Faith-Based Organizations and Community-Based Secular Organizations					
Place a **"X"** in the box that best describes your level of agreement with the following statements related to community organizations. Place a "X" in the "DK" box if you Don't Know.					
Section 6a: "Local churches/houses of worship....."	Strongly Disagree	Disagree	Agree	Strongly Agree	DK
01. are addressing the needs of low-income individuals					
02. offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)					
03. are experiencing increased demand for services from low-income and at-risk populations					
04. have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.					
05. are limiting assistance to low-income or at-risk populations due to resource limitations					
06. Have been effective at securing financial and/or volunteer support for the delivery of human services					
Section 6b: "Nonprofit faith-affiliated organizations (such as Lutheran Social Services, Catholic Charities, Salvation Army)....."	Strongly Disagree	Disagree	Agree	Strongly Agree	DK
01. are addressing the needs of low-income individuals					
02. offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)					
03. are experiencing increased demand for services from low-income and at-risk populations					
04. have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.					
05. are limiting assistance to low-income or at-risk populations due to resource limitations					
06. Have been effective at securing financial and/or volunteer support for the delivery of human services					
Section 6c: "Secular community-based organizations....."	Strongly Disagree	Disagree	Agree	Strongly Agree	DK
01. are addressing the needs of low-income individuals					
02. offer needed services or programming to at-risk populations (such as family violence, drugs, alcohol, disabilities, health, elderly and youth)					
03. are experiencing increased demand for services from low-income and at-risk populations					
04. have access to the resources necessary to meet the service and programming needs of low-income and at-risk populations.					
05. are limiting assistance to low-income or at-risk populations due to resource limitations					
06. Have been effective at securing financial and/or volunteer support for the delivery of human services					

Section 7. Local Government and Based Organizations					
Place a **"X"** in the box that best describes your perceptions of the accuracy of the following statements related to local government and its relationship with faith-based and community-based organizations. Place a "X" in the DK box if you Don't Know.					
Programming for Low-Income or At-Risk Populations					
"My unit of local government....."	Definitely False	Probably False	Probably True	Definitely True	DK
01. includes houses of worship in the planning process for human service programming for low-income or at-risk populations					
02. includes faith affiliated nonprofit organizations in the planning processes for human service programming for low-income or at-risk populations					
03. includes secular community-based organizations in planning processes for human service programming for low-income or at-risk populations					
04. plans to initiate or continue building human service capacity with houses of worship					
05. plans to initiate or continue building human service capacity with faith affiliated nonprofit organizations					
06. plans to initiate or continue building human service capacity with secular community-based organizations					

Please use this space to discuss issues or concerns of your jurisdiction and your experiences related to Faith-Based or Community-Based Organizations ***(box will expand for detailed notes)***

Has your organization surveyed local faith-based or community-based organizations?

If yes, would it be possible to send a copy of the results to Sandra Chisholm at the e-mail or regular postal address on the cover of this questionnaire?