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The Ohio State University, Ph.D., 1973
Social Work

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PROBLEMS OF COORDINATION IN THE COMMUNITY
PLANNING PROCESS: AN ANALYSIS OF THE AKRON
MODEL CITIES ORGANIZATION

DISSERTATION

Presented in Partial Fulfillment of the Requirements for
the Degree Doctor of Philosophy in the Graduate
School of The Ohio State University

By
Simeo O. Esipiku, B. A., M. S. W.

The Ohio State University
1973

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CHAPTER I

INTRODUCTION

Research Problem

A survey of literature regarding the planning process of the Model Cities Program indicates previous Federal government attempts to help Model Neighborhood residents solve problems of housing, education, employment, and health through city government and private agencies. In this connection, the Federal government approached the present Akron Model Neighborhood by using the Urban Renewal Program (URP). This program was administered by the city government with an emphasis on physical development, specifically housing. The Federal government attempted another approach through the Office of Economic Opportunity (OEO) to deal with hitherto unsolved problems in the Urban Renewal Program. OEO for the most part, was administered by private agencies, with an emphasis on social and economic development, specifically education, employment, and health.


2 Ibid., p. 530.
Despite their different emphases, both approaches excluded present Model Neighborhoods and state governments in the planning process. As a result, planning gaps were created within the planning components. (See Table 1, p. 3.)

The Federal government again approached the Model Neighborhood by using the Model Cities Program. The Federal government mandate required the Model Neighborhood residents, city government with other component agencies and organizations, to plan together programs dealing with problems affecting the residents. This was a comprehensive approach which included all required components in the planning process.\(^3\) The required components were Federal, state, city government and private agencies and the Model Neighborhood. (See Diagram 1, p. 4.)

The Model Cities Program, as a comprehensive approach by the Federal government, was developed under Title I of the Demonstration Cities and Metropolitan Development Act of 1966. The act called for a comprehensive attack on social, economic, and physical problems in selected slum and blighted areas. This was an attempt to concentrate and coordinate effectively Federal, state, local, and private resources.\(^4\) By this act, cities were required by the Federal

\(^3\)Committee on Banking, op. cit., p. 361.

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- Component excluded from Planning Process
+ Component included in Planning Process
† Gaps exist in Planning Process
A. Urban Renewal approach to model neighborhood
B. Office of Economic opportunity approach to model neighborhood
C. Model Cities approach to model neighborhood (comprehensive approach)

Diagram 1. --Comprehensive approach to close planning gaps
government to develop a specific organization which would help Model Neighborhood residents in improving the quality of their lives.  

Although a specific organization was to be created to deal with the problem of planning gaps, the Federal government gave only general guidelines as to how such an organization was to be formed. Because the guidelines were general, Model Cities were required to design their own organizations. Thus, the Akron Model Cities Organization was formed to plan a strategy of coordinating concerned components in the planning process. The organization was composed of Model Neighborhood resident organizations, Federal, state, city, and private agency representatives.

The formation of this organization raised an important question which should be examined in the light of the Demonstration Act of 1966. The question is, to what extent does the Akron Model Cities Organization attempt to close planning gaps between planning components? The extent to which the Akron Model Cities Organization attempts to close planning gaps between the components depends on the coordination of components and the changes in their organizational structure. Therefore, this study assumes that the closing of planning gaps may be the consequence of effective coordinative involvement of the components and their structural change. In this particular study, planning gaps

\[ ^5 \text{Ibid., p. 46.} \]
refers to lack of coordination between the planning components and the absence of resources.

**Purpose**

The purpose of this study is to determine the degree to which planning gaps were closed between the components by the Akron Model Cities Organization. The degree of closing planning gaps will be determined by measuring the selected criteria in terms of coordinative involvement and identified elements of change that influenced coordination of components to close planning gaps. Because of the nature of the investigation, an attempt will be made to relate the findings of this study to theories of planning and social work practice in general.
CHAPTER II

REVIEW OF THE LITERATURE

Origin of Managerial Problems

The survey of the literature in relation to this research indicates a generalized approach by the U. S. Federal government to various Model Neighborhoods. The Model Cities Program, like other Federal government programs, was a competitive program for the cities which had emerging physical, social, and economic problems.

The idea that evolved as the Model Cities Program, originated in a task force on urban problems convened by President Johnson in 1965 in anticipation of the creation of the Department of Housing and Urban Development. 1 It was the first major national legislation to borrow and adopt the anti-poverty war's "maximum feasible participation doctrine." 2

From the very start, the Federal government selected seventy-five cities for the Model Cities Program and one year later,

---


seventy-five more cities were selected. The selection of the cities was based on the intensity of the problems and the population of the city. Model Cities was therefore conceived as an instrument of the Federal government to coordinate federal, state, city, and private agencies and include the residents in the planning process.

A study by the Ohio Department of Urban Affairs suggested that the Model Cities Program should seek to coordinate and integrate the delivery of services and the allocation of resources that have an impact on the Model Neighborhood. A general study by Schuchter found that at the managerial level of the Model Cities Program there were conflicts between elected Model Neighborhood boards and City Hall and the City Demonstration Agency (CDA).
Kahn also found that there were conflicts between Model Cities boards and anti-poverty community action groups and that it was difficult to conceptualize distinct roles. From observations by Aleshire, it was found that in many other Model Cities programs, there was misunderstanding between the citizens and the Mayor. The citizens said that they had to work with the Mayor, and the Mayor said they had to work with the Federal government.

A study by Uhlig found that board members tended to stress physical goals and facilities, whereas professional staff members emphasized social goals and services. A work by Banfield found that the Federal government allowed the cities great freedom to use federal funds in poor neighborhoods in ways that the local people thought best. But instead of permitting the cities to proceed in their own ways, the Federal government persistently reinforced its own directives for the cities, thereby causing delays in the planning process. Consequently, uncertainty, waste of effort, confusion, and frustration were inevitable.


Sundquist and Davis also found that projects developed in the Model Neighborhood were assured no special status. Each project which qualified for direct federal aid had to be the subject of a separate application to the federal agency in Washington, D. C. which held the funds. That agency could process applications in the usual manner, subject to specified timetable and criteria.12

Structural Organization

The Department of Housing and Urban Development did not give the cities specific outlines for organizational structure. Instead, cities formed their own organizational structures. Sundquist found that the schemes for organizing resident participation, presented in the first round of applications in the spring of 1967, were varied in their structures. The schemes tended to be bicameral and unicameral structures.

The bicameral structure allowed neighborhood residents to participate in developing and reviewing program proposals in equal partnership with public and private agencies.13 The unicameral structure allowed cities, neighborhood residents, and private agencies to form a single planning structure.14

12Sundquist and Davis, op. cit., p. 253.
13Ibid., p. 86.
14Ibid.
Sundquist stresses that the Model Cities mechanism should be a balanced bicameral structure. This principle rules out the unicameral schemes suggested by HUD in which individual residents have little to say in relation to the planning process. 15

The failure of HUD to provide a basic structure for the Model Cities Organization allowed plenty of room for the modification of relationships and processes and for the improvement of the structure of agencies participating in the Model Cities Program. 16

Planning Policy

After Congress had approved the Model Cities Program, HUD was given responsibility to direct its functions. Because of limited funds, HUD requested cities to use allocated funds to identify needs, to stimulate the planning of new approaches, to develop linkages between programs, to coordinate the planning activities of a variety of agencies, to involve neighborhood residents in the planning process, and to prepare various planning documents. 17

Due to the limitation of funds available for initial planning grants, some cities made careful choices on the basis of Federal

15Ibid., p. 120.

16Ibid., p. 119.

government guidelines. HUD set some priorities for the cities. These priorities were: (a) interagency coordination, (b) problem analysis, (c) development of program linkages, (d) program alternatives, and (e) citizen participation. These were basic requirements to be included in Model Cities Program applications.

HUD stressed that submission of the programs had to be made only after the Model Cities residents had given their assent. The purpose of this assent was to assure HUD that the local governing body was fully informed and supported the program and related project activities.

HUD instructed the cities to include the Labor Standards provisions in every contract involving construction, rehabilitation, alteration or repair work. This was to be done in all cases utilizing federal funds. HUD suggested to the cities that contracts should include cooperative agreements between public entities as follows: (a) city contracts with operating agencies, (b) city contracts with citizen participation organizations, (c) city contracts with contractors, and (d) operating agency and citizen participation organization contracts.

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18 Ibid., p. 1.

with contractors.\textsuperscript{20} These were also basic requirements that were to be included in submission of an initial application for Model Cities Program Funds. HUD assured cities participating in the Model Cities Program that grants could be expanded either by the city, a citizen participation organization, or an operational agency, pursuant to a written contract or purchase order.\textsuperscript{21}

HUD's instructions in relation to Labor Standards were general and nondirective. As a consequence, a situation was created in which policies differed. Among the planning components, it was found, in the study by Sundquist, that the specific implications of a policy of difference could be traced most clearly in the Model Cities Program.\textsuperscript{22} Policy differences involved the different use of public and private agencies, individual organization groups in the community, various professional people, and politicians. In this connection it was noted by Romney that:

The politics of planning, like any kind of politics, is dynamic. The issues which arise today and the resolution of these issues are greatly influenced by decisions which have been made in the past. Planning policy formulation thus involves a continuous series of interactions between

\begin{enumerate}
\item \textsuperscript{20}Ibid., p. 7.
\item \textsuperscript{21}Ibid.
\item \textsuperscript{22}Ibid.
the planner, government participants in the planning process and non-governmental participants.  

This study has indicated that the Akron Model Cities Program was less affected by policy differences since the organization attempted to comply with federal laws that were necessary to enhance formulation of projects to help Model Neighborhood residents.

General Characteristics

The Model Cities Organization, as a new approach to urban problems, was formed in several ways. The existing neighborhood groups were allowed to designate representatives to a central body. In some cases, regular municipal election processes were used. The most common pattern was a series of sub-neighborhood open meetings at which the representatives were chosen. The characteristics that determined this system of organization were: (a) staff dominance, (b) staff influence, (c) resident influence, and (d) resident dominance.


24 Sundquist and Davis, op. cit., p. 104.

25 Department of Housing and Urban Development, Comparative Analysis in Eleven Cities, p. 11.
(a) Staff Dominance

In the case of staff dominance, the CDA staff was clearly given a mandate by the Mayor to develop, amend, and implement the planning work program. In most cases, residence groups were not cohesive, and the participating residents were not politically integrated. The residents were used to legitimize decisions made by the staff.

(b) Staff Influence

The staff influence was determined by minimal chief executive (Mayor) involvement at the inception of the program. In some cities, the CDA staffs were unable to initiate planning events, crystallize planning issues, or establish effective relationships with either residents or agencies concerning the development of planning projects. The staffs were limited primarily to providing secretarial-type services. As one CDA head put it, "We were confined to securing rooms for meetings, recording minutes and providing agendas."

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26 Ibid.
27 Ibid., p. 25.
28 Ibid., p. 13.
29 Ibid.
(c) Resident Influence

The city of Rochester, New York, initiated the incorporation of resident influence. The chief executive was characterized as having a minimal interest and involvement in the program. The resulting absence of continuous chief executive support, particularly early in the planning period, made it difficult to secure participation from some of the agencies. 30

(d) Resident Dominance

The residents' dominance was demonstrated in the city of Dayton, Ohio. It was found that residents assumed the major role in determining how Model Cities funds would be spent. 31 This was unlike other Model Cities where residents were not given a role in deciding how funds should be used.

Inter-Agency Relationships

Social planning in the United States has been associated with private agencies such as community health and welfare councils. This has generated certain problems. While voluntary welfare activities have been expanding within recent decades, by far the greatest growth has taken place in governmental social welfare activities. City

30 Ibid., p. 17.

31 Ibid., p. 19.
governments have made serious efforts to serve overall community planning organizations. Due to a limitation of funds, they have restricted themselves largely to the activities of the voluntary agencies and have been involved only peripherally with government tax-supported social programs. 32

Various cities have experimented with comprehensive health programs. Centralized referral systems have been tried. Neighborhood Service Centers, under the auspices of the U. S. Department of Health, Education, and Welfare (HEW), have produced some integration of services. But the goal of designing a coordinated service delivery system which minimizes duplication and narrows program gaps has not been realized. 33

In the absence of a central point of concern in the Federal government for the federal system as a whole, each agency develops its own policies and doctrines or intergovernmental relations, and the result--not surprisingly--is a system full of contradictions. Some agencies deal directly with cities and other local governments, and some bypass all general-purpose governments to deal with special-purpose agencies of their own creation. Other programs are


tightly controlled from Washington. Due to the lack of a central planning agency and duplication of federal programs, a group of governors, mayors, and federal officials began protesting against the proliferation of federal agencies, the resulting confusion, and the lack of coordination in administration of the grant-in-aid programs. The solutions conceived at a national level have been handed down to the local government. Urban renewal and public housing are prime examples of exclusively federal-local relationships. What state involvement does exist has been legislated by the Federal government with little initiative coming from the state.

The governors were irritated from the outset in connection with their limited role in the Model Cities Program. Applications from the cities did not come through them, and they were given no voice in making decisions. It was not until after the participating cities had been chosen that a team of federal officials from the Department of Housing and Urban Development made formal calls upon governors to tell them more about the program.

Urban renewal, as a Federal government program, was

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34 Sundquist and Davis, op. cit., p. 247.
36 Ohio, Department of Urban Affairs, op. cit., p. 4.
37 Sundquist and Davis, op. cit., p. 115.
introduced to improve the urban environment and eliminate blighted areas before carrying out comprehensive urban plans. It was a coordinated application of all municipal powers on an area basis for the execution of a master plan. This program was largely limited to physical development and housing. 38

The Office of Economic Opportunity's "War on Poverty" bypassed both state and local governments to establish a federal relationship with non-profit corporations. 39 The O. E. O. Agency (CAA) was conceived as the institution which could be the advocate of the poor, but CAA was not controlled by them. Usually no more than one-third of the board members were representatives of the poor. The CAA board was a coalition of public, private, and poor sectors of the community, potentially the best consensus decision-making mechanism ever created under federal auspices. 40 It attempted an umbrella approach to coordination by placing social problems under the single roof of neighborhood centers. 41

Consequently, this type of approach led to a further


39 Ohio Department of Urban Affairs, op. cit., p. 4.

40 Aleshire, op. cit., p. 8.

proliferation of agencies, programs, projects, task forces, boards, and committees at all levels of the government and private sectors. This indicates little coordination of human service programs has been possible. 42

The O. E. O. agencies used a non-balanced unicameral structure. When Model Cities was instituted, the CAAs and CDAs became strained and sometimes downright hostile. The conflict was inevitable--both had an advocacy function, both had program interests in the same fields, both had affiliated neighborhood organizations and competed for the allegiance of the same citizens. 43

The Model Cities Program was viewed as a response to the fact that Community Action Agencies (CAAs) compounded the problem of local coordination and a new institutional approach to coordinating community action was needed more than ever. 44 It was expected to coordinate urban renewal, education, anti-poverty, public housing, public assistance, building inspection, health, and manpower programs. 45 This approach was attempted by the Model Cities Organization of Akron.

42 Ibid.
43 Sundquist and Davis, op. cit., p. 128.
44 Schuchter, op. cit., p. 27.
CHAPTER III

METHOD OF INVESTIGATION

The Area for Study

Physical Features

The setting of the study is the Akron Model Neighborhood, Ohio. The Model Neighborhood is about 19,090 acres. The area encompasses two neighborhoods; one is centered around Wooster Avenue and the other around South Main Street. Historically, the division occurred because of the Ohio canal which flows between the two sections.¹ (See Map 1, p. 22.) The area is made up of blacks, whites, and other residents who are not classified.

Demography

The Model Neighborhood population in 1960 was about 34,000. The 1963 census showed that the population in the area had declined to about 32,000. According to the 1970 census, the population had dropped to 21,638. The census also indicated that the number of blacks is greater than whites and others. (See Table 2, p. 23.)

TABLE 2

THE POPULATION OF THE MODEL NEIGHBORHOOD

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<tr>
<td>Black</td>
<td>12,291</td>
<td>56.80%</td>
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<tr>
<td>White</td>
<td>9,281</td>
<td>42.90%</td>
</tr>
<tr>
<td>Other</td>
<td>66²</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

Limitation of the Study

The Akron Model Cities Program is one of the eight Model Cities programs selected by the Federal government in 1968. The other cities were Columbus, Cleveland, Dayton, Toledo, Cincinnati, Youngstown, and Martins Ferry.³

The organization of this program has not been studied. The other studies of Model Cities programs concentrated on (1) a comparative analysis of the history of three Model Cities programs and their planning processes. This included: (a) Atlanta, Georgia; (b) Seattle, Washington; and (c) Dayton, Ohio;⁴ (2) a comparative analysis of the organizational planning processes of eleven Model Cities programs. These included: (a) Atlanta, Georgia; (b) Cambridge, Massachusetts;

²Ibid., p. 2.
³Ohio, Department of Urban Affairs, op. cit., p. 6.
⁴Department of Housing and Urban Development, A History in Three Cities, p. 3.
(c) Dayton, Ohio; (d) Denver, Colorado; (e) Detroit, Michigan; (f) Gary, Indiana; (g) Pittsburgh, Pennsylvania; (h) Reading, Pennsylvania; (i) Richmond, California; (j) Rochester, New York; and (k) San Antonio, Texas; and (3) a comparative analysis of program objectives and goal conceptions of six Model Cities programs by Uhling. These included: (a) Atlanta, Georgia; (b) Cambridge, Massachusetts; (c) Denver, Colorado; (d) Columbus, Ohio; (e) Oakland, California; and (f) San Antonio, Texas.

This work differs from other Model Cities programs studied in that it does not deal with a comparative analysis of the planning process and achievement of program goals of the Model Cities Program. It is a case study focused on an analysis of the Akron Model Cities organizational planning process. The researcher did not use sampling procedures which usually make generalizations about total populations possible. Instead, he studied the Akron Model Cities Organization as a unit of analysis. The study is limited to planning and action periods. The planning period included submission of the application, analysis of the problem, and formulation of the projects. The action period included implementation of plans and program alternatives.


Design of the Study

This study is an exploratory, descriptive case study. The methodological procedure for the study is a replication of a systems model that was used by the U. S. Department of Housing and Urban Development. The department used a systems model to analyze the planning process of the eleven Model Cities organizations.\(^7\)

The systems model used by HUD focuses on the organization's general properties such as structure, process, products, and performance. This approach gives prime attention to those attributes of the organization which are relevant to achieving any goal such as compliance, influence, control, and assimilation.\(^8\)

Preliminary Exploration

In approaching this study, the researcher made a preliminary exploration by writing letters to the directors of: (a) the State Department of Urban Affairs, Ohio; (b) City Demonstration Agency, Akron, Ohio; (c) Model Neighborhood Commission, Akron, Ohio; and (d) the Department of Housing and Urban Development, Columbus, Ohio. The major reason for this correspondence was to determine whether any research was being conducted or had been conducted on the same

\(^7\)Department of Housing and Urban Development, *A Comparative Analysis in Eleven Cities*, p. 7.

subject. All responses indicated that there was no research being conducted and that none had been conducted on the same subject. (See Appendix A.)

Secondary Exploration

Interview Schedules

The interviewing schedule was developed after a preliminary investigation. Questionnaires were not used. The interview schedule was used as a guide to collect the needed information for the study. The schedule was flexible in its form and allowed the researcher to adjust it at the final stage of each interview. (See Appendix B.)

Observation and Collection of Data

The researcher attended the Model Neighborhood Commission meetings. Commission meetings were formal and structured. Each commission committee met twice a month and the participants were of different ages ranging approximately between 18 and 65 years of age. The meetings were attended by an average of twenty-two members although the required number was thirty. The commission meetings consisted of commission members, staff of the commission, representatives of the City Demonstration Agency, and other members in general. The participants were black and white, having the ratio of approximately two blacks to one white.
The researcher was permitted to use the file records which consisted of agendas, minutes, statistical records, and organizational proposals. In the process of examining reports and records, the researcher was able to note the following: sixty-one letters that were sent to organizations (church clubs, corporations), and agencies (Community Action Agency, YMCA, and Urban Renewal Agency); the letters were written by the Mayor of Akron requesting the organizations and agencies to form an organization that would facilitate the Akron Model Neighborhood residents' problems.

The researcher also observed the reorganization of the Department of Urban Affairs into the Department of Economic Community and Housing, and the creation of the HUD area office in Columbus to deal with preliminary Model Cities Program application. The records and reports were instrumental materials for gathering information about the total organization. The information obtained from these materials was significantly complementary to the information obtained through interviews and direct observation.

The interviewing of informants was initiated by telephone appointments followed by personal interviews. Each interview took an average of one-and-one-half hours and was recorded.

Selection of Components and Informants

The researcher was concerned with five major planning components. These were: (1) Federal, (2) state, and (3) city government
agencies; (4) private agencies and organizations; and (5) Model Neighborhood. These were all Federal government requirements: they were required to be involved in the planning process of the Model Cities Program and to change their organizational structures. Their involvement and change of structure were indications of coordinating plans to avoid duplication of programs and service delivery in the Model Neighborhood.

The selection of the informants was determined on the basis of their access to the information needed by the researcher. The informants were field representatives, monitors, planners, researchers, community workers, program employees and administrators. (See Table 3, p. 29.) These were professional and para-professional people whose number was smaller than the number of the total employees of the program. Because their number was small, the researcher was able to interview all of them.

Determining the Degree to Which Planning Gaps Were Closed by Akron Model Cities Organization

To determine the degree of closing planning gaps, the researcher selected some of the Federal government requirements as criteria to measure the degree to which planning gaps were closed in terms of (1) coordinative involvement and (2) change.

The requirements were selected because they were basic
TABLE 3

INTERVIEWING INFORMANTS

<table>
<thead>
<tr>
<th>Planning Components</th>
<th>Total Number of Participants</th>
<th>Number Interviewed</th>
<th>Racial Breakdown</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Black</td>
</tr>
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<table>
<thead>
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</thead>
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<tr>
<td>HUD</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Field Representative</td>
<td>3</td>
<td>3</td>
<td>1</td>
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<table>
<thead>
<tr>
<th>State Government</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>DEC &amp; HD</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monitors</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Bureaus</td>
<td>3</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Coordinator</td>
<td>2</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>City Government</th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>CDA</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical Assistants</td>
<td>10</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Administrators</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Model Neighborhood Commission</th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Planning Committee Chairman</td>
<td>6</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Staff</td>
<td>3</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Monitors</td>
<td>6</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Community Workers</td>
<td>4</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Others who were not scheduled</td>
<td>0</td>
<td>10</td>
<td>7</td>
</tr>
</tbody>
</table>

| Projects: Staff | 11 | 10 | 8  | 2  |
| TOTAL           | 61 | 54 | 35 | 19 |
criteria the Federal government used to make decisions about the Model Neighborhood Program. The decisions were concerned with the approving and yearly renewal of the program.

The criteria to determine the degree of closing planning gaps in terms of coordinative involvement were

1. (a) Agencies and organizations
   (b) Contract (government and private agencies)
   (c) Employment (residents and non-residents)
   (d) Race (black and white)
   (e) Attendance of the Model Neighborhood Commission

(a) Agencies and organizations. The number of agencies and organizations which were involved in the planning process of the Model Cities Program were counted and measured. The figure obtained was calculated in percentages to estimate the proportion of agencies and organizations involved in the planning process.

<table>
<thead>
<tr>
<th>No. of Agencies</th>
<th>Total number of agencies and organizations</th>
<th>X 100% % of agencies</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>No. of Organizations</th>
<th>Total number of agencies and organizations</th>
<th>X 100% % of organizations</th>
</tr>
</thead>
</table>

(b) Contract. The number of public and private agencies which signed contracts with the Model Cities Organization to distribute services was counted. This was measured in percentages to estimate
the proportion of public and private agencies in the planning process.

\[
\frac{\text{No. of public agencies}}{\text{Total number of public and private agencies}} \times 100\% \quad \% \text{ of public agencies}
\]

\[
\frac{\text{No. of private agencies}}{\text{Total number of public and private agencies}} \times 100\% \quad \% \text{ of private agencies}
\]

(c) Employment. The number of resident and non-resident employees was counted and expressed in percentages to estimate the proportion of residents and non-residents in the planning process.

\[
\frac{\text{No. of employed residents}}{\text{Total employed participants}} \times 100\% \quad \text{of residents}
\]

\[
\frac{\text{No. of employed non-residents}}{\text{Total employed participants}} \times 100\% \quad \text{of non-residents}
\]

(d) Race. A number of whites and blacks was required by the Federal government in program reports. This measurement was expressed in percentages to estimate the proportion of blacks and whites in the planning process.

\[
\frac{\text{No. of employed Blacks}}{\text{Total number of employed Blacks and Whites}} \times 100\% \quad \text{of Blacks}
\]

\[
\frac{\text{No. of employed Whites}}{\text{Total number of employed Whites and Blacks}} \times 100\% \quad \text{of Whites}
\]

(e) Attendance. Attendance as a criterion to measure the degree of closing planning gaps in terms of coordinative involvement
was calculated quantitatively. The average attendance of the Commission meetings was recorded to compare the yearly attendance of the Model Neighborhood Commission. The significance of the attendance in this study is to estimate the interest of the participants in the planning process.

2. The elements which influenced coordination to close planning gaps in terms of change were:

   (a) Commission
   (b) Expansion and Division
   (c) Consultation
   (d) Representativeness

These elements were expressed in terms of relationships between the planning components such as relationship between:

   (a) Federal government and Model Neighborhood
   (b) State government and Model Neighborhood
   (c) City government and Model Neighborhood
   (d) Private agencies and Model Neighborhood
   (e) Model Neighborhood

**Definition of Terms**

**Assembly**

An assembly was the first resident organization "ad hoc committee."
Advisory Committee

This was a technical assistant group which helped the first phase of Model Cities Program.

Boundaries

They are sets of imaginary lines which divided Model Neighborhood into districts.

City Government

City government is used in this study as the exercise of collective power at local level.

Commission

Commission, in this particular study, is a Model Neighborhood political organization. It is comprised of Model Neighborhood representatives.

Contract

In this study, contract is an entity that furnishes the agency with services and supplies.

Coordination

Although the definitions of coordination are numerous, this study uses coordination in terms of process. Therefore, coordination is defined as a process by which Federal, state, city government, and private agencies and Model Neighborhood organizations share their information concerning the Akron Model Cities Program. The decision to share information is reached through a series of reviews
by all the participating agencies and organizations.

Change

Change in this study refers to alterations of institutional structure by increase or reduction of the departments and individual roles.

Group

A group in this study is defined as an organization or agency.

Groups

Groups as used in this study reflect various organizations and agencies within the Model Neighborhood.

Informants

Informants were selected individuals who were capable of providing information for this study.

Involvement

Involvement in this study refers to commitment of components in the performance of organizational activities.

Model Neighborhood Meetings

Model Neighborhood meetings refer to district discussions related to problems affecting the residents.

Operating Agency

This was a public or private entity which had an agreement with the city government or the Model Neighborhood Commission to administer Model Neighborhood projects.
Organization

Refers to a hierarchical relationship within the Akron Model Cities Organization.

Organizations

Organizations refers to various groups, clubs, churches, corporations, and individuals getting together to form a single functional unit.

Planning Gaps

Planning gaps are defined in this study as lack of coordination and absence of resources. This definition reflects what the researcher calls "distant planning." In other words, planning gaps can also be defined in this study in terms of distant planning at federal, state, city, and private levels.

Program

Program is designated continuing activities.

Projects

Projects are sets of activities which have been identified to solve a problem at a particular time.

Plan

Plan, as a concept, refers to a description of the activities to be undertaken by an individual, organization, or agency.

Residents

Residents in this study refers to individuals who physically
live in a Model Neighborhood area as well as to ministers and businessmen.

Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CAA</td>
<td>Community Action Agency</td>
</tr>
<tr>
<td>CAAP</td>
<td>Community Action Program</td>
</tr>
<tr>
<td>CDA</td>
<td>City Demonstration Agency</td>
</tr>
<tr>
<td>DEC and HD</td>
<td>Department of Economic Community and Housing Development</td>
</tr>
<tr>
<td>HUD</td>
<td>Department of Housing and Urban Development</td>
</tr>
<tr>
<td>MCP</td>
<td>Model Cities Program</td>
</tr>
<tr>
<td>MNC</td>
<td>Model Neighborhood Commission</td>
</tr>
<tr>
<td>OEO</td>
<td>Office of Economic Opportunity</td>
</tr>
<tr>
<td>URP</td>
<td>Urban Renewal Program</td>
</tr>
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</table>
CHAPTER IV

DESCRIPTIVE EXAMINATION OF THE ORGANIZATION

Involvement Process

Initial Planning

Formation of Akron Model Cities Organization

The Federal government mandate stipulated that the Model Cities Organization include a plan for the relocation of individuals, families, business and non-profit organizations displaced by the program. The organization was required to implement citizen involvement in the planning process of the program.

Although the guidelines were specified by the Federal government, there was no indication as to how the cities would form their organizations. During the planning period, the Akron Model Cities Organization was required to identify the needs, goals, and nature of the organization. The Mayor of Akron took the initial step of forming a Model Cities Organization. The aim of the organization was to deal with Federally prescribed objectives, namely, involvement of

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2Ibid., p. 9.
residents and institution structural change.

The Mayor informed Federal, state, city government agencies, and private organizations about the Model Cities Program. (See Appendix C.) He wrote 61 letters, 44 of which were to organizations and 17 to agencies. A positive response was received from all agencies and organizations.

**Formation of Advisory Committee and Model Neighborhood Assembly**

The Mayor formed an advisory committee of technical assistants composed of public and private agencies, residents, and private organization representatives. The major function of this committee was to help the Mayor and the City Council make appropriate decisions in preparing the Model Cities application. The advisory committee also helped the residents to form a Model Neighborhood Assembly. (See Diagram 2, p. 39.)

The Mayor began assigning specific responsibilities to each committed agency and organization. He directed the Department of Planning and Urban Renewal to prepare an application for a Model Cities Program grant. The Director of Urban Renewal was assigned

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Diagram 2. --Initial Planning Process
to organize group meetings from public agencies and Model Neighborhood organizations.  

Formation of Work Groups

The agencies, organizations, and Assembly formed "work groups" responsible for each of the projects formulated. Each work group had a chairman who directed the formulation of the needed projects.  

The formulated projects were also linked with a functional agency or organization. (See Table 3, pp. 41, 42, 43.

Residents of the area participated through a number of meetings conducted by the Model Neighborhood Assembly. The involved work groups were responsible for explaining briefly the goals of the Model Cities Program and for demarcating physical boundaries. Meetings were open to all residents. Persons attending neighborhood meetings were asked to explain to work groups what they thought were the major problems in the area, how they had manifested themselves and why they had persisted. They were asked to suggest courses of action to eliminate or reduce the problems.

\[\text{\cite{5}}\]

\[\text{\cite{6}}\]

\[\text{\cite{7}}\]
<table>
<thead>
<tr>
<th>NAME OF PROJECT</th>
<th>NAME OF FUNCTIONAL AGENCY</th>
<th>SOURCE OF PLANNING GROUP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>Akron Health Department</td>
<td>Akron General Hospital, Akron Health Dept., Division of Nursing, Akron Health Dept., Environmental Health, United Community Council, Children's Hospital, ACSC &amp; Urban League, Planning and Urban Renewal, CAC Head Start Program, Summit County Medical Society, Akron Child Guidance Center.</td>
</tr>
<tr>
<td>Education</td>
<td>Akron Public Schools</td>
<td>Institute for Civic Education, Summit County Public Schools, Center for Urban Studies, Planning and Urban Renewal, Cleveland Diocese, Catholic Youth Organization.</td>
</tr>
<tr>
<td>Housing</td>
<td>Department of Planning and Urban Renewal</td>
<td>Sub-committee on Housing Choice, Sub-committee on Relocation, Neighborhood Opportunity Center, Center for Urban Studies, Neighborhood Centers, CAC, Planning and Urban Renewal, Health Department.</td>
</tr>
<tr>
<td>NAME OF PROJECT</td>
<td>NAME OF FUNCTIONAL AGENCY</td>
<td>SOURCE OF PLANNING GROUP</td>
</tr>
<tr>
<td>----------------------</td>
<td>--------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Transportation</td>
<td>Department of Planning and Urban Renewal</td>
<td>Community Action Council Dept. of Planning and Urban Renewal, Tri-County Regional Planning Commission, Traffic Engineer, Akron Area Chamber of Commerce</td>
</tr>
<tr>
<td>Crime and Delinquency</td>
<td>Sociology Department, University of Akron</td>
<td>A.C.S.C. Urban League, Juvenile Court, Community Action Council, United Community Council, Civic Unity Council, Police Dept., Planning and Urban Renewal.</td>
</tr>
<tr>
<td>Physical Environment</td>
<td>Planning and Urban Renewal</td>
<td>Health Department, Community Action Council, Dept. of Parks and Recreation, Akron Public Schools, Akron Health Department, City Engineer, Akron Art Institute, Akron Public Library, United Community Council, Wooster Branch Library.</td>
</tr>
<tr>
<td>NAME OF PROJECT</td>
<td>NAME OF FUNCTIONAL AGENCY</td>
<td>SOURCE OF PLANNING GROUP</td>
</tr>
<tr>
<td>-----------------------------------------------------</td>
<td>------------------------------------</td>
<td>----------------------------------------------------------------</td>
</tr>
<tr>
<td>Design, Historic Preservation and New Technology</td>
<td>Planning and Urban Renewal</td>
<td>Center for Urban Studies</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Urban Design &amp; Fine Arts Commission</td>
</tr>
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</tr>
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<td></td>
<td></td>
<td>Urban Design &amp; Akron Area Architects, Inc.</td>
</tr>
<tr>
<td>Private Initiative and Enterprise</td>
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<td>Chamber of Commerce</td>
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<td>CAC-Stride</td>
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<td>Community Action Council, Nurse Specialist</td>
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<td>Costs-Benefits-Analysis and Program Budgeting</td>
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<tr>
<td></td>
<td></td>
<td>Center for Urban Studies</td>
</tr>
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</table>
Approval of Model Cities Program

On April 4, 1968, meetings were held by representatives of the Model Neighborhood to hear reports which had been prepared as a part of the application. These were presented by the individual chairmen of the work groups. Finally, the application was approved by the Model Neighborhood Assembly and the City Council. The Model Neighborhood Assembly was terminated after the approval of the application, and the Model Neighborhood Commission was formed. The Commission became a planning agency of the Model Neighborhood and the City Demonstration agency was responsible for coordinating public and private agencies and organizations within the Model Neighborhood area.

Operational Process

The Akron Model Cities Organization is concerned with the action and responsibility of each planning component. Each component is examined and described in relation to a network of the organization.

Federal Government

The Federal government of the United States is made up of three operational branches: (1) the Congress, (2) Executive, and (3) Judiciary. The three branches have nationwide functions related to

\[\text{City Demonstration Agency, Part VII, p. 1.}\]
living conditions affecting the citizens. The Congress passes laws and appropriates funds. These laws are in turn interpreted by the judiciary branch. The executive branch formulates the policies based upon the laws and needs.

In this connection, the Congress was informed of the problems arising from the cities. It showed its concern by stating in Title I of the Comprehensive City Demonstration Program that improving the quality of urban life is the most critical problem facing the United States. 9 The Congress further stated that:

The purpose of this title was to help cities plan, develop, and carry out locally prepared and scheduled comprehensive city demonstration programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas; to expand housing, jobs, and income opportunities; to reduce dependence on welfare payment; to improve educational facilities and programs, to combat disease and ill health; to reduce the incidence of crime and delinquency; to enhance recreational and cultural opportunities; to establish better access between homes and jobs; and generally to improve living conditions for the people who live in such areas, and to accomplish these objectives through the most effective and economical concentration and coordination of federal, state, local, public, and private efforts to improve the quality of urban life. 10

The Congress appropriated funds for the Model Cities Program under the direction of the executive branch. The executive branch authorized the Department of Housing and Urban Development

9 Committee on Banking and Currency Housing of Representatives, op. cit., p. 354.

10 Ibid., p. 355.
to direct the program as follows:

The secretary of Housing and Urban Development is authorized to make grants and provide technical assistance, as provided by this title, to enable city demonstration agencies to plan, develop, and carry out comprehensive city demonstration programs in accordance with the purposes of this title. 11

Administratively, HUD was responsible for reviewing final draft applications of the Model Cities Program, selecting the cities to be funded, and allocating funds for the Model Cities Program through regional and area offices.

The regional office is responsible for the coordination of regional federal agencies within the framework of federal regulations. It provides area offices with technical cooperation upon request. The area office is responsible for reviewing preliminary Model Cities application drafts. It helps the cities to plan within the framework of Federal government guidelines.

State Government

The legal status of the states of the United States as units has not been undermined. Their role has been altered by increasing federal participation in fields formerly reserved only for them. Indeed, their status has actually grown, rather than having been diminished by

11Ibid., p. 355.
programs of cooperative federalism as they are carried out in practice. 12

Although the states have considerable legal control over the affairs of their local planning agencies, the impact of the state on local planning has been far less than that of the Federal government. 13 The Federal government saw its role as one of technical assistance rather than control. It offered advice and worked with the states to improve their programs, but it would not substitute policy judgment for that of recipient agencies. 14

Due to a lack of coordinated planning and service delivery, planning gaps were created between public and private agencies, Model Neighborhoods, and other organizations. Under these circumstances, the State of Ohio endorsed the Model Cities Program according to federal mandate. The State Department authorized the Department of Urban Affairs to create new facilities for the Model Cities Program so that the city and the Model Neighborhood would not cause duplication of programs and services when planning for new projects.

The department changed its name to the Department of Economic Community and Housing Development (DEC and HD). It


13 Ranney, op. cit., p. 68.

14 Sundquist and Davis, op. cit., p. 3.
operates through the Administration of Justice Division, the Housing and Community Development Division, and the Human Resources Division.  

The Administration of Justice Division helps the Division of Human Resources in planning programs to avoid violation of state policies and statutes. The Housing and Community Development Division helps the Human Resources Division in areas of housing and other physical development within the Model Neighborhood such as development of highways through the city of Akron. These two divisions work with the Human Resources Division to avoid duplication of programs and service delivery.

The representatives of the Division of Human Resources serve as advisers to the Governor regarding the Model Cities Program. The Division monitors the state's agencies for Model Cities programs and coordinates the Model Cities activities within major state agencies.  

The Division participates in department-wide planning and policy making. It coordinates other divisions like the Administration of Justice and Housing and Community Development.

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16 Ibid., p. 3.
The Division operates through the following:

(a) Bureau of Program Support which performs planning and research and conducts program monitoring of all grants.
(b) Bureau of Resource Management which develops and operates technical assistance plan in response to the needs of local Model Cities agencies through Ohio.
(c) Bureau of Program Demonstration which operates projects in order to demonstrate the feasibility, practicality, and utility of coordinating federal, state, and local resources in meeting community development needs. 17 (See Diagram 3, p. 50.)

Within this reorganized framework, the state provides Model Cities organizations with monitors or Technical Assistants. It provides matching funds for Model Cities programs, contracts Model Cities projects, and provides in-service training for small business residents of the Model Neighborhood.

City Government

The city of Akron is governed by a Municipal Corporation government. It is made up of a central administration or legislative council and a functional department that represents the activities of the community to the legislative council. The Mayor is the chief administrator elected by popular vote and is the head of the government. The Mayor and the council endorsed the Model Cities Program as part of the municipal corporation and as one of the major programs operated by the corporation.

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17 Ibid, p. 3.
Diagram 3. --Relationship of state government and Model Neighborhood Commission.
The planning department is charged with helping the City Demonstration Agency in areas of housing and zoning. The city law department is responsible for reviewing the Model Cities Organization plans in relation to Federal, state, and city government regulations, and advises the chief executive on what directions to follow.

The Legislative Council reviews planned projects and city ordinances in relation to the Model Cities Program and authorizes the chief executive with regard to the measures to be taken in the planning process for program operation.

The City Demonstration Agency is a new department and functions between the chief executive and the City Council. Its administrators provide administrative knowledge to the Model Neighborhood Commission and help to formulate policy statements that affect both program and organization. The CDA is made up of three major teams. Each team works with Model Neighborhood Commission committees, administrators, monitors, and community organizers. The monitors are assigned to work between projects and the City Demonstration Agency staff. The teams, headed by managers, have representatives on the evaluation task force component. 18 The CDA deals directly with the Department of Housing and Urban Development and other state agencies in the Model Neighborhood. It appeals for funds

for Model Neighborhood organizations and helps to plan for relocation facilities. Through the CDA the city provides the Model Cities Program with funds, technical assistants, and grants-in-aid for utilities and equipment.

**Model Neighborhood Commission, Inc.**

Citizen participation started as the Model Neighborhood Assembly. The assembly consisted of twenty-seven to thirty members elected democratically to represent the entire Model Neighborhood area. The role of the assembly was:

To insure representation of area residents throughout the planning and execution of the Model Neighborhood programs and to afford the people who live in the Model Neighborhood area opportunity to take a full part in rebuilding their community.

To determine the degree of the problem affecting the residents. ¹⁹

The Model Neighborhood Assembly became the Model Neighborhood Commission. The commission exercised the power of promoting the concept of widespread citizen participation. This concept was implemented through the Model Neighborhood Administrative Process, districts, planning committee, executive committee, boundaries, and task force evaluation.

Administration is a central aspect of the Model Neighborhood Commission. It is a professional and managerial process involving

¹⁹ City Demonstration Agency, Part V, p. 2.
several functions such as performing research, coordinating and executing commission decisions, and promoting citizen involvement in all aspects of the Model Neighborhood projects which include district meetings and the election of members.

The central administration of the commission also screens and recommends applicants for employment and periodically evaluates the Model Neighborhood staff performance. It prepares the budget and develops an on-going in-service training program for staff and commission. 20

Districts were introduced into the Model Neighborhood to ensure equal representation in the planning process of the Akron Model Cities Organization. The representatives were selected through public election and nominations by the commission. The candidate from each district campaigned for the seat to which he or she was seeking to be elected. Each district had two seats for adults and one for youth. There were five open seats from each district and these were not restricted. Any resident could campaign for any of the seats regardless of the district he or she was from. Altogether, thirty-five people campaigned.

After the election was over; the thirty-five representatives formed a commission. The commission was responsible for the

nomination of minority and emerging leader representatives. The minority representatives were welfare recipients who were unable to campaign. Emerging leaders were nominated for their good performance in the Model Neighborhood from business, professional, and other groups. Therefore, the commission consisted of forty-five representatives.

- Adults from each district: 20
- Youth from each district: 10
- Representatives elected at large: 5
- Minority representatives: 5
- Emerging Leaders' representatives: 5

The commission established physical planning, social planning, and economic planning committees.

The following are Model Neighborhood planning committees and their program-projects:

<table>
<thead>
<tr>
<th>Programs</th>
<th>Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td>Model Neighborhood Corporation</td>
</tr>
<tr>
<td>Transportation and Utilities</td>
<td>Senior Citizen Transportation</td>
</tr>
<tr>
<td>Environment Protection</td>
<td>Environmental Services</td>
</tr>
<tr>
<td>Recreation and Culture</td>
<td>Neighborhood Art</td>
</tr>
</tbody>
</table>

21 Ibid., p. 4.
### Social Planning Committee

<table>
<thead>
<tr>
<th>Programs</th>
<th>Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crime and Delinquency</td>
<td>Youth Service Bureau</td>
</tr>
<tr>
<td>Social Service</td>
<td>Unwed Mothers</td>
</tr>
<tr>
<td>Education</td>
<td>Career Opportunity, Day Care Montessori</td>
</tr>
</tbody>
</table>

### Economic Planning Committee

<table>
<thead>
<tr>
<th>Programs</th>
<th>Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic Corporation</td>
<td>Model Neighborhood Newspaper, University of Akron Economic Studies</td>
</tr>
<tr>
<td>Manpower Development</td>
<td>Economic Cooperation, Comprehensive Employment Services</td>
</tr>
<tr>
<td>Consumer Protection</td>
<td>Consumer Protection Education</td>
</tr>
</tbody>
</table>

The committees have specific days on which they meet. They perform a continuing and vital managerial function in the formulation of projects. Each committee meets twice a month, during the first and last week of the month. Their meetings are open to any residents who are interested in attending them.

Close observation indicated that all committees had attendance of various classes of people including Model Neighborhood elected members, Model Neighborhood non-elected members, Model Neighborhood employees and City Demonstration Agency employees. The classes are important for the dissemination of information throughout the Model Neighborhood. In the process of acquiring and disseminating the information, the committees function as producer, provider, and receiver.
Internally, the committees are highly innovative. They formulate preliminary plans through the help of the City Demonstration Agency. The formulation of plans reflects the commission committees' role as producer.

As provider, the committees furnish the commission with information about the total Model Neighborhood progress. The committees also provide the Model Neighborhood residents with information about the position of Federal, state, and local governments through Model Neighborhood subcommittees and Model Neighborhood newspaper. Consequently, commission committees are functional and are linking factors between the commission and the Model Neighborhood. They synthesize the information from the Model Neighborhood Commission, public and private agencies and organizations. The synthesis of information reflects the committees' role as a feedback receiving system.

The Executive Committee, upon the advice of the City Demonstration Agency, develops policies and projects which are within the limits of the constitutional procedures, examines budgetary proposals, reviews and evaluates periodically the progress reports submitted by each planning committee, and evaluates the performance of the staff.22

The commission also established boundaries in Model

22 Ibid., p. 2.
Neighborhoods to demonstrate the concepts of wide participation within the Model Neighborhood as well as equal representation. The major purpose of boundaries was to protect the residents from competing with non-residents who may claim to be eligible candidates for Model Neighborhood elections.

The evaluation task force component is composed of professional representatives of the City Demonstration Agency and Model Neighborhood Commission representatives. Its role is to establish strategies and priorities for various evaluation activities, establish overall plans including development of work programs, and establish budgets for evaluation activities within the projects.\(^23\) It operates between the city and the commission. (See Diagram 4, p. 58.)

**Private Agencies and Organizations**

The private agencies and organizations have no organized mechanism for dealing with the Model Cities Program. They are the central part of the Model Cities organization or a private agency. They provide consultation services, grants-in-aid, in-service training and service delivery.

The operating process indicates that the relationship of operating public and private agencies with the Model Neighborhood is demonstrated through contract.

\(^{23}\)City Demonstration Agency: Second Year Action Plan, p. 112.
Diagram 4. --Task force evaluation process.
The following are the Model Neighborhood projects contracted by on-going operating agencies and organizations. 24

<table>
<thead>
<tr>
<th>Project Activity</th>
<th>Operating Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Youth Services Bureau</td>
<td>Young Men's Christian Association</td>
</tr>
<tr>
<td>2. Unwed Parents</td>
<td>Family and Children's Services Society</td>
</tr>
<tr>
<td>3. Day Care Centers</td>
<td>Phi Delta Kappa</td>
</tr>
<tr>
<td>4. Career Opportunity</td>
<td>Akron Board of Education</td>
</tr>
<tr>
<td>5. Montessori</td>
<td>Akron Board of Education</td>
</tr>
<tr>
<td>6. Economic Development Corporation</td>
<td>Economic Development Corporation</td>
</tr>
<tr>
<td>7. Neighborhood Arts</td>
<td>Akron Art Institute</td>
</tr>
<tr>
<td>8. Senior Citizens Transportation</td>
<td>Community Action Council</td>
</tr>
<tr>
<td>10. Neighborhood Development Corporation</td>
<td>Neighborhood Development Corporation</td>
</tr>
<tr>
<td>11. Citizens Participation Organization</td>
<td>Model Neighborhood Commission</td>
</tr>
<tr>
<td>12. Health</td>
<td>Akron Public Health</td>
</tr>
</tbody>
</table>

An examination of the contracting process shows that five projects are contracted by private agencies and seven by public agencies.

Implementation Process

The Akron Model Cities Organization reflects two aspects of planning: (1) Administrative and (2) Commission planning. Administrative planning is administered by the Department of Housing and Urban Development. The department is concerned with the formulation of general guidelines, policies for Model Cities Programs, and

24Ibid., p. 4.
allocation of funds.

The Akron Model Neighborhood Commission is the planning agency concerned with problem analysis and formulation of required projects. The commission was required by the law to be made up of white and black groups. Therefore, the commission is composed of 45 members, 15 white and 30 black. (See Table 5 p. 61.) It meets twice every month. The commission keeps the attendance record of each member. The attendance is recorded for monthly and yearly evaluation to fulfill Federal government requirements. (See Table 6 p. 62.)

In the process of implementing plans, it was indicated that employees were residents and non-residents. (See Table 7 p. 63.) They worked as technical cooperatives, technical assistants, monitors, community workers, administrators, and consultants. They were black and white professionals and para-professionals. (See Table 8 p. 64.)

It was noted by Rosner that implementation represents a stabilizing and routinization of the agency process with specific focus on maintenance of constituency resources and interagency relationships which seek information and feedback systems. This definition makes a planner more aware that implementation is more difficult than formulation. The formulation of a plan is an exercise of the imagination,

<table>
<thead>
<tr>
<th></th>
<th>Black</th>
<th>White</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30</td>
<td>15</td>
<td>45</td>
</tr>
<tr>
<td>Percent</td>
<td>66.6%</td>
<td>33.4%</td>
<td>100%</td>
</tr>
<tr>
<td>YEAR</td>
<td>JULY</td>
<td>AUGUST</td>
<td>SEPTEMBER</td>
</tr>
<tr>
<td>------------</td>
<td>------</td>
<td>--------</td>
<td>-----------</td>
</tr>
<tr>
<td>ACTUAL MEMBERS PRESENT 1970 to 1971</td>
<td>101</td>
<td>65</td>
<td>73</td>
</tr>
<tr>
<td>Percentage</td>
<td>58.6</td>
<td>73.7</td>
<td>69.1</td>
</tr>
<tr>
<td>ACTUAL MEMBERS PRESENT 1971 to 1973</td>
<td>101</td>
<td>65</td>
<td>73</td>
</tr>
<tr>
<td>Percentage</td>
<td>58.6</td>
<td>73.7</td>
<td>69.1</td>
</tr>
<tr>
<td>ACTUAL MEMBERS PRESENT 1972 to 1973</td>
<td>101</td>
<td>65</td>
<td>73</td>
</tr>
<tr>
<td>Percentage</td>
<td>58.6</td>
<td>73.7</td>
<td>69.1</td>
</tr>
</tbody>
</table>

Aver. = Average
**TABLE 7**

**EMPLOYMENT OF RESIDENTS AND NON-RESIDENTS**

<table>
<thead>
<tr>
<th>Project</th>
<th>Total Employment</th>
<th>Resident Employment</th>
<th>Percent Resident Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Career Opportunities Program</td>
<td>22</td>
<td>22</td>
<td>100</td>
</tr>
<tr>
<td>Comprehensive Services to Unwed Parents</td>
<td>11</td>
<td>9</td>
<td>82</td>
</tr>
<tr>
<td>Day Care</td>
<td>61</td>
<td>45</td>
<td>74</td>
</tr>
<tr>
<td>Economic Development Corporation</td>
<td>53</td>
<td>35</td>
<td>66</td>
</tr>
<tr>
<td>Guardian, Inc.</td>
<td>33</td>
<td>27</td>
<td>82</td>
</tr>
<tr>
<td>Higher Education</td>
<td>4</td>
<td>1</td>
<td>25</td>
</tr>
<tr>
<td>Model Cities Transportation</td>
<td>21</td>
<td>18</td>
<td>82</td>
</tr>
<tr>
<td>Model Neighborhood Commission</td>
<td>21</td>
<td>17</td>
<td>81</td>
</tr>
<tr>
<td>Montessori</td>
<td>6</td>
<td>5</td>
<td>83</td>
</tr>
<tr>
<td>Neighborhood Arts</td>
<td>8</td>
<td>5</td>
<td>62</td>
</tr>
<tr>
<td>Youth Services Bureau</td>
<td>20</td>
<td>11</td>
<td>53</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>260</strong></td>
<td><strong>195</strong></td>
<td><strong>70.8</strong></td>
</tr>
<tr>
<td></td>
<td>Black</td>
<td>White</td>
<td></td>
</tr>
<tr>
<td>-------------------------</td>
<td>-------</td>
<td>-------</td>
<td></td>
</tr>
<tr>
<td><strong>HUD Field Representatives</strong></td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>DEC and HD</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bureaus</td>
<td>3</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Monitors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coordinators</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>CDA</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical</td>
<td>8</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Assistants</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administrators</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Commission</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monitors</td>
<td>11</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Community Workers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administrators</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Projects Staff</strong></td>
<td>9</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>*32</td>
<td>14</td>
<td></td>
</tr>
<tr>
<td></td>
<td>69.6%</td>
<td>30.4%</td>
<td></td>
</tr>
</tbody>
</table>

*This data was collected from general records of all components.*
<table>
<thead>
<tr>
<th>ADMINISTRATION</th>
<th>PLANNING</th>
<th>IMPLEMENTATION</th>
<th>FUNCTIONS</th>
<th>PARAMETER FOR PROGRAMMING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Model Neighborhood Commission — Approves Model Neighborhood Projects.</td>
<td>Formulation of plans for projects, selection of projects.</td>
<td>Monitors — Community Workers</td>
<td>Collection of Data Information, dissemination of Information.</td>
<td></td>
</tr>
<tr>
<td>Private agencies</td>
<td>Contractors,</td>
<td>Service</td>
<td>Distribution of Services</td>
<td></td>
</tr>
<tr>
<td>Private organizations</td>
<td>Consultation</td>
<td>Consultants</td>
<td>Contribution of Knowledge</td>
<td></td>
</tr>
</tbody>
</table>
whereas implementation is a confrontation with actuality. This implies that plans are of little value if they are not followed and carried out to the greatest possible extent. The degree by which implementation could be successful depends on proper selection of staff and other resources, interpreting program guidelines for staff and administrators in the community, preparing administrative measures, and obtaining commitment of resources and putting them into operation.

Technical Cooperation

Technical cooperation is an exercise of sharing technical knowledge between or among professional individuals. In the Model Cities Program, technical cooperation was practiced by technical assistants of the Federal, state, and local governments, and of private agencies and organizations.

The communication of technical assistants involved in technical cooperation is more indirect than direct. Only the City Demonstration Agency’s technical assistants have direct communication with the Model Neighborhood Commission. Communication between technical assistants is largely by telephone, although letters, booklets and


pamphlets, or informal visitations are also utilized. State and federal officials may be called upon to assist CDA to prepare sections of the one-year action program and five-year forecast. 29

Field Representatives

The professional people who engaged in technical cooperation at the federal level are called "field representatives," and at the state level, "monitors." They have no direct communication with the consumer, but they both have communication with the federal, state, city, and private agencies within the Model Neighborhood and influence them in helping residents of Model Neighborhoods. Field representatives are responsible for interpreting federal guidelines and reviewing preliminary applications for funding Model Cities programs.

Technical Assistants

Technical assistance is in some way an operation in which there is an active and passive party. 30 The functions of the City Demonstration Agency are clearly active whereas the commission planning committees and monitors are passive. The former is contributing technical knowledge to the latter; both are, however, engaged


in an experience of sharing.

The operational aspect of the technical assistants shows that they are the major force and coordinating vehicle of the total organization. They operate through planning teams. The teams are divided into three groups corresponding to the needs of the entire organization. These teams are inter-disciplinary in nature having professional people of different backgrounds such as research, planning, administration, sociology, and education.

Teams

The teams are responsible for the interpretation of federal guidelines for the Model Neighborhood planning committees and commissions. They provide professional skills to commission staffs, analyze the data collected by the Model Neighborhood monitors, and train the monitors in methods of doing research. Horwitz says:

"Interdisciplinary team is a social invention of some importance. It is a way of providing a more effective help to more people who need it."\(^{31}\)

Monitors

The findings indicate that there were two categories of monitors: state monitors and Model Neighborhood monitors. State monitors

are actually called Technical Assistants. They work within state agencies and City Demonstration agencies. They collect data from state agencies and the results of this information are sent to the City Demonstration Agency. The information is very useful because it avoids possible future duplication of programs and services in Model Neighborhoods. The monitors also help the City Demonstration Agency to simplify or interpret the state statutes. This process clears misunderstanding in planning and avoids violation of state policies.

The Model Neighborhood monitors are employed residents who are assigned to work with projects. Their function is that of a central feedback in the planning process. Because of their feedback, they are involved in data collection and in identifying new problems for planning purposes.

Community Workers

The community workers are employed residents who work with Model Neighborhood planning committees and Model Neighborhood districts. They are community organizers whose functions reflect referral and follow-up systems. They work from door to door with Model Neighborhood residents. They are concerned with how recipients respond to the service delivered. Therefore, they perform two directional functions: referral of clients and a follow-up process. They refer the clients to the appropriate agency, and also insure that the
clients have received the correct treatment.

These are some of the identified relationships in implementation of plans as noted by Rosner and this study.

(1) Relationships Between Commission and Administrative Process

<table>
<thead>
<tr>
<th>Commission</th>
<th>Administrative Process</th>
</tr>
</thead>
<tbody>
<tr>
<td>Determining which actors to communicate with and the nature of relationships with the administrator.</td>
<td>Establishing communication channels.</td>
</tr>
<tr>
<td>Determining types of structure to be used.</td>
<td>Recruiting participants into selected structure.</td>
</tr>
<tr>
<td>Analyzing alternatives for coping with problems in terms of policies, structures, resources, and strategies.</td>
<td>Promoting expression and exchange of preferences among actors involved. Testing opportunities of alternative approaches with various actors.</td>
</tr>
</tbody>
</table>

(2) Relationships Between Commission--City Demonstration Agency

<table>
<thead>
<tr>
<th>Commission</th>
<th>City Demonstration Agency Team</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drawing up recommendations as to what tasks will be formed, by whom, with what resources.</td>
<td>Presenting recommendations and assisting decision makers to choose.</td>
</tr>
<tr>
<td>Determining goals, policies, strategies to--</td>
<td>Assisting decision makers to weigh and choose alternatives.</td>
</tr>
</tbody>
</table>
(3) Relationships Between MN Monitors and CDA Teams

<table>
<thead>
<tr>
<th>Monitors</th>
<th>Technical Assistance Team</th>
</tr>
</thead>
<tbody>
<tr>
<td>Obtaining data from designated sources.</td>
<td>Designing data collection systems.</td>
</tr>
<tr>
<td>Identification of new problems for planning.</td>
<td>Communicating new problems to other city and commission.</td>
</tr>
<tr>
<td>Collection of data.</td>
<td>Analyzing the data.</td>
</tr>
</tbody>
</table>

Contractors

Contractors furnish supplies or services to the Model Neighborhood through the help of Federal, state, and city governments.33

Through the contracting process Model Neighborhood residents have been able to secure employment and obtain free education from the University of Akron and Kent State University. Youth have the opportunity of participating in many city recreation organizations such as the YMCA. The residents have been able to engage in small business activities through the Model Neighborhood economic corporation. Use of contractors in Model Cities program services was a practical means of building awareness among residents and private organizations. It is through this process that projects and people's ideas are assimilated into ongoing activities of functional agencies. (See Diagram 5, p. 72.)

Diagram 5. --Operational Process.
Consultants

Consultants offer the Model Neighborhood Commission and staff in-service training. The consultation service is offered in areas of leadership and general managerial services. (See Table 10, p. 74.)

Parameter for Programming

An examination of the planning process indicates that the Akron Model Cities Organization had three major parameters for programming: resource (provider), distribution (service delivery), and consumption (receiver). These parameters encompass what Kahn calls "social sectors." Social sectors are relevant parameters of programming for planning within and between the organizational process of this study. These parameters reflect the status of the Akron Model Cities organizational components, as to who does what, who gives what, and who gets what.

Resource, distribution, and consumption are programming networks within the organization concerned with eligibility, financing, and funding; public and private balance; and time and scale dimension.

---


35 Ibid., pp. 210-211.
<table>
<thead>
<tr>
<th>Components</th>
<th>Structure</th>
<th>No Change</th>
<th>Changing</th>
<th>Change-Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Government</td>
<td>Institution</td>
<td>Before Model Cities</td>
<td>After Model Cities</td>
<td>Increase in number of Federal Agencies</td>
</tr>
<tr>
<td>State Government</td>
<td></td>
<td>State Dept. of Urban Affairs</td>
<td>Reorganization of State Dept. of Urban Affairs Dept. of Economic Community and Housing Development</td>
<td></td>
</tr>
<tr>
<td>City Government</td>
<td>Institution</td>
<td>Other City Dept.</td>
<td>Increase number of City Departments</td>
<td>Expansion - City Demonstration-Agency</td>
</tr>
<tr>
<td>Residents</td>
<td>Community</td>
<td>Unorganized Community groups agencies Organization</td>
<td>Reorganization of Community to Model Neighborhood, New Projects, New Political Party, Model Neighborhood into division.</td>
<td>Coordinated Community groups Organization Agencies, Projects Commission, Boundaries Districts, Division.</td>
</tr>
<tr>
<td>Private</td>
<td>Agency Organization</td>
<td>Agency Organizations</td>
<td>Increased Facilities</td>
<td>Expansion of Responsibilities</td>
</tr>
</tbody>
</table>
Eligibility, Financing, and Funding

The Akron Model Cities Program was designed to serve the residents of the Model Neighborhood. The eligible individuals were people on welfare, unemployed persons, persons seeking to further their education, and those who wanted to be relocated. These were the beneficiaries of the program. The members of the commission benefited from the program through a series of leadership training courses offered by private agencies. The members obtained planning experience through participation in the formulation of Model Neighborhood projects. The staff benefited from the program by securing employment and obtaining free education. Residents, who were non-staff and non-commission members, benefited through subsidies from the program. The commission and staff are not eligible for subsidies as stated in Model City Program Act.

Public and Private Balance

The Model Cities Program was formerly conceived as solely a Federal government program. But it receives some assistance from city government and private agencies and organizations. During the planning period, the Federal government financed 80 per cent of the Model Cities Program and the city government financed 20 per cent.36

Time and Scale Dimension

The Model Cities Program was divided into two phases: the planning phase and the action phase. The planning phase was from six to twelve months. During this phase the organization identified problems and formulated projects. The action phase was from one to five years. During this period the Model Cities Organization receives supplementary funds from the Federal government for its projects.

During the action period the Federal government gives supplementary funds on a matching basis. In this process, the Model Cities Program is funded categorically. The projects receive funds from different federal agencies in Washington, D.C. Private organizations offer grants-in-aid, such as research evaluation, and some of them provide volunteers to work in projects.

Induced Change

Induced change was enforced in planning processes of Model Cities Program by the Federal government. The institutions concerned with the planning process were required to change their structure to include Model Neighborhood residents in the planning process. This was to bring about effective coordination of components. This change was noted by Dalton as indicated below and in Table 9, p. of this study.

[^37]: Sundquist and Davis, op. cit., p. 82.

[^38]: Ibid., p. 251.
<table>
<thead>
<tr>
<th>Away From Original</th>
<th>And</th>
<th>Toward Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generalized goals</td>
<td>Specific objectives</td>
<td></td>
</tr>
<tr>
<td>Former social ties built around previous behavior patterns</td>
<td>New relationships which support the intended changes in behavior and attitudes</td>
<td></td>
</tr>
<tr>
<td>Self-doubt and a lowered sense of self-esteem</td>
<td>A heightened sense of self-esteem</td>
<td></td>
</tr>
<tr>
<td>An external motive for change</td>
<td>An internalized motive for change</td>
<td></td>
</tr>
</tbody>
</table>

It was the responsibility of the Akron Model Cities Organization to initiate change with reference to the federal mandate. These took place through institutional structure change, Model Neighborhood change, and private organizations.

**Institutional Structure Change**

Federal, state, and city governments are operating institutions. The change in their functional structures was demonstrated through their expansion of managerial facilities to include the Model Cities Program in their regular programs. The innovation that led institutions to expand their managerial facilities resulted in an increase in size of personnel, role, space, and budget.

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Federal Government

The Model Cities Program was instituted by the Congress of the United States to be operated by the Department of Housing and Urban Development. The department is a central administrative planning agency concerned with how funds are spent by Model Cities programs.

This study indicated that the department is an agent for change through its planning guidelines and mandate. The department initiated a comprehensive planning process which has encouraged the Model Neighborhood Commission and the city of Akron to seek help from other federal, state, and private agencies and organizations.

The department created an area office which deals with preliminary applications before they are sent on to the central office of HUD in Washington, D.C. and the regional office in Chicago. The creation of a new office in Columbus led to an increase in personnel, space, and administrative facilities. This helped to close a wide range of planning gaps between the components which needed immediate Federal government attention--state, cities, Model Neighborhood, and private agencies and organizations.

State Governments

The impact of the Model Cities Program on state government caused a great change in the state department. As mentioned above,
the state changed the name or title of the Department of Urban Affairs to the Department of Economic, Community, and Housing Development.

The department was divided into three divisions. The Division of Human Resources became the operational structure for the Model Cities Program facilities. The creation of the Division of Human Resources increased state personnel and expanded managerial services. This helped cities and Model Neighborhoods to have a more direct relationship with the state government than before.

City Government

The change in city government affected its entire structure. The city government created the City Demonstration Agency as a new department. The creation of the new department increased city departments and managerial facilities.

The Model Cities Organization increased the number of the Mayor's cabinet members. The director of City Demonstration Agency is the Mayor's cabinet member who reports to him and the council about the progress of Model Cities programs as other department directors do. The creation of the City Demonstration Agency enabled the city to have a more direct response to Model Neighborhood residents.
Role Change

The role of the chief executive increased. The chief executive as an administrator became the chief organizer and coordinator at the inception of the program. He became an organizational catalyst in the operational process. The increase in the role of the chief executive demonstrates his new concern with Model Neighborhood residents.

Model Neighborhood Change

The change in the Model Neighborhood was innovative in character. Residents formed a commission as a new local political party. The commission created systematic boundaries to protect the rights of residents with regard to voting, and job appointments. The commission constituted a decentralized planning system and adapted the concept of widespread participation.

Boundaries

The boundaries were the main divisional elements in carrying out the work for which each member involved in the Model Cities Organization was accountable. The boundaries gave the Model Neighborhood maximum representation for participating in the organizational planning process. The boundaries were classified as: (a) physical (political), (b) organizational, and (c) manpower.
(a) Physical (Political) Boundaries

The commission established political boundaries to demonstrate the concept of widespread participation, equal representation in planning, and the policy formulation process. Physical boundaries divided the Model Neighborhoods into ten districts. The division was based on population size and not on the size of the area. The total population is 21,000 and each district has a population of 2,100. (See Map 2, p. 82.) As mentioned above, the creation of boundaries was to protect the Model Neighborhood residents from competing with non-residents who may claim to be eligible representatives of the Model Neighborhood. This allowed residents to have a voice in the decision-making process.

(b) Organizational Boundaries

The organizational planning boundaries were created to establish specific responsibilities in the planning processes through planning committees, task force evaluation, and the administrative process. (See Diagram 4, p. 58.) These boundaries reflected two major aspects of the planning process: inter-organizational and intra-organizational boundaries. Inter-organizational boundaries established linkages between the commission and the City Demonstration Agency. Intra-organizational boundaries established formal relationships within planning committees, the Model Neighborhood administration, and
MODEL NEIGHBORHOOD
COMMISSION ELECTION
BOUNDARIES
the commission. This made it possible for all individuals and groups involved in the planning process to be accountable for the work performed.

(c) Manpower Boundaries

Manpower boundaries were concerned with the economic status of Model Neighborhood residents. The boundaries were established to help the residents obtain maximum opportunity for jobs, job training, schools, and to reduce welfare dependents. The boundaries created three major categories of economic improvement: (a) the employed residents who work for the Model Neighborhood and get full salary; (b) the planners who are residents and who obtain only compensatory salary (paid for the time lost while in meetings), and (c) welfare recipients who receive some subsidies. These boundaries made it possible to screen residents according to their needs. The policy established within these boundaries was intended to help residents make their own choices. A resident could seek to be either a commissioner or staff member, but he could not hold both positions.

Private Agencies

The private agencies were involved in the planning process from the inception of the program. They expanded their managerial services to permit service delivery for the Model Cities Program. The expansion of managerial services was demonstrated through
agency contracts with the Model Cities projects.

**Private Organizations**

Private organizations were contributors to the Model Cities Organization. Their involvement in the Model Cities Organization was demonstrated through the flexible expansion of their services for the Model Cities Program, including computer services and in-service training.
CHAPTER V

RELEVANCE OF THE FINDINGS TO
THE THEORY OF PLANNING

The relevance of the findings in relation to the theory of planning embodies an initial approach, an identification of components, an organizational planning process, organizational structure, and organizational characteristics.

Initial Approach

The initial approach to the planning process is a basic means that determines the direction of a program. The planner whose approach is to be successful must start at the right time, approach the appropriate individuals, groups, organizations, agencies, and spot the best location. This type of approach to the planning process is likely to lead a planner toward good relationships with those who are concerned with the problems being sought. The planner is thus helped to recognize the values of the planning process.

An examination of the findings of the Akron Model Cities Program indicates that the mechanism of coordination that led to the approval of the Model Cities Program in Akron by the Federal government
was initiated by the Mayor of Akron as chief executive. The chief executive's keen interest in Model Neighborhood problems cast him as an initial principal leader for the formation of the program organization. He was characterized as planner, organizer, coordinator, and catalyst.

The practical approach of the Mayor and his staff was the writing of formal letters to agencies and organizations. This proved to his constituency that he was concerned with the problem of gaps between the Model Neighborhood, Federal, state, city governments, and private organizations. The Mayor made a formal appearance on television, announcing the Model Cities Program and communicated with his constituency through the news media. He organized his executive office to comply with city laws, ordinances, Federal government guidelines and state statutes. The executive office of the Mayor became the cornerstone of the total program through city demonstration agencies, the law department and planning department. In this process of coordination, the Mayor was able to direct the organization through: command, groups, routines, and inter-dependent relationships. ¹

The Mayor as an organizer and coordinator, commanded his departments to become involved in the planning processes of the Model

Cities Program. The Mayor introduced temporary and permanent routines. Through the temporary routines, the Mayor and his staff identified all community groups, organizations and agencies, and organized them into work groups. He appointed individuals from government and private agencies, organizations, and community groups to serve as technical advisers to him and help the Model Neighborhood Assembly to identify their problems during the initial planning process. The technical advisers were resource people with academic qualifications and experience in different fields.

Through a permanent routine, the Mayor charged the City Demonstration Agency with coordination of the Akron Model Cities Program; the Planning Department was to deal with zoning, and the Law Department with matters pertaining to Model Cities Program policies or laws. The council (legislature) was responsible for city ordinances and legitimizing the program as part of city programs. The Mayor recognized the Model Neighborhood Commission as a planning organization and as a political governing body.

The inter-dependent relationship was established on the co-operative basis. This type of relationship led all planning components to adopt a systematic planning process that allowed them to achieve coordination of program services. The Mayor initiated plans for the planning processes for all components. The Mayor also involved government and private agencies, corporations, and community
organizations in the planning process, and acted as a catalyst among them. He became a key man for settling conflicts between the City Demonstration Agency and the Model Neighborhood Commission, and chief negotiator between the Federal government and the city government.

The Mayor's approach to the organizational planning process was systematic. The approach established a mechanism in which all participating components became contributors to the organization. This approach encouraged the closing of planning gaps between the components. The following were some relevant points:

a. The Federal government would provide planning guidelines.

b. The state government would legitimize the Model Cities applications and monitor state agencies for Model Cities Organization.

c. The city government and the commission would be planners for the Model Cities programs.

d. Private organizations would provide contracts and consultations.

Identification of Planning Components

There are five major planning components: (1) Federal, (2) state, (3) city governments, (4) Model Neighborhood Commission, and
(5) private organizations. These components were identified as re-
sourceful and functional.

Resourceful Components

Resourceful components are Federal and state governments.

Federal Government

The Federal government, through HUD, is classified as a re-
sourceful component because of the enormous financial assistance it
offers to the Model Neighborhood, the planning guidelines it provides
to Model Cities organizations for the planning process, and the man-
date it enforces—federal law in the planning process against dis-

crimination, and inclusion of residents in the planning process.

State Government

The state government provides the Akron Model Cities organi-

zation with information about its agencies within the Model Neighbor-
hood area. It also provides matching funds for Model Neighborhood

projects.

The major characteristic of the resourceful components is

that they do not have a direct relationship with the Model Neighborhood

Commission but indirect relationship through the City Demonstration

Agency.
Functional Components

The functional components are city government, the Model Neighborhood Commission, and private organizations.

City Government

City government is not only functional, but also a resourceful component. As a resourceful component, it provides Model Cities organizations with grants-in-aid for functional activities of the program. As a functional component it works with Model Neighborhoods in areas of problem analysis, project formulation, and relocation of the residents.

Model Neighborhood Commission

The Model Neighborhood Commission is a potential planning agency of the Model Neighborhood. Along with CDA it analyzes Model Neighborhood problems and formulates projects to solve physical, economic, and social problems. It distributes direct services to some residents.

Private Organizations

Private organizations have a direct relationship with the Model Cities Organization. They contract the Model Neighborhood projects and deliver services to Model Neighborhood residents.
Task Force Evaluation

This is a product of the City Demonstration Agency and the Model Neighborhood Commission component. As indicated above, it is a major functional and coordinating force between the components MNC and CDA.

Planning Process

In this study, the planning process reflects decision making. Because of this, it is an aspect of policy formulation and realization through choices and rationalization.2 Process, as noted by Buckley, is a focus on action and interaction of components of on-going systems.3

Therefore, the approach of the Model Cities Program to the Model Neighborhood was a comprehensive planning process with a focus on economic problems. The terms, "comprehensive," "planning," and "process," symbolize in themselves two basic characteristics: (1) integration of parts and (2) projection into the future.4

Integration of parts partly implies coordination of Model Neighborhood projects with functional agencies. Projection into the

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2Kahn, Theory and Practice of Social Planning, p. 17.


4Branch, op. cit., p. 298.
future for this study implies plan alternatives, selection of projects to solve the existing problems, and the cost of accomplishing the task. These are the central themes of the Akron Model Cities Organization. They reflect three essential factors which were relevant in closing planning gaps between the planning components. These factors were: (1) control, (2) coordination, and (3) participation.

(1) Control

A control is frequently used in terms of one person's dominating another, either in the confined or coercive sense. In this study, control refers to confinement which prevents the domination of one component by another. The emphasis here is on directivity and integration of efforts required to accomplish the end. Control, then, directs the action and integration of the planning process. Therefore, the planning process of the Akron Model Cities Organization is controlled at: (a) the upper level which is the federal administrative planning, (b) the lower level which is the Model Neighborhood Commission.

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5 Litterer, op. cit., p. 233.

6 Ibid., p. 233.

7 Ibid.
(a) Administrative Planning Process

The administrative planning process was federally instituted through the Department of Housing and Urban Development. The planning process in this case is not problem-centered but finance-centered. The Federal governmentformulates policies to guide and protect the funding system. It checks what the Model Cities Organization is doing rather than checking the intensity of the problem. It undertakes administrative functions channeled through HUD regional and area offices.

(b) Commission Planning

Howard states that the commission may have political value in making planning effective. The Planning Commission may have prestige and its recommendation may carry weight with local newspapers. Lewis also states that the planning agency acts in cooperation with other people mainly through committees. They may use consultants. They also may need the assistance of the Technical Committee. Howard's and Lewis's assumptions justify the planning process of the Model Neighborhood Commission.

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9Lewis, op. cit., p. 246.

10Ibid., p. 251.
The Akron Model Neighborhood Commission is a problem-centered planning agency. It analyzes the problems and formulates the projects. Due to its political power it has the prestige to be heard in the Model Neighborhood and City Hall. It works through its committees and administrative channels. As indicated earlier, the commission has consultation and technical services to stabilize its planning process.

(2) Coordination

Coordination is a natural aspect of the comprehensive planning process. It reflects the aspects of planning as indicated by Sundquist, namely, process and results.

As a process, the Akron Model Cities Organization was characterized by consultation with private organizations sharing information and negotiating the program plans as equals. As a result, the organization has demonstrated an aspect of consolidating separate projects into a single functional unit serving the purpose of more than one program. This indicates that the main objective of coordination in the comprehensive planning process encompasses a wide range of improvements in interagency, intergovernment, interprogram, and

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11 Sundquist and Davis, op. cit., p. 17.

12 Ibid., p. 18.
interproject relationships. Sundquist and Davis feel that the mechanism of coordination then should be designed to encourage self-expression and self-assertion by the poor and, also with other components, concern with the problems affecting the Model Neighborhoods.

This assumption is evidence that the Federal government as a component of the Model Cities Organization expresses its views through its planning guidelines. The state government expresses its views through the Human Resources Division which works directly with CDA. The city government expresses its views through CDA and works directly with the Model Neighborhood Commission. The residents express their views through the commission which works directly with CDA for planning and monitoring systems. Therefore, the coordinating process is an instrument within comprehensive planning processes which serves as a base for communication within components.

(3) Participation

Generally, participation may mean listening without taking part in, or listening and taking part in what is going on. Listening,

13 Ibid., p. 19.

14 Ibid., p. 117.
without taking part in, may mean that one cannot act or produce.

Listening and taking part in, means that one may act and produce. In this study, participation is classified as (a) widespread participation, and (b) citizen participation.

(a) Widespread Participation

The Federal government requested cities to use the concept of widespread citizen participation. This concept was not defined by the Federal government. Due to the lack of definitions, the concept was adapted in terms of representativeness. The Model Neighborhood Commission represents the Model Neighborhood as a political body, the City Demonstration Agency represents the city government in enlightening other city departments about the Model Cities program, and the Division of Human Resources represents the state government in the planning process to inform the state departments and divisions as to what particular problems prevail in the Model Neighborhood. It also works with the City Demonstration Agency in the process of planning to avoid duplication of programs and projects. It is, therefore, the chief coordinating division in the state department on matters pertaining to the Model Cities Program.

An analysis of the findings also indicated that the Department of Housing and Urban Development is the central administrative planning agency of the Model Cities Program. It works through regional
and area offices. The field representatives from area offices represent HUD on matters regarding Model Cities Program. In this connection, the representativeness became a major thrust in closing planning gaps in all components.

(b) Citizen Participation

Wolff states that participation does not mean approving somebody else's plan; it means a citizenry engaged in all states of planning, decision making, and action for fulfillment. 15 Cahn and Passet also indicate that the value of citizen participation falls into three categories; a means for mobilization, utilization of resources of knowledge, and an end in itself. 16

According to the Akron Model Cities Organization, citizen participation referred to residents of the Model Neighborhoods who are elected by popular vote like any other political representative. Their participation was practical. They were involved in problem analysis, formulation of projects, and relocation of residents. In this connection, citizen participation in the city of Akron shows that:

a. Residents provide knowledge about their problems.


This enables the technical assistants to help them make the right decisions in the planning process.

b. Residents produce by formulating projects that help to solve their problems.

c. Residents receive information from other components and disseminate the information to other citizen organizations.

Organizational Structure

An organizational structure, as noted by Albers, is a framework within which managerial operating tasks are formed. The findings of this study indicate that the Akron Model Cities Organization had three organizational structures. The organization was able to initiate plans and implement them through these structures. As indicated before, the structures are initial, operational, and task force evaluation.

Initial Structure

The initial structure of the Akron Model Cities Organization was a temporary structure which provided an orientation experience for the community groups, organizations, and individuals. This was

to familiarize them with the concepts of planning, leadership, general community politics, and particular politics of private organizations and institutions.

This structure was initiated by the chief executive through the creation of technical advisers. The technical advisers helped the chief executive to organize the community to form the Model Neighborhood Assembly. Because the initial structure was temporary, the operational structure was formed.

**Operational Structure**

The analysis indicates that the operational structure of the Akron Model Cities Organization was largely characterized by the following activities:

a. Endorsement of Model Cities programs by the involved components.

b. The reorganization of the institutional structure.

c. Establishment of contact with private organizations for service delivery.

d. Formation of a commission.

e. Assignment of work of each component.

f. Establishment of organizational roles.

**Task Force Evaluation Structure**

This is a central structure of Model Cities organizations. The
structure provides a significant mechanism of coordination between the Model Neighborhood Commission and the city government. The city government and the commission together determine the methods to bring about better understanding between them. This type of structure is what Sundquist calls the "bicameral structure" which provides an opportunity for residents and City Hall to negotiate their plans as equals.

Model Neighborhood residents, along with City Demonstration agencies, have indicated that their planning structure is a complementary one. A complementary structure provides an opportunity for city government and residents to work together as equals. This is because both need each other in the process of planning. Residents need some professional and technical knowledge to plan, and City Demonstration agencies need clients so that they can exist as agencies.

Organizational Characteristics

The implementation of organizational objectives or goals depends solely on the characteristics of the organization... In the analysis of the Akron Model Cities planning process, three major characteristics were identified--compliance, influence, and cooperation.

Compliance

Compliance is universal, existing in all social units. It is a major character of the relationship between those who have power and
those over whom they exercise it.\textsuperscript{18} In examining the relationship between the planning components, the researcher found that all components involved in the planning process accepted and agreed to comply with the Federal government mandate and guidelines.

**Influence**

"Influence is the ability to get others to act, think or feel as one intends."\textsuperscript{19} The Akron Model Cities organizational planning process was highly characterized by influence between the components. The resource components (Federal and state governments) influenced functional components (Model Neighborhood Commission and private agencies) by giving funds and technical advice through technical cooperation processes.

**Cooperation**

Cooperation is a healthy, basic process of any organization. The Akron Model Cities Organization demonstrated the ability of working with other components to achieve a maximum involvement in structural change. Lewis notes that cooperation is essentially an


attitude of mind which reflects itself in cautious behavior. Cooperation assumes some kind of division of work among the participating individuals. It amplifies human working capacities. What one man cannot do, two can; or put differently, what one can do, two do better or do in a shorter time. Therefore, cooperation between components was to help to facilitate formulation and implementation of plans.

Maintenance of the Organization

This study indicates that the Akron Model Cities Organization was a highly formalized system. This was because it involved: (a) plans preparation, (b) analysis of problem, (c) formulation of objectives and development of projects, (d) scheduled meetings, and (e) mechanism for implementation.

In the same way, Branch has noted that the system is formal in the sense that there is an organized sequence and time schedule for the formulation of objectives, preparation of plans and implementation. The organization also adapted the system of operational feedback.

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21 Albers, op. cit., p. 5.
22 Branch, op. cit., p. 231.
The concept of operational feedback is a systematic fact-gathering device for on-going functions of the organization. In this connection, the Model Cities Organization was able to maintain and upgrade the functional activities of the program by:

a. Training residents through consultation services that they could become effective planners.

b. Training employees through team work by technical assistants.

c. Sending the part-time employees to school (University of Akron, Kent State University, and professional schools).

d. Recognition of professional people who work for the organization.

CHAPTER VI

ANALYSIS OF THE FINDINGS

This chapter deals with an analysis of the findings which were examined and identified. The analysis attempted to answer the question concerned with the extent to which planning gaps were closed between planning components by the Akron Model Cities Organization. In answering this question, the analysis attempted to determine the degree to which planning gaps were closed in terms of: (1) coordinative involvement, and (2) elements which influenced coordination to close planning gaps in terms of change. Coordinative involvement, particularly in this study, refers to the process by which the components committed to form a Model Cities organization to perform specific work. This was to share information regarding Model Neighborhood problems.

1. Determining the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

This was determined by measuring the following selected criteria:

a. The organizations and agencies as criteria to measure the degree of closing planning gaps in terms of coordinative involvement.
b. Contract as a criterion to measure the degree of closing planning gaps in terms of coordinative involvement.

c. Employment as a criterion to measure the degree of closing planning gaps in terms of coordinative involvement.

d. Race as a criterion to measure the degree of closing planning gaps in terms of coordinative involvement.

e. Attendance as a criterion to measure the degree of closing planning gaps in terms of coordinative involvement.

a. The Organizations and Agencies as Criteria to Measure the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

In examining the Akron Model Cities Organization, it was found that the Mayor organized sixty-one groups. The groups committed themselves to form an organization (Model Cities Organization) to help solve Model Neighborhood problems.

The researcher's interview of the informants and examination of organizational records and reports indicated that a total of sixty-one groups constituted the total organizations and agencies in the Model Cities Neighborhood. These were different groups of the Model Neighborhood. Organizations that represented Model Neighborhood residents in organizational planning processes constituted 72.1 per cent of the total groups. Agencies which provided physical, social, and
economic services to residents of the Model Neighborhood constituted 27.9 per cent of the total groups. This is a proportion of approximately a three-to-one relationship.

TABLE 11

PER CENT OF ORGANIZATIONS AND AGENCIES

<table>
<thead>
<tr>
<th>Organizations</th>
<th>Agencies</th>
<th>Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>44</td>
<td>17</td>
<td>61</td>
</tr>
<tr>
<td>72.1</td>
<td>27.9</td>
<td>100</td>
</tr>
</tbody>
</table>

b. Contract as a Criterion to Measure the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

The findings indicated that contract as a criterion to measure the degree of closing planning gaps was made possible by the Federal government. The Federal government requested the Model Cities Organization to coordinate every developed project with a functional agency program. This was to help reduce the proliferation of agencies, programs, and duplication of services.

The Model Cities Organization initiated contracts of Model Neighborhood projects for service delivery with functional agencies' programs. The findings indicated that the individual agencies participating in service delivery were private and government agencies. The total number of projects developed was twelve. (See Table 12, p. 107.)
The involvement of private and government agencies in contracting Model Neighborhood projects under the supervision of the Model Cities Organization shows that 41.7 per cent of the developed projects were contracted by private agencies and 58.3 per cent were contracted by government agencies. This is a proportion of approximately one-to-one relationship.

**TABLE 12**

PER CENT OF PRIVATE AND GOVERNMENT AGENCIES

<table>
<thead>
<tr>
<th>Private Agenciees</th>
<th>Government Agencies</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>7</td>
<td>12</td>
</tr>
<tr>
<td>41.7</td>
<td>58.3</td>
<td>100</td>
</tr>
</tbody>
</table>

c. Employment as a Criterion to Measure the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

Employment as a criterion to measure the degree of closing planning gaps was made possible by employing the residents and non-residents in the planning process. The findings indicate that 70 per cent of total employees were residents and 30 per cent were non-residents. (See Table 7, p. 63.)

d. Race as a Criterion to Measure the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

Race as a criterion to measure the degree of closing planning gaps was made possible by a Federal government mandate. The
Federal government requested the Akron Model Cities Organization to show clearly that the total number of employees involved in planning and administration of the organization were both black and white. The findings indicate that of the forty-six employees, professional and para-professional, 69.6 per cent were black and 30.4 per cent white. (See Table 13, p. 108.) This is a proportion of approximately a two-to-one relationship.

**TABLE 13**

PER CENT OF PROFESSIONAL AND NON-PROFESSIONAL BLACKS AND WHITES

<table>
<thead>
<tr>
<th></th>
<th>Blacks</th>
<th>Whites</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>32</td>
<td>14</td>
<td>46</td>
</tr>
<tr>
<td></td>
<td>69.6</td>
<td>30.4</td>
<td>100</td>
</tr>
</tbody>
</table>

e. Attendance as a Criterion to Measure the Degree of Closing Planning Gaps in Terms of Coordinative Involvement

Attendance as a criterion to measure the degree of closing planning gaps was made possible by the Model Neighborhood Commission. The commission is a planning agency for the Akron Model Cities Organization. It has forty-five members. The examination of the organization indicated that forty-three members were active in the planning process. This attendance of the members is significantly important for the renewal of the program by the Federal government.
It was found that the average monthly attendance of the commission differed slightly between 1970 and 1973. In 1970 the commission had twenty-two meetings, and an average of 73 per cent of the participants attended the meetings every month. In 1971 the commission had twenty-one meetings, and an average of 78.3 per cent of the participants attended meetings every month. In 1972 the commission had twenty-two meetings, and 70 per cent of the participants attended meetings every month. (See Table 14 p. 110.)

The Federal government did not indicate to the Model Cities Organization what percentage of attendance was required for refunding the program yearly. Therefore, 26.3 per cent of absentees was not significant in affecting refunding of the program. The commission had a scale which was used in approving the projects. The scale was that 67 per cent (two-thirds) of the members in attendance could approve any suggested project. The figure of 73.7 per cent is above the required number of members needed to approve the projects.¹ The figure of 26.3 per cent is below the number required to disqualify the approval of the projects. Had the Federal government not accepted this scale, the Akron Model Cities program would not have been renewed for three years.

TABLE 14

PER CENT AVERAGE ATTENDANCE FOR THREE YEARS.

<table>
<thead>
<tr>
<th>Year</th>
<th>Meetings</th>
<th>Average Monthly Attendance</th>
<th>Per Cent Present</th>
<th>Per Cent Absentees</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-71</td>
<td>22</td>
<td>actual - 82</td>
<td>73</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td></td>
<td>present - 62</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1971-72</td>
<td>21</td>
<td>actual - 70</td>
<td>78</td>
<td>22</td>
</tr>
<tr>
<td></td>
<td></td>
<td>present - 62</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1972-73</td>
<td>22</td>
<td>actual - 74</td>
<td>70</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td></td>
<td>present - 52</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The average attendance for three years is 73.7 per cent. The average absence for three years is 26.3 per cent.

2. Elements Which Influenced Coordination to Close Planning Gaps in Terms of Change

It was mentioned in Chapter I, page 5, that the creation of gaps was due to a lack of coordination and absence of resources. This was made possible because of the Federal government's attitude toward the planning process in general. Aleshire noted that there is no federal policy at the community level.² It was also quoted from Federal administration language that "we have no organizational philosophy."³

²Aleshire, op. cit., p. 7.
³Ibid., p. 7.
Sundquist also states that, in American political ethics, the planning process is controlled at the local level. The Federal government provides only the funds needed to stimulate the activities and a set of broad guidelines. In order to bring change in the Model Neighborhood, the Federal government approved the Model Cities Program as an instrument for change to close planning gaps between components.

In this connection, the degree of closing planning gaps was influenced by the following elements:

a. Commission
b. Expansion and Division
c. Consultation
d. Representativeness.

a. Commission

The commission is a Model Neighborhood political body comprised of the Model Neighborhood residents. It is a voluntary planning agency sponsored by the Federal government. The commission reports are sent directly to HUD. The specific reports noted by this study were attendance reports taken by the commission.

Therefore, the commission as a planning agency, influences coordination by involving government and private agencies and the Model Neighborhood organizations in the planning

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4 Sundquist and Davis, op. cit., p. 13.
process. It also serves as a linking factor between them. The commission established a direct relationship between private organizations and government agencies. This relationship was expressed proportionately to indicate the closing of the planning gaps between the components. A total of sixty-one groups participated in the planning process; organizations constituted 72.1 per cent of the total groups, and agencies constituted 27.9 per cent. This relationship indicates the absence of planning gaps.

b. Expansion and Division

Expansion and division, as elements of change to influence coordination of components, were initiated by endorsing the Model Cities Program by state, city governments, and private organizations.

It was through expansion and division that federal, state, city agencies, and private agencies were able to coordinate their programs with Model Neighborhood projects. The coordination of programs and projects was for the purpose of service delivery. Therefore, the expansion and division of government departments and private agencies established direct relationship between Model Neighborhoods. This relationship was expressed proportionately to indicate the closing of the planning gaps between government and private agencies.

The findings indicate that 47.7 per cent of the total projects contracted were private agencies and 58.3 per cent were government
agencies. This relationship indicates the absence of planning gaps.

c. Consultations

Consultation, as an element of change to influence coordination of components, was initiated by the planning commission. Although the Federal government required employees of the Model Cities Program to be residents in Model Neighborhoods, this was not possible. The residents were lacking in professional and skilled abilities. This forced the commission to employ non-residents who worked as consultants, and other professionals who performed various activities.

Consultation established a direct relationship between residents and non-residents. This was an instrumental relationship because non-residents were able to learn planning skills in problem analysis and project formulations. As a result, residents constituted 70 per cent and non-residents constituted 30 per cent of the total working force. This relationship indicates the absence of planning gaps.

d. Representativeness

Representativeness, as an element of change to influence coordination, required the Model Neighborhood Commission to be made up of blacks and whites. This requirement brought blacks and whites from different organizations and agencies to close planning gaps between them.

The influence of representativeness on coordination
established a direct relationship in the planning process between blacks and whites. This relationship was expressed proportionately to demonstrate the closing of planning gaps. Representation on the commission was 66.6 per cent black and 33.4 per cent white. This relationship indicates the absence of planning gaps.

The Results of the Analysis

Federal Government Mandate

The examination and analysis of the findings indicate that the Federal government mandate was a major force for initiating co-ordinative involvement and change. It produced significant results in the planning process. These were:

a. Components' compliance with federal planning guidelines.

b. Cooperation of the components in coordination of agencies and organizations.

c. Formation of the Akron Model Cities Organization.

Effectiveness of the Organization

The Akron Model Cities Organization was effective in achieving the prescribed Federal government objectives, involvement of the components in the planning process, and institutional change to meet the Model Neighborhood residents' needs.

Sixty-one Model Neighborhood groups were the total number of major groups of the neighborhood. Of these groups, 72.1 per cent
were organizations and 27.9 per cent were agencies. The response of organizations and agencies to the Federal government's request for coordination indicated that planning gaps were closed between the components. The major function of the sixty-one groups was the preparation of Model Cities applications and formulation of projects.

Out of the sixty-one groups, twelve agencies were involved in twelve approved projects. These were public and private agencies—41.7 per cent were private agencies, and 58.3 per cent were government agencies. Their main functions were to deliver the services for Model Neighborhood projects. The involvement of private and public agencies in service delivery indicated the closing of planning gaps between them as requested by the Federal government.

The Federal government stipulated that the employees of the Akron Model Cities Program must be residents of the neighborhood. This was not possible because residents did not have enough manpower for the program. This forced the organization to employ non-residents who worked as professional staff. Of these employees, 70 per cent were residents and 30 per cent were non-residents.

Therefore, coordination of residents and non-residents was a necessity for acceleration of the planning process. The function of the non-residents was to provide residents with planning, administrative, and organizational professional skills.

The Federal government also stipulated that the Model Cities
Organization must have black and white representatives from the Model Neighborhood. This request was met. Of the commission, 66.6 per cent were blacks and 33.4 per cent were whites. This indicates that a gap between blacks and whites was closed. (See Table 4, p. 62.) The organization also employed black and white professional and para-professional staff. Of these, 69.6 per cent were black and 30.4 per cent, white.

The attendance at the meetings of the commission also demonstrated a significant interest of the participants. The interest of the participants was interpreted as a high coordinative involvement of commission members in the planning process. The total average attendance for three years was 73.7 per cent.

The closing of the planning gaps between organizations and agencies, public and private agencies, residents and non-residents, blacks and whites was made possible through the elements of change. The creation of a commission in the Model Neighborhood, expansion and division of the institutional structures, consultation services from private organizations, and representativeness from the Model Neighborhood. Therefore, the measurements of criteria in terms of coordinative involvement with elements of change to influence coordination, indicate absence of planning gaps.
Duration of the Initial Planning Process

The time element was dictated to the Model Cities Organization by the Federal government. The estimated time for the initial planning process was about twelve months. As a result of the compliance, cooperation, and cohesiveness of the organization in the planning process, it took the organization nine months instead of twelve months. The program has been renewed for three years without major problems.

Comparative Examination

A survey of the literature of this study indicates that the approach of the Akron Model Cities Program to Model Neighborhood was different from the Community Action Organization. (See Table 14, p. 118.) The approach was also different from other approaches of Model Cities to Model Neighborhoods.

In previous studies of the organization of other Model Cities programs, there were conflicts among elected boards, City Hall, and the City Demonstration Agency; also there was a lack of citizen participation and competition between the Model Cities Program and the Community Action Program.

These problems were different from those of the Akron Model Cities Organization. The organization of the Akron Model Cities Program was cohesive with a decentralized planning system of committees.
<table>
<thead>
<tr>
<th>MODEL CITIES PROGRAM</th>
<th>COMMUNITY ACTION PROGRAM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change from within</td>
<td>Change from outside</td>
</tr>
<tr>
<td>Citizen organized meetings along with CDA</td>
<td>CAA organized organizational meetings along with selected citizens.</td>
</tr>
<tr>
<td>CDA allocate resource with citizen</td>
<td>No allocation of resources.</td>
</tr>
<tr>
<td>Planning for projects Assimilation</td>
<td>Planning without projects assimilation.</td>
</tr>
<tr>
<td>CDA function as part of residents and city governments.</td>
<td>CAA function as part of Federal Government.</td>
</tr>
<tr>
<td>Co-ordinating approach</td>
<td>Advocacy approach</td>
</tr>
<tr>
<td>Federal grant administered through local government.</td>
<td>Federal grant in administered through private agencies.</td>
</tr>
<tr>
<td>MODEL CITIES PROGRAM</td>
<td>COMMUNITY ACTION PROGRAM</td>
</tr>
<tr>
<td>----------------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td><strong>Mayor</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Chief Executive Involvement</strong></td>
<td>No involvement of Chief Executive</td>
</tr>
<tr>
<td>Approach City, State, Community, Private Agencies and Organizations.</td>
<td>By passed the city and State Government and established relationship with non-profit Organizations.</td>
</tr>
<tr>
<td>Citizens by popular vote.</td>
<td>Selected citizens by public officials.</td>
</tr>
<tr>
<td>Political body</td>
<td>Advisory Council</td>
</tr>
<tr>
<td>Bicameral Structure</td>
<td>Unitary Structure</td>
</tr>
<tr>
<td>Program Interest</td>
<td>Program Interest</td>
</tr>
</tbody>
</table>
The conflict between the City Demonstration Agency and City Hall was avoided by the involvement of the chief executive at the inception of the planning process and by recognition of the commission as the Model Neighborhood Planning Agency, as well as a political body. The organization demonstrated the concept of citizen participation through elected representatives from Model Neighborhood districts.

Instead of competition between the Akron Model Cities Organization and CAA, the Akron Model Cities Organization established a direct relationship with CAA and other Federal government agencies through contracting Model Cities Program services.

A New Phase of the Model Neighborhood

The Model Cities Organization has provided the residents with a mechanism for coordination within the Model Neighborhood that has never existed before in the city of Akron. The residents are able to practice politics by electing representatives of their own organization. The commission, as the residents' political body, has a voice in the decision-making process regarding problems affecting their lives. The residents who never have had an opportunity to engage in planning and research, are now able to do this. The residents who never have been recognized as a planning agency by the Federal, state, or city governments are now recognized as a legitimate planning agency.
The city government, which never has had a department of social planning, is hopeful that the City Demonstration Agency will be a social planning agency for the entire city. City government, through CDA, has an opportunity to discuss with the Model Neighborhood Commission the problems affecting its residents. Along with the City Demonstration Agency, the Model Neighborhood Commission continues to receive information from the state through its monitoring system, which helps in the planning process.

Implications of the Study

This study has indicated two planning limits—upper and lower—in the planning process of the Model Cities Program. The upper limit is the Federal government. Here, laws and policies are formulated, funds are appropriated and allocated and general administrative guidelines for the Model Neighborhood are prepared.

The lower limit is the Model Neighborhood. Here, both this study and Sundquist clearly show that goals and priorities are set. Here the application originates, a program is administered, and programs are integrated into a working system. 5

These two limits of planning imply two systems of planning: theoretical and practical. Theoretical planning is supervised by the

5 Sundquist and Davis, _op. cit._, p. 243.
Federal government. This study has revealed that theoretical planning is more indirect regarding problem analysis and project development. It has more influence and direction in an analysis of the problem because it formulates policies and a set of guidelines for Model Cities Programs. Practical planning is supervised by the Model Neighborhood Commission and the City Demonstration Agency. It is directly involved in problem analysis, project development, and service delivery.

Program Assimilation

The examination of coordination, cooperation, compliance, influence, and participation indicate that the Akron Model Neighborhood projects were planned to be assimilated into public and private functional agencies. Assimilation, as defined by sociologists, is a process whereby a group gradually adopts the characteristics of another culture. In this connection, the planning process of the Akron Model Cities Organization indicates that assimilation is the process of change by adoption, modification, or absorption. The process of assimilation was demonstrated between the Akron Model Neighborhood projects and functional agencies—public and private.

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Social Work Practice

This study was concerned with an analysis of the planning process of the Akron Model Cities Organization. The extent to which the organization attempted to close planning gaps between the Model Neighborhood and other components is related to the objectives of social work practice.

The objectives of social work practice as noted by Tripodi are to help individuals, families, community groups, and persons who are socially disadvantaged to contribute to the creation of conditions that will enhance social functioning and prevent a breakdown. Rosner noted that community organizers as social workers, work with representatives, or segments of the community for the purpose of intervening in the community with a problem-solving approach, taking into consideration values, sanctions, knowledge, method, and techniques. It was indicated in the Encyclopedia of Social Work, that social work is an organizational profession. Most social workers spend their entire professional careers working in and with organizations, groups, families and individuals. These are inextricably tied to professional practice in social work.


8Rosner, op. cit., p. 9.

In this connection, the findings of this study indicate that the organization of the Akron Model Cities was made up of clients and non-clients. "Clients" refers to individuals who do not have formal knowledge about planning—programs, projects, research, and administration. The clients were low-income families, welfare recipients, and professional people who needed help in the planning process—teachers, doctors, and realtors.

"Non-clients" refers specifically to individuals with formal knowledge in planning—city planners, social workers, administrators, and economists. These were technical assistants.

Therefore, it is indicated in this study that clients and non-clients worked together to close the planning gaps through the organizational process.

The idea of organizing the clients and the non-clients to plan together, demonstrates a new approach in the planning process. It is a new approach because the clients have been planned for and have received help hitherto either from government or private organizations without their involvement in planning processes of the problems affecting their lives. This was different in the planning process of the Akron Model Cities Program. Instead of clients being planned for, they had to plan together with non-clients. (See

The Model Cities Organization attempted to involve the clients in the planning of problem analysis and project development to reduce
planning gaps between the components. As a result, the findings indicate that the clients were not only consumer-receivers, but also producers and providers. This can be illustrated as follows:

a. Consumer-Receivers - obtain money from the government and private organizations.

b. Producers - analyze the problem affecting their lives for the government.

c. Providers - organize their own neighborhood, educate their own people, and explain the activities of the program.

Non-clients were able to help clients with technical knowledge in improving the planning process of the programs to achieve planned goals.

The involvement of both clients and non-clients in the planning process to reduce the problem of planning gaps which affect the residents of the Akron Model Neighborhood, is a direct means of achieving the objectives of social work. This type of organization serves as a basic source of knowledge and thus reflects social work as an organizational profession. Although social work is wide in scope and purpose, the examination of the planning process of this study demonstrates an understanding of social work and its consequences.

10 Ibid.
11 Ibid.
However, the method of bringing the community groups, organizations, agencies, and individuals together as a single planning organization, is a significant task for students of applied social work.

Conclusion

Remarks

The Akron Model Cities Program is a five-year project. The study was concerned with an initial planning process and three years of action. The researcher feels that the approach of the Model Cities Program to the Model Neighborhood was a new approach. This was a political approach which included politicians, professional and non-professionals in the planning process. Although the Akron Model Cities Program has not completed the period necessary to accomplish its aim of achieving program goals, its planning process indicates that there would be high achievements in some of the projects.

Recommendations

The planning process of Akron's Model Cities indicates that the Model Neighborhood is dependent not only on Federal government funds, but also on other sources. This relationship has created a situation which the researcher calls "symbiotic." The Model Cities Organization in its infancy, will survive only if Federal, state, and city governments continue to support its progress until it matures.

In order for the Model Neighborhood Organization to maintain
its planning process to achieve its program goals, the researcher re-
commends that:

a. The Federal government continue supporting the activities
   of the Model Neighborhood Commission.
b. The Model Neighborhood continue raising funds.
c. The Model Neighborhood continue obtaining consultation
   services until the organization is independent.
d. The Model Neighborhood continue seeking technical
   assistance from the city government.
e. The Model Neighborhood continue obtaining supplementary
   funds from the Federal government.
f. The Model Neighborhood continue contracting service
   until the projects are assimilated into Model Neighborhood
   operating agencies.
g. The Model Neighborhood should begin expanding its
   organization by involving more contractors.

Assumption for Further Research

This study has analyzed the planning process of the Akron
Model Cities Organization to determine the degree of closing planning
 gaps between the components. The study did not include the investiga-
tion of attitudes of clients, evaluation of program goals, or the effect
of a new administration to the program. Therefore, the researcher
recommends that with regard to further research:

a. The attitudes of the clients should be evaluated to determine their new experience in the planning process.
b. A general survey of prevailing attitudes in a Model Neighborhood should be done to determine the impact of a Model Cities program on the residents.
c. The attitude of clients and non-clients should be evaluated to determine the extent to which a federal mandate attempted to help in the planning process.
d. Evaluation program goals should be made to determine the achievement in problem solving.

The Model Cities Program was a politically mandated program. Under a new administration, the Model Cities Program faces a new method of funding with a revenue-sharing procedure. Because of this, the researcher recommends that further research should be done to elicit the extent to which revenue sharing has affected the Akron Model Cities Program.
APPENDIX A

LETTERS OF EXPLORATION
Dear Mr. Mastrine:

I have the honor to inform you that I am a doctoral student at The Ohio State University, School of Social Work. I am from Kenya, East Africa. My field of special studies is Social Policy (Planning and Administration), and Research.

Out of eight Ohio Model Cities Programs, I have selected the Akron Model Cities Program because its development planning will provide me a wide range of experience which could be useful to a developing country like Kenya.

To avoid duplication of academic studies or research, may I know if there is any student from any university pursuing the same topic in your model cities program?

Your earliest information will be highly appreciated.

Thank you for your cooperation.

Yours faithfully,

Simeo O. Esipiku

Simeo O. Esipiku

SOE:mfm
March 22, 1971

Mr. Simeo O. Esipiku  
Ohio State University  
School of Social Work  
1947 North College Road  
Columbus, Ohio 43210

Dear Mr. Esipiku:

Please be advised that I am in receipt of your letter expressing your interest in studying the Akron Model Cities Program and its implications on the physical socio-economic development of Kenya.

To the best of my knowledge, I am not aware of other research activities being developed in this area.

If the Department of Urban Affairs can be of any assistance to you in this effort, please do not hesitate in contacting me at my office.

Sincerely,

Barry J. Mastrine  
Model Cities Coordinator

BJM:ccr
Mr. Frank Lomax III
111 Cascade Plaza
Room 520
Akron, Ohio 44308

Dear Mr. Lomax:

I have the honor to inform you that I am a doctoral student at The Ohio State University, School of Social Work, I am from Kenya, East Africa. My field of special studies is Social Policy (Planning and Administration), and Research.

Out of eight Ohio Model Cities Programs, I have selected the Akron Model Cities Program because its development planning will provide me a wide range of experience which could be useful to a developing country like Kenya.

To avoid duplication of academic studies or research, may I know if there is any student from any university pursuing the same topic in your model cities program?

Your earliest information will be highly appreciated.

Thank you for your cooperation.
March 23, 1971

Mr. Simeo O. Esipiku
The Ohio State University
School of Social Work
1947 North College Road
Columbus, Ohio 43210

Dear Mr. Esipiku:

Thank you for your letter of March 19, 1971 and your interest in the Akron Model Cities Program.

To my knowledge there is no university student pursuing the same topic that you have chosen.

If you have any questions pertaining to the Program, please do not hesitate to contact me.

Sincerely,

Frank Lomax III
Director

MR. SIMEO O. ESIPIKU
THE OHIO STATE UNIVERSITY
SCHOOL OF SOCIAL WORK
1947 NORTH COLLEGE ROAD
COLUMBUS, OHIO 43210

DEAR MR. ESIPIKU:

THANK YOU FOR YOUR LETTER OF MARCH 19, 1971 AND YOUR INTEREST IN THE AKRON MODEL CITIES PROGRAM.

TO MY KNOWLEDGE THERE IS NO UNIVERSITY STUDENT PURSUING THE SAME TOPIC THAT YOU HAVE CHOSEN.

IF YOU HAVE ANY QUESTIONS PERTAINING TO THE PROGRAM, PLEASE DO NOT HESITATE TO CONTACT ME.

SINCERELY,

FRANK LOMAX III
DIRECTOR

FL: JAR
November 22, 1971

Mr. Willie Owens, Director
Model Neighborhood Commission
856 Coburn Street
Akron, Ohio 44311

Dear Willie:

This letter is written to introduce Mr. Simeo O. Esipiku. Mr. Esipiku is a graduate student at Ohio State University, who is doing his doctoral dissertation on the Akron Model Cities Program. In that regard he will be getting in touch with you. I hope that you will be cooperative and assist him in any manner required.

Sincerely,

Frank Lomax III
Director

FL:kml
cc. Mr. Simeo O. Esipiku
Mr. George W. Day  
Community Development Representative  
U.S. Department of Housing and Urban Development  
60 East Main Street  
Columbus, Ohio 43215

Dear Mr. Day:

I have the honor to inform you that I am a Doctoral student at The Ohio State University School of Social Work. I am from Kenya, East Africa. My field of special study is social policy, planning and administration, and research.

I have selected the Akron Model Cities Program as subject for my research and project.

The aim of this research is to study a planning process of Akron Model Cities Program. In order to avoid duplication of research, please let me know whether there is anyone else writing on this topic.

Your earliest information will be greatly appreciated.

Thank you for your cooperation.

Sincerely,

Simeo O'Esipiku

SE/hnf
Mr. Simeo O. Esipiku
Ohio State University
School of Social Work
Columbus, Ohio 43210

Dear Mr. Esipiku:

Mr. Day of my staff has discussed your request with me. At this time, I have no knowledge of any studies similar to yours dealing with Akron's Model Cities Program. I appreciate and welcome the interest and effort you are demonstrating in exploring and analyzing the planning process that is so important to the Model Cities Program. I have asked Mr. Day of my staff to lend his assistance to you in your effort.

Sincerely,

Richard A. Kaiser
Director, Operations Division
Dear Mr. Esipiku:

Subject: Model Cities Staff Assignments

The number of HUD employees involved in Akron's Model Cities Program varies in relation to the issue at hand.

As Community Development Rep (Model Cities) for Akron, I am the one person responsible for on-going contact with the program. I am under the supervision of one of the Program Managers serving under the Operations Director.

For technical assistance, I can draw on the talents of a number of persons in the Area Office. Most consistently involved are the Equal Opportunity Specialist and Social Services Advisor who concern themselves with issues related to citizen participation as well as equal opportunity in all facets of the program. A Relocation Specialist reviews any displacement caused by the program.

In the Chicago Region, which still maintains a degree of responsibility for assisting Model Cities Programs, a Model Cities Officer provides back-up guidance and coordinates the activities of the Regional Interagency Coordinating Committee (a committee made up of representatives of numerous Federal Agencies). The Model Cities Officer may also have at hand in the Region a Manpower Specialist and a Citizen Participation Specialist capable of handling special problems in their respective areas of specialization.

You should note that the function of HUD in regard to Model Cities is to ensure that legislative dictates are adhered to and that maximum use is made of sources of aid available. The discretionary area left to the locality is maximized.

Attached is a chart which will help clarify the above (I hope). Let me know if you have questions or if I can provide any other assistance.

Sincerely,

Community Development Rep
Mr. Jerry Jones, Jr.
Assistant Director
Akron Model Cities Program
Model Neighborhood Commission, Inc.
856 Coburn Street
Akron, Ohio 44311

Dear Mr. Jones:

I have the honor to inform you that I am a Doctoral student at The Ohio State University School of Social Work. My field of special study is social policy planning, administration, and research.

I have selected Akron Model Cities Program as the subject for my research project.

The aim of this study is to study a planning process of the Akron Model Cities Program in relation to planning system in Kenya, East Africa.

In order to avoid duplication of research, please let me know if there is anyone else writing on the same topic, "A Study of Planning Process of Model Cities of Akron."

Your earliest information will be greatly appreciated.

Thank you for your cooperation.

Sincerely,

Simeo O'Esipiku

Simeo O'Esipiku

SE/hmf
November 30, 1971

Mr. Simeo O'Esipiku
The Ohio State University
School of Social Work
1947 N. College Road
Columbus, Ohio 43210

Dear Mr. O'Esipiku:

Relative to your letter of November 26, 1971 I am pleased to inform you that I know of no person engaged in a similar venture. Please feel free to consult me if our office can be of any assistance to you in your endeavor.

Sincerely yours,

Jerry Jones, Jr.
Assistant Director

cc: Dr. E.T. Sharpp, Jr.
APPENDIX B

INTERVIEW SCHEDULES
CIRCUMSTANCES LEADING TO FORMATION OF AKRON MODEL CITIES ORGANIZATION

1. When did your organization start?
2. Who started it?
3. What steps were taken to establish the organization?
4. How were the members contacted?
5. Who were the members?
6. Who made this contact?
7. Did you find difficulty in forming this organization?
8. In your opinion, do you think the organization is well presented?
9. What problem did you encounter in the process of forming the organization?
10. Did you have a problem of black and white in forming this organization?

MODUS OPERANDI

11. When did you begin planning your projects?
12. What is the commission?
13. What does the commission do?
14. Does the commission have a constitution?
15. Who is the head of the commission?
16. What is the difference between the commission and the residents?
17. What is the difference between citizen participation and senior citizen organization?
18. How do you elect your organization members?

19. How do you conduct your meetings?

20. What kind of meetings do you have?

21. How do you inform the people?

22. Are your meetings restricted to members only?

23. How often do you meet?

24. What difficulties do you face in these meetings?

25. How is the organization presented?

26. Describe the structure of your organization?

27. Who makes decisions about organization in relation to program?

28. How are these decisions made?

29. Who are the planners? What do they plan? Who are the organizers? What do they organize?

30. Do you have any relationships with other agencies?

31. What is this relationship?

32. How do you contact these agencies?

33. Who controls the Model Cities program funds for projects?

34. Who makes the initial decisions for project development?

35. Who makes application for the program?

36. Do you make a direct application to HUD or regional or area office

37. How are you related to the state in relation to making application for funding?

38. Has your application been rejected? If so, why?
39. How does HUD help?*

40. How does the state help you?

41. Who makes contacts to federal and state governments?

42. How are your projects approved?

43. What is the policy for approving the projects?

44. What difficulties do you find in following these policies?

45. Who makes contact for Model Cities program?

46. How are these plans made?

ACCOMPLISHMENTS AND THEIR FUTURE

47. How long did it take you to complete application for planning grant?

48. Did you meet your required time? If not, what was the reason?

49. What is the problem facing you know?

50. How has the Model Cities programs helped the Model Cities neighborhood residents?

51. What changes have you noticed?

52. What will happen if the Model Cities funds are cut off?

53. What will be the situation of the commission and the CDA?

54. What will happen to your project?
ORGANIZATIONAL APPROACH TO INFLUENCE COMMUNITY
AGENCIES AND ORGANIZATIONS - LETTERS OF
COMMITMENT AND ENDORSEMENT OF MODEL
CITIES APPLICATION

United Community Council
Summit County--Greater Akron Community Action Council
The B. F. Goodrich Company
Akron Metropolitan Housing Authority
The University of Akron, Office of the President
The University of Akron, Department of Sociology
The University of Akron, Center for Urban Studies
Area Progress Board
Akron Police Department
Ohio Bureau of Employment Services
Akron Chapter of Congress of Racial Equality
Akron Area Chamber of Commerce
Tri-County Regional Planning Commission
Ohio Bureau of Urban Affairs
Urban League
N. A. A. C. P.
Urban Design and Fine Arts Commission
The Inpost of Akron, Inc.
The Council of Churches
Summit County Welfare Department
Akron Public Health Department
Akron Public Library
The Akron Area Board of Realtors
Advisory Council of Civic Unity
St. Mary's Church
Akron Jaycees
Lane Improvement Association
Planned Parenthood of Summit County
Alpha Phi Alpha Fraternity, Inc.
Akron Dental Society
Soldiers Relief Commission, Summit County
Summit County Committee for Adequate Welfare
The Akron Child Guidance Center
Frontiers International, Inc.
Akron Area Council--Boy Scouts of America
Akron Public Schools
Akron Area Architects
Visiting Nurse Service of Summit County
Mayor's Low-Income Housing Committee
Lane P. T. A.
Urban League Neighborhood Center, Adv. Council
Mayor's Advisory Council on Civic Unity
Lane-Wooster Senior Citizens
Senior Citizens Center of Summit County, Board of Trustees
Pre-Kindergarten "Head Start" Leaders
Pre-Kindergarten "Head Start" Mothers
Southwest Akron Citizens' Executive Committee
Opportunity Park Relocation Advisory Council
Wooster Avenue Christian Church
Greater Akron Intergroup Ministry
Church of God in Christ
Calvary E. U. B. Church
St. Paul's Evangelical Lutheran Church
St. Mary's Catholic Church
Akron Branch, N. A. A. C. P.
Akron Community Service Center and Urban League
Providence Baptist Church
Centenary Methodist Church
Akron Chapter, C. O. R. E.
Opportunity Park Agency Advisory Committee
Mayor's Minority Group Housing Committee
APPENDIX D

GUIDE FORMS
GUIDE FORM OF RESOLUTION AUTHORIZING SUBMISSION
OF A COMPREHENSIVE CITY DEMONSTRATION PROGRAM

WHEREAS the _________________________ has prepared a comprehensive
(name of city)
city demonstration program.

WHEREAS the _________________ finds that the program is
(local governing body)
necessary and desirable in order to improve the living conditions of
people living in the model neighborhood.

WHEREAS the _________________ desires that the comprehensive
(local governing body)
city demonstration program be submitted to the Secretary of Housing and
Urban Development (herein called the Secretary) for funding under Title I

NOW, THEREFORE, be it resolved by the _________________________ that:
(local governing body)

The _________________ or his successor is authorized
(Chief executive officer)
to submit to the Secretary the comprehensive city demonstration program
and such supporting and collateral material as shall be necessary.
AGREEMENT in two parts (herein called the "Agreement," ) made on the date below specified, by and between ____________________________ (herein called the "City") and the United States of America (herein called the "Government," )

WITNESSETH:

SEC. 1. Purpose of Agreement. — The purpose of this Agreement is to state the terms and conditions under which the Grant shall be provided by the Government to the City.

SEC. 2. The Obligations of the City. — The City agrees to carry out the Program (incorporated herein by reference) in a lawful, satisfactory, and proper manner and in accordance with the policies, procedures and requirements as may from time to time be prescribed by HUD.

SEC. 3. The Grant. — The Government will pay to the City the lesser of:

A. the Grant Amount listed in the Grant Budget (which is attached as Exhibit A) or

B. (1) the cost of Program Administration listed in the "MCA Share" column of the Grant Budget or 50% of the actual cost of Program Administration, whichever is less; plus

(2) the cost of the projects and activities listed in the "MCA Share" column of the Grant Budget or the share of the actual cost of the projects and activities which is allocable to the Grant, whichever is less.

SEC. 4. Periodic Review and Revision. — The Program and Grant Budget will be reviewed at least annually by the Government and the City. Financial assistance by the Government for subsequent periods shall be conditioned upon (1) the satisfactory performance of the Agreement by the City, (2) the availability of appropriations, and (3) approval of the revised Program and Grant Budget by HUD.

SEC. 5. Changes and Additional Provisions. — The changes and additions not forth in the attached Exhibit B are the only modifications to the provisions of this Agreement.

SEC. 6. Countersigns of the Agreement. — This Agreement shall be executed in four counterparts, each of which shall be deemed to be an original, and such counterparts shall constitute one and the same instrument.

SEC. 7. Performance of Conditions Precedent to Validity of this Agreement. — The City and the Government each certifies that all conditions precedent to the valid execution of this Agreement on its part have been satisfied.

* This Section should be deleted if there are no changes or additions.
IN WITNESS WHEREOF the City has caused this Agreement to be duly executed in its behalf and its seal to be hereunto affixed and attested; and the Government has caused the same to be duly executed in its behalf this day of ___________ 19_

[Seal]

ATTEST:

By ____________________________

(Signature)

(Type or Print Name)

(Type or Print Name and Title)

UNITED STATES OF AMERICA
Secretary of Housing and Urban Development

By ____________________________

(Signature)

[Title of Officer Authorized to Execute]
GUIDE FORM OF RESOLUTION APPROVING COMPREHENSIVE
CITY DEMONSTRATION PROGRAM AND AUTHORIZING AGREEMENT

WHEREAS, the [Name of the City] desires to carry out a comprehensive
city demonstration program (herein referred to as the "Program", attached
hereto and made a part hereof) with Federal financial assistance under
Title I of the Demonstration Cities and Metropolitan Development Act of 1966
(herein called "Act");

WHEREAS, the Act requires local governing body approval of the Program
as a condition for eligibility for assistance;

NOW, THEREFORE, be it resolved by the [local governing body] as
follows:

SEC. 1. The Program, including the projects and activities set forth
in the grant agreement, is hereby approved.

SEC. 2. The [title of chief executive officer] is authorized to
execute a grant agreement with the United States of America and to do all
things necessary in order to carry out the Program including the submission
of such reports, certifications and other material as the Secretary of
Housing and Urban Development shall require.

SEC. 3. The [local governing body] assumes full responsibility for
assuring that all grant funds will be used in an economical and efficient
manner in carrying out the Program and assures the necessary non-Federal
share of the cost of Program Administration.

SEC. 4. The [chief fiscal officer] or his successor or delegate may
do all things required to be done in order to obtain payment of the grant,
including but not limited to the selection of a commercial bank to receive
payment vouchers, the submission of signature specimens, and the filing of
requests for payment.

CERTIFICATION

The undersigned hereby certifies that:

1. He is the fully qualified and acting [title of officer]
of the [name of governing body] and keeper of its official
records.

2. The foregoing resolution is a true and correct copy of the
resolution as finally adopted at a meeting of the [name of
governing body] held on the
[day of ______], 19____, and duly recorded in his office.
3. The following is the signature of the person holding the office designated in Section 4.

(Signature)
Typed Name

4. The undersigned is duly authorized to execute this certification.

IN WITNESS WHEREOF, the undersigned has hereunto set his hand this __________ day of __________, 19__. 
TO: Regional Administrator
Region _____

SUBJECT: Comprehensive City Demonstration Program
City of ____________

Gentlemen:

I am the (official title such as City Attorney, Corporation Counsel, etc.) for the City and I have examined the Comprehensive City Demonstration Program (herein called the "Program") and have also reviewed all pertinent Federal, State and local laws.

1. It is my opinion that the (a) Grant Agreement has been properly executed and (b) the City possesses the authority under State and local law to administer and carry out the Program and to oversee and coordinate the projects and activities listed in the Grant Budget and to enter into a Grant Agreement with the United States of America to receive and expend Federal funds in furtherance of purposes set forth in the Demonstration Cities and Metropolitan Development Act of 1966. Citation to State and/or local laws should be made. Where possible the citation should be to a code rather than to session laws. Where the citations are to laws not generally available (e.g., local ordinances, state session laws) a copy of the pertinent provisions should be attached.

2. The Program has been approved by the local governing body by (ordinance or resolution) dated _______ and numbered _______ and this (ordinance or resolution) has not been amended or modified by any subsequent (ordinance or resolution).

3. I have made appropriate inquiry and am satisfied that there is no pending or threatened litigation challenging its authority to undertake the administration and carrying out of a comprehensive city demonstration program.

4. I agree to submit promptly to you information with regard to any legislation, referendum or litigation affecting the Program that may occur subsequent to this date.

Sincerely yours,

(Signature)
Title
WHEREAS the (City) has executed a Grant Agreement with the United States date under which the United States agreed to assist the city in carrying out its comprehensive city demonstration program (Program) and certain projects and activities listed in the Grant Budget of the Grant Agreement.

NOW, THEREFORE, be it resolved by the that:

SEC. ____. The Program is hereby amended to include the material attached hereto and made a part hereof.

SED. ____. The addition (or deletion or substantial change) in the undertakings listed below is/are hereby approved and set forth in greater detail in the material attached hereto and made a part hereof.

The foregoing resolution is true and correct copy of the resolution as finally adopted at a meeting of the (name of governing body) held on the ______ day of ______, 19__, and duly recorded in his office.

The undersigned is duly authorized to execute this certificate. IN WITNESS WHEREOF, the undersigned has hereunto set his hand this ______ day of ______, 19___.

GUIDE FORM OF RESOLUTION FOR CHANGES IN THE PROGRAM
BIBLIOGRAPHY
Books


Articles and Periodicals


City Demonstration Agency: Model Cities Application, Part II.
"Identification and Description of Model Neighborhoods."
Akron, Ohio, 1971.

_____. Part IV.
_____. Part VII.


Reports


