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PURSUING LINKS WITH STATE AND LOCAL GOVERNMENTS AND NONPROFIT ORGANIZATIONS

THE IMPACT OF WELFARE REFORM ON CHARITABLE ORGANIZATIONS IN UTAH

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 has the potential to impact charitable organizations more than any Congressional action in recent memory. This welfare-to-work program specifies time limits for receipt of traditional welfare assistance. Congress acknowledged that the Act left gaps in service provision and made clear its intent that the charitable sector would be expected to assume a greater role in meeting the needs of the poor. Now, with the establishment of President Bush's new White House Office of Faith-based and Community Initiatives, the concern is that increased pressure could come to bear on charitable organizations with regard to social service provision.

Realizing the impact that PRWORA could have on charitable organizations, CPPA undertook qualitative and quantitative research to determine the impact the implementation of time limits has had on Utah's charitable organizations that provide social services to those in need. In addition, the study of both faith-based and nonfaith-based organizations evaluated their ability to absorb increasing demand.

Data were collected in three phases. The first phase involved the collection of qualitative data through interviews and focus groups. The second phase used a survey instrument to collect organizational capacity data prior to the implementation of financial assistance time limits. Phase three used two follow-up surveys to trace changes in impact three and six months after the implementation of time limits in Utah. The largest religious organization in Utah, The Church of Jesus Christ of Latter-day Saints, was not surveyed but was included in the qualitative phase and in the quantitative analysis using administrative data.

In the first survey, charitable leaders were asked to indicate their level of knowledge regarding recent changes in welfare policy. Approximately twice as many leaders of social service nonprofit organizations indicated knowing "quite a bit" about policy changes as compared to leaders of religious organizations. Correspondingly, nearly one-third of religious leaders who responded indicated that they know very little about welfare policy changes, as compared with 22% of the social service nonprofit leaders who responded.

These outcomes are consistent with findings from the qualitative phase that leaders of nonfaith-based social service organizations are more cognizant of welfare policies than are religious leaders. The primary purpose of religious organizations is spiritual in nature. In contrast, the primary purpose of social service nonprofit organizations is to fulfill a social service mission, for which they are funded. The survival of these latter organizations depends, in part on their ability to be aware of policy changes and respond to them if necessary.

Respondents to the first survey also indicated that they had directly assisted 788,565 individuals in need for a mean of 3552.1 people per organization. Although these numbers reflect serving some individuals multiple times, it is clear that charitable organizations are assisting many more people than those who are on, or who have left, the government welfare rolls.

The research indicates that six months after the implementation of time limits, over one-third of the nonfaith-based organizations report experiencing an increase in demand for services but religious congregations report only a negligible increase. At the same time, when the organizations were asked if the funds or services expended by the organization had increased or decreased compared to the same six month period in the previous year, 48% of all respondents (and 32% of religious organizations) indicated an increase, 42% indicated no change, and only 10% a decrease. The higher increase reported in response to this second question might be due to confusion over time limits. It could also be due to increasingly complex cases and cases with more children leading to higher costs.

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Changes in the characteristics of people served by charitable organizations were noted by 28% of respondents in this second post-implementation survey. When asked to describe the changes in the characteristics of people coming to them for help, organizations indicated the following: clients have many more problems and require more case management; clients no longer receiving TANF are applying for all services; about 30% more are working poor; increases in persons aged 18 and under requesting rental assistance; more working single mothers and more Hispanics; people are more desperate; more families are living together without being married and thus are denied help from the LDS Church; more adults, more seniors; more single unemployed males; people more brazen in their stories of need.

Organizations were also asked if, during the first six months of 2000, they had seen a change in requests for assistance from people who live in various household types. The data indicates a slight increase from all types of households. The most notable finding may be the decrease in those seeking help who are receiving government assistance, most likely a reflection of the impact of time-limits.

Respondents were also asked in the second post-implementation survey to indicate how much of an increase in requests for services their organization would be able to absorb. The vast majority, 68%, have the capacity to absorb an increase of 10% or less; and over half of these indicate that they can absorb no increase at all. Only 9% can absorb an increase in requests over 21%. Apparently, most charitable organizations that responded are close to their capacity to render assistance to those in need.

Beyond the questions of whether the charitable sector is able to provide more services or not, the implications of increased responsibility given to the charitable sector by government needs to be fully explored. Assistance must be available to all in need. Some people are not comfortable approaching religious leaders for help. Religious organizations dedicate vast resources to helping those in need, and these organizations are well within their rights not to render assistance at their discretion. The Charitable Choice section of PRWORA allows religious institutions to apply for government grants to provide welfare assistance. If a grant is received though, the same service must be made available by a nonreligious organization in the same community for those who may not be comfortable going to a religious organization for assistance. For many of Utah's smaller communities, two organizations providing the same service may be excessive.

A final critical issue is that government cannot discriminate on the basis of race, religion, and so forth. These same anti-discrimination laws do not apply to faith-based or nonfaith-

based charitable organizations. The pressure on charitable organizations to care for the poor is accelerating as government responsibility lessens. These organizations indicated in our survey that they do not have the resources to absorb a significant increase. Therefore, they may have to be selective in who they serve and, unlike government agencies, they have the right to turn away anyone who seeks help. As a result, the safety net for these families and their children is continuing to shrink.

WELFARE REFORM'S IMPACT ON NATIVE AMERICANS IN UTAH'S UINTAH BASIN

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) enacted major changes to the national welfare system, which have a significant impact on Native Americans according to researchers Shirley Weathers and Bill Walsh of Walsh & Weathers Research and Policy Studies. The new welfare program, Temporary Assistance to Needy Families (TANF), imposed lifetime limits on the financial assistance needed by Native American families living on reservations without a realistic chance of becoming employed. These changes also violated historical commitments made to provide basic supports to members of Indian tribes in exchange for their ceding tribal lands through treaties.

Congress responded to time limit concerns in the 1997 Balanced Budget Act by allowing exemptions to time limits for residents of any Indian reservation with a population of over 1,000 and an unemployment rate among adult reservation residents of over 50 percent.

Unfortunately, the Uintah-Ouray Reservation has a "checkerboard" configuration resulting from Congress allowing white land claims within its boundaries in 1905. Since PRWORA requires that all adults within reservation boundaries of working age, regardless of race, be counted in calculating unemployment rates, whites are averaged in, lowering the unemployment rate. The Department of Workforce Services (DWS) concluded that the Reservation is thereby disqualified from the exemption.

In large part because of this situation, DWS officials wanted to learn more about how welfare changes, including time limits, were affecting Indian families with children in the Uintah Basin, as well as those providing them with services. In April 2000, DWS authorized existing contract funds to be used by CPPA to study these issues. The State Division of Indian Affairs also contributed funding for this research.

The researchers conclude that Native Americans, as members of a group that traditionally have endured exceptionally high unemployment rates, are particularly

disadvantaged by work-based, time-limited welfare reform. In addition, extraordinary incidence of poverty [two-thirds of single, female-headed families with children according to the 1990 Census], high rates of educational deficiencies, transportation limitations, and poor housing, further hamper Family Employment Program (FEP)-eligible Native American families' success in getting off the welfare rolls.

The researchers found substantial local concern about outcomes for the Native American population under many parameters of PRWORA, Utah State law, and DWS policies and practices. Many individuals interviewed during this study indicated that, under circumstances of unemployment rates as high as 80% and resource shortages in the Uintah Basin/rural Utah, welfare changes are excessively harsh and unrealistic for Native American families and others. Despite efforts by staff and administrators at the Roosevelt Office of DWS, where typically around 40% of the FEP caseload is Native American, Indian service providers are pessimistic. It seems clear that the impacts of a difficult job market, high unemployment and widespread poverty may not be able to be negated by further institutional or individual diligence.

The researchers believe that refinements to PRWORA as well as more resources are needed to assist Native American families to become employed. Without such actions, the short- and long-term costs to families, children, and communities may be more than society will want to pay. At present, the new welfare laws and policies do not take into account some of the very real differences in recipient's lives and environments. For example, suggesting that a family move to an area with a brighter labor market picture may be an unwise decision due to the higher cost of living, greater risks for children, and the loss of the family's support structure. This may be particularly true for Native Americans whose culture ties them to Indian reservations.

A look at the way welfare reform may be affecting Indians in Utah's Uintah Basin is timely since PRWORA is under discussion prior to Reauthorization in 2002. It is important to study generalizations contending that work, if made mandatory, and welfare, if made temporary, will have a positive impact on welfare parents and their children, especially for particular population groups. While these notions appear to have validity for a certain segment of the welfare population, they may be unrealistic for others.

The consequences of ignoring families for whom the first cut at reforming welfare is not working may, at the very least, be to the detriment of children in those families. This would be an exceedingly high price to pay for imagining that a 60-year-old institution could be reformed entirely satisfactorily on the first try. There is much work to be done as Congress looks at Reauthorization of the Act in 2002.

WELFARE REFORM INFORMATION

Looking for information on welfare reform? CPPA's web page contains all the publications issued by the Center's Welfare Reform Initiative as well as links to many web pages that provide current information and research on welfare reform. Go to <http://www.cppa.utah.edu/annex.html> and click on the Welfare Reform Initiative link.

To obtain hard copies of WRI publications, contact CPPA at (801) 581-6491.

BOARD OF TRUSTEES APPROVES CENTER FOR MINE LAND REDEVELOPMENT

The University Board of Trustees approved the proposal for creation of the Center for Mine Land Redevelopment. The new Center will be administered within the CPPA. The motivation for the Mine Center was the recognition of a need felt throughout the western states. In a number of western mining districts, mines have been closed, some for many years, and have left behind substantial structures, infrastructure, and beautiful pristine canyon scenery. Most importantly, the mine closures generally created a hole in the local or regional economy. Jobs have left the area and businesses are suffering.

The mission of the Center for Mine Land Redevelopment is to bring together agencies, funding, and expertise to find viable uses for abandoned mining buildings and infrastructure. The effort begins with focus on mining technology and the cooperation of the mining companies. The involvement then expands to explore the impact of closure and, finally, broadens to the large economic and planning issues and solutions.

Even while the proposal was still advancing through the university approval process, the Mine Center organizers were invited to tour a cluster of mine buildings in Utah that have stood idle for twenty years. The group was very impressed with the potential for re-use of the buildings and the site. Discussions with the mine company and local and state government officials illuminated the complex web of legal hurdles and community issues that must be resolved before redevelopment can be initiated and the facility once again contributes to the cultural and economic vitality of the surrounding area. The need and the potential are significant; the Center organizers are preparing for the challenge.

A website for the Mine Center is available as a link on the CPPA website, www.cppa.utah.edu/annex.html

DIABETES IN UTAH STRATEGIC PLANNING PROCESS

Diabetes is the seventh leading cause of death in Utah and rates of death due to diabetes are increasing. In fact, it is estimated that the prevalence of diabetes will double over the next fifteen years. In order to address the increasing prevalence and related complications, key diabetes stakeholders formed a coalition, Diabetes in Utah

The coalition, in conjunction with the Diabetes Control Program of the Utah Department of Health, contracted with the Center for Public Policy and Administration to facilitate a strategic planning process for the group.

The Center's initial role was to coordinate the planning efforts of a very diverse group of Utahns who have an interest in diabetes. Contributors to the process were from academia, community health centers/Utah Medical Assistance Program, community representatives with diabetes, ethnic representatives, pharmacies, professional organizations, public and private health plans, self-management education programs/hospitals, private and public organizations, and voluntary organizations.

CPPA organized and facilitated a review of the outcomes from the previous strategic plan and a review of the proposed mission and vision statements. In addition, other key stakeholders to include in the planning process were identified.

Based on these discussions, recommendations were made to modify the existing mission and vision statements to emphasize coalition processes and clarify the role coalition members play in achieving goals and objectives. Recommendations were also made to add outcome statements to ensure that methods are in place to measure whether the desired results are achieved.

The new mission statement conveys the collaborative nature of the coalition's efforts as well as the ultimate goal of assisting those with diabetes. It is:

Diabetes in Utah is a coalition of diabetes stakeholders who work in partnership to improve the quality of life of all Utahns at risk for or affected by the disease.

Subcommittees were established based on the vision statements of the coalition. The statements focus five critical areas: clinical consultation and technical assistance, community collaborations, legislative initiatives, resources to carry out the plan, and data collection and analysis. Each subcommittee formulated action plans to be completed over the next three years. The plans document the vision, the barriers to achieving it, a description of the problem and its root causes. In addition, specific, objectives and measurable outcomes are established as well as the critical resources needed.

The results of the strategic planning process and the individual action plans are published in the Diabetes in Utah: Strategic Plan 2001-2003.

CPPA is very pleased to be working with such a diverse and hardworking coalition. The Center continues to provide strategic planning and facilitation services to assist Coalition members in the process of implementing the new action plans. By accomplishing the action plans the coalition hopes to achieve measurable improvement in a variety of areas including:

- the public's (particularly high risk groups) awareness of the seriousness of diabetes, its risk factors and prevention strategies;
- community and agency networking;
- diverse and innovative diabetes programs that meet the needs of local populations; and
- a substantial reduction of complications related to diabetes.

ULEAD PROGRAM HAPPENINGS!

ULEAD's vision is to provide outreach programs that are tailored to meet the specific organizational and leadership development needs of public and nonprofit organizations. Programs include customized leadership and organizational development services. The following is a sample of current projects.

- Coordinate the development of a strategic plan that will create and guide an agency employee recruitment, core training and career development program for the Department of Natural Resources, Division of Parks and Recreation.
- Provide Valley Services, Inc. with supervisory training and management development services as well as developing an organization wide planning program.
- Facilitate implementation of the coalition Diabetes in Utah strategic plan for the Utah Department of Health, Diabetes Control Program.

If you are interested in learning more about our services, contact Ken Embley at (801) 581-6491 or by email ken.embley@cpga.utah.edu

CITIZEN PLANNER TRAINING SEMINARS

The Citizen Planner Seminars are co-sponsored by the Utah Local Governments Trust, the Center for Public Policy and Administration and the Governor's Office of Planning and Budget. The two-day sessions are conducted all day Friday and Saturday until 2:30 and cover a range of topics including the general plan, zoning, planning commissions, and legal authority and liability. The schedule and location of upcoming sessions are:

April 27 & 28 — Ephraim, Snow College Campus

May 18 & 19 — North Salt Lake, Office of the Utah Local Governments Trust

June 8 & 9 — Oakley, Location to be determined

Additional information and registration can be obtained by calling the office of the Local Governments Trust at (801) 936-6400 or (800) 748-4440.

IN MEMORY OF DR. F. TED HEBERT 1942-2001

Good government lost a friend when F. Ted Hebert, Professor of Political Science, University of Utah passed away recently due to a brain tumor.

As the director of the Center for Public Policy and Administration for ten years, Professor Hebert extended the Center's work into new fields of service, including assessments of state budgeting and facilitation of understanding and cooperation between tribal governments of American Indians and county governments in the state. In addition, he expanded and improved the Master of Public Administration program achieving enrollments of over 150 students and increasing student completion rates while reducing their time to completion.

Although Professor Hebert had returned to full-time teaching and research in 1997, he served as the interim director of the graduate program in Public Administration and of the interdisciplinary behavioral science and health program in the College of Social and Behavioral Science.

Despite these demands, Professor Hebert distinguished himself academically. His innovative research with his long-term colleagues – professors Deil Wright (North Carolina) and Jeff Brudney (Georgia) – on reinventing government and

the lessons learned won three very distinguished research awards.

In addition to his administrative roles and his high scholarship, Professor Hebert was a devoted teacher, who served on far more than his share of MPA graduate students' committees. His graduates can be found throughout state and local government.

For his scholarship, his deep concern for students, his profound sense of duty, and his courage, Ted is greatly missed by all who knew him and by the many others who benefited from his work.

OLYMPIC CONNECTIONS WITH THE UNIVERSITY OF UTAH'S MASTER OF PUBLIC ADMINISTRATION PROGRAMS

Preparations for 2002 are subtly gaining, and hopefully it is a net gain, from the influence of public administration education at the University of Utah. Many current students and graduates of the program are deeply involved in the planning efforts. Depending on the degree of the Olympics' success, the MPA program will either be very proud or very embarrassed one year from today.

Linda Cook, Capital Projects Manager for Park City and Executive MPA candidate, is very excited about her role in the staging of this event. She also mentioned several current evening students, including Michelle Bridge, Gary Hill, and Mark Christensen, Budget and Grants Manager, who are also part of the effort in Park City. Executive MPA alumnus, Frank Bell is also working in several capacities including Director of Olympic Services for Park City. At least two others, Rita Larsh and Mark Billmire of the Park City Fire District, will be involved in maintaining the health and well being of athletes and spectators alike.

In the Salt Lake valley, Executive MPA student Jason Mathis works as Olympic Liaison for the Salt Lake Convention and Visitor's Bureau. Alumna LaVerne Snow is the Environmental and Public Health Alliance, Olympic Coordinator responsible for public health issues at Olympic venues and the Olympic Village. Working under a federal grant she and the nine public health agencies involved with the Alliance, will be addressing a wide range of issues like communicable disease prevention, food safety, waste disposal and sanitation, and health promotion. Also involved, though not quite as directly, are current Executive students Lynette Phillips, Public Information Officer for the Utah Department of Transportation, and Mystere Sapia, Environmental Coordinator for Granite Construction. Both are integral parts of the scramble to complete I-15 in time for our 2002 visitors.

CENTER FOR PUBLIC POLICY AND ADMINISTRATION

The Center for Public Policy and Administration offers public affairs research, needs assessment, consulting, and training custom-designed for your organization. For more information on CPPA, its programs, or any item in this newsletter, call 581-6491 or (800) 444-8638, ext. 1-6491. FAX: (801) 585-5489. The University seeks to provide equal access to its programs, services, and activities to people with disabilities.

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A number of MPA students and graduates are involved in public safety planning and implementation for the games, including Mark Cockman, Salt Lake County Sheriff's office, and Phil Kirk, Department of Corrections.

Luckily, the MPA program is structured in two formats (evening courses and the weekend executive program) that make it possible for the students to become involved in this exciting event while gaining the benefits of an advanced degree. Acquiring an advanced degree really is a boost to career and credibility. Combining academics with practical applications is a large part of what the MPA program embodies. The 2002 Olympics are just one opportunity for graduates to demonstrate what a combination of the two can accomplish.

Both programs offer a wealth of opportunities to network with colleagues from all levels of government and the nonprofit sector—from the special service district supervisor, to the federal regulator, to the local service provider. Interacting in the classroom, we hope, provides opportunities for greater understanding among those levels—understanding of perspectives *and* problems.

The University of Utah's Public Administration program has continued to evaluate and reevaluate its ability to prepare students for government and nonprofit service. It is gratifying to note that when we doubt ourselves, we need only look at the ways our students and graduates are involved in events, like the Olympics, that profoundly affect our state and communities to see that we are making a difference.

WELCOME THE NEW MPA PROGRAM DIRECTOR, RICHARD T. GREEN

The Center for Public Policy and Administration is pleased to announce that Richard (Rick) T. Green will join the University of Utah faculty in July and will also serve as the Director of Public Administration Education. Dr. Green has been serving as Director of Wyoming's MPA program at the University of Wyoming. In addition, he instructs courses in Public Personnel Management, Ethics, Public Administration and the Law, Public Policy and Program Management, and a Public Management Capstone course.

He has published extensively in the areas of the history of public administrative theory and practice, the political and ethical foundations of public administration and "addresses the nexus between constitutionalism, law and administration." He also extensively consults and trains government employees on ethics in government, needs assessment, policy analysis, organizational development, and youth services. Dr. Greene is very excited about working with his colleagues in the Political Science Department and with the Center on the variety of programs underway. In addition, he looks forward to the larger student base, more programs, and the higher level of support for public affairs education at the University of Utah.

Professor Green, his wife Mallorie, sons Kollin, age 18, and Tyson, age 14, and daughter Kaitlyn, age 10, are looking forward to relocating to Salt Lake City and enjoying the many benefits of an urban environment and a thriving university campus.

ABSTRACTS OF MASTER OF PUBLIC ADMINISTRATION RESEARCH PAPERS

The University of Utah's Master of Public Administration (MPA) program, administered by the Center for Public Policy and Administration, requires each student to complete a research paper to graduate. The paper must address a question of substantive policy or administrative practice. Since most of the papers are based on research conducted in Utah, they offer a wealth of information on policy issues. Also, many of the students are already employed in the public sector, therefore the research performed and the conclusions reached are from experienced professionals.

The papers abstracted here are just two examples of the diverse topics addressed. If you are interested in reviewing these papers, or papers on other topics, contact the CPPA office in Orson Spencer Hall at 581-6781.

Resolution of Problems within the Clerical Division: A Cooperative Effort Between Administration and the Judiciary **Rick Davis, August 2000**

This case study looks at different human resource management models that could be used to improve the clerical division of the judiciary. The bifurcated nature of administration within the judicial branch of government complicates management. Some areas of concern include unity of command, span of control and other principles of management. The researcher determined that the Action Research Model was the most appropriate for this analysis and the case study documents the process.

The Model includes: identifying problems with the organization; selecting a problem and setting goals to resolve

it; recording actions to take place to achieve the goal; establishing that there is a relationship between the actions and goals; and, finally, retesting the goals and actions to evaluate the strength or weaknesses of the relationship between them.

The researcher concludes that this model is useful not only for problem solving within the organization but also for providing facts and data to decision makers that are very useful.

Use-It-Or-Lose-It Paternity Leave: Challenging the 'Sphere Assumptions' of Gender in the United States **Jessica J. Mimbela, August 2000**

This research paper focuses on whether a "use-it-or-lose-it" paid paternity leave could contribute to breaking down gender stereotypes in our society that lead to the social and economic subordination of women. The author reviews how men and women have been assigned to particular roles historically as well as how they view their role in regards to children. In addition, the debate concerning special treatment (also known as substantive equality) vs. equal treatment (or formal equality) is discussed.

In depth interviews with eight MPA students confirmed the relative importance of economic factors and belief systems regarding motherhood and fatherhood in regards to paternity leave. In addition, the importance of role models was evident because the men interviewed indicated that they would only take advantage of the "use-it-or-lose-it" policy if other males in their workplace did too. Mimbela concludes that developing a comprehensive policy, which considers the impact on men and women, is imperative in the intent to breakdown stereotypes.

GIVE YOUR CAREER A BOOST . . . APPLY FOR THE MPA PROGRAM TODAY!

For more detailed information about the University of Utah's Master of Public Administration Program or for an application packet, please contact Wendy Rice at (801) 581-6781, (800) 444-8638, or by e-mail: werice@cpga.utah.edu. Or complete the form below and send it to CPPA, 260 S. Central Campus Drive, Room 214, Salt Lake City, UT 84112-9154.

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