

HUMAN SERVICES INTEGRATION -- POSSIBLE ROLES FOR THE
MARYLAND STATE DEPARTMENT OF EDUCATION

by

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Chapter 1

INTRODUCTION

Purpose and Need for Human

Services Integration

The purpose of human services integration is to provide a complete array of services to those who need them with fewer barriers due to professional, programmatic, locational, and organizational differences. (Council of State Governments, 1974: 1) By definition, human services integration is a process of overcoming fragmentation, duplication and inefficient use of resources, in the human service system, so that an individual's or family's needs may be treated in a more coordinated and comprehensive manner. This particular definition was advanced because it considers both the process and purpose of services integration. It is necessary to emphasize that the ultimate goal of services integration is a more effective and efficient system rather than integration per se. It is also important to understand that this study does not consider human services integration as a condition that either prevails or does not. Rather, it is "a characteristic of service delivery systems that is approached and achieved in degrees by managers and administrators of general and special function agencies." (Mikulecky, 1974:79)

This study was concerned then, with the process of, rather than the product of, services integration. Thus, the word integration as it was used in this study should be taken to refer to those activities which serve to link the programs of independent service providers for the purpose of providing a comprehensive continuum of services to clients.

Principal obstacles to the effective provision of human services have been found to be: (1) fragmentation among the many human service provider agencies; (2) rigid structure of state and local service agencies; (3) inadequate coordination and communication among agencies providing human services; and (4) absence within the states of a single focus for accountability. (The Research Group, Inc., 1972:5) Complaints about the present human service system are well summarized by Myron Weiner (1974:37):

The real crisis in modern society today, as expressed in all of the symptoms of turmoil and internal strife, is our inability to manage large complex institutions, straight-jacketed with out-of-date, early twentieth-century concepts of specialization, segmentation, and compartmentalization.

Arguments favoring human services integration usually center on aspects of administrative efficiency and effectiveness. A case can also be made for increased understanding of human service needs resulting from the focusing of varied

perspectives on a common service goal or common client. Better understanding of clients' needs and of alternative approaches to attaining a particular service goal are the essential preludes to more effective service delivery.

In general, the various rationales for services integration can be incorporated into two propositions. The first is that the availability of services to clients who need the services of more than one service provider is greater if delivery is integrated rather than fragmented. (Here, availability encompasses the meanings of accessibility as well as the existence of services.) The second is that the efficiency in the delivery of services to clients who need the services of more than one service provider is greater if delivery is integrated rather than fragmented. (The Research Group, Inc., 1972, quoting Martin Rein:7)

Integration is addressed geographically, functionally, and governmentally. Functional integration is evidenced by the creation of an agency which merges several departments administering complementary services. This "superagency" concept, where it has been put into practice, has paralleled the movement toward "streamlined" state government. Where functional integration has occurred, it has usually been followed by geographic decentralization of state service administration to sub-state district levels. (The Research Group, Inc., 1972:4)

While service integration efforts must consider

geographic, functional, and governmental levels of integration, the human service system should also be considered to be characterized by a structural and procedural network. The structural network refers to organizational arrangements, diffusion of power and agency size. The procedural network encompasses those processes necessary to the operation of a human service system, such as planning, management, and delivery. The various components of the latter network require coordination in the collection and dissemination of information, in the monitoring and evaluation of existing programs, and in administrative arrangements. These phases of planning and management and delivery are all components in the process of human services integration.

Trends in Human Services Integration

Human services integration is an issue of current concern to many State governments. The United States Department of Health, Education, and Welfare has funded numerous services integration projects, and the effort has received widespread recognition since the proposal by President Nixon of the Allied Services Act of 1972. The basic premises of this Act are: first, that a unified service delivery system can be developed through a comprehensive planning process for geographic service areas with common goals; second, that state and local elected officials should be involved in service planning; and third, that local service plans should

be developed by local elected officials involving public and private service providers and consumer groups. (The Research Group, Inc., 1972:3-4)

Interest in the concept of services integration has also been occasioned by recent reorganization of the departmental structure in many state governments. Thirty-seven State governments have undertaken some form of reorganization of their executive branches since 1964. Twenty-six states have created a superagency, combining at least four service functions. (The Research Group, Inc., 1972:1)

Other conditions and trends have served as impetus for the services integration movement. President Nixon's attempt to reorganize the domestic functions into four departments--Natural Resources, Community Development, Economic Development, and Human Resources--while unsuccessful, nevertheless focused attention on manageability and effectiveness of service delivery. Nixon also launched the Federal Assistance Review (FAR) Program, which was concerned with developing viable alternatives to categorical grant administration and policies. Under the leadership of the Office of Management and Budget, this program initiated some policies and procedures which have been instrumental to the process of human services integration. Among these accomplishments were: (1) the establishment of standard federal agency regional boundaries, and of an

administrative center within each region, in which federal agencies were expected to co-locate their offices for the furtherance of interagency coordination; (2) establishment of federal regional councils in each of the administrative centers, with principal grantor agencies serving as members; (3) integrated grant administration, using the lead agency concept; and (4) state and local evaluation of federally assisted projects, through the provisions of Office of Management and Budget Circular No. A-95. (Dean, 1974:54-55) Revenue sharing has been an additional effort in the direction of increasing the policy-making and planning capability of state and local government, as well as simplifying the process of grant administration.

Increased emphasis by academicians and professionals on a systems approach to problem solving has been extended in application and analysis to the human service system. Social reporting, particularly in the form of social indicators, has recently acquired a reputation as an enterprise worthy of study by some government agencies. Directed toward general demographic assessment including societal problem surveys and/or program impact statements concerning the effectiveness of specific service activities, social reporting can result in both better planning capacity and more comprehensive social needs assessments. (Bunge, 1973:553) In addition, the concern since the administration of the Great Society programs of the mid-1960's, for

performance and program evaluation, has shown the difficulty of providing meaningful evaluation of isolated, categorical programs.

Another related development, also stemming from the Great Society experience, has been the extended coverage of human service programs, resulting in increased caseloads to service providers and fragmented delivery to clients. This was the response of a human service system which attempted to meet increasing demands by the incremental addition of new programs, without accompanying system reorganization. During a recent survey of state human services organizations, however, the Human Services Institute for Families and Children (1974, Preface) identified two significant trends:

" . . . first, the increasing number of states consolidating programs under an umbrella agency; and second, the lack of knowledge about alternatives for organizational placement of programs and functions, such as planning and evaluation."

Education has not been included to date in the human services integration movement. The Council of State Governments has just completed a survey of the state-of-the-art of human services integration and has concluded that the lack of coordination of educational functions with those of other human service agencies exists because:

State expenditures for education--aid to support elementary and secondary education and direct operation of colleges and universities--amount to 35 percent of total

state expenditures, double that of its nearest competitor, welfare. This fact, plus the separation of educational administration under the control of boards and elected heads, reinforced by the strength of education interest groups, have combined to discourage serious thought about establishing little HEW's in the States. (The Council of State Governments, 1974:15)

It is the researcher's opinion that human services integration is not an all or nothing enterprise, and that great benefits can be derived from at least coordination among agencies in the various phases of planning and management, with or without centralization of administrative control. Under this assumption, it is posited that public education has a valuable role to play as one of several agencies in efforts to integrate human services at the state level. Thus, since public education is a large state agency, both in terms of the size of its budget and the numbers and types of clients served, this study will investigate the desirability and feasibility of involving public education in efforts to integrate the provision of human services.

IMPORTANCE OF THE STUDY

State human service agencies are often far removed from actual service to the client. Thus, human services programs have, in the past, been developed chiefly in response to a crisis or a legal mandate. Rarely has a

program been instituted because a systematic and broad-based assessment of conditions pointed to its necessity or desirability. In other words, the human service delivery sector has operated in a crisis rather than a "proactive" planning mode. (Harmon, 1969)

There is a need to redefine the appropriate role for state agencies involved in the provision of human services. Human services integration is one major attempt to refocus agency attention on the needs of its clients. Since there are many mechanisms for effecting integration of services, it is important to develop a situational framework for analysis of the feasibility of and appropriate design for services integration.

The focus in the study will be on the State education agency for two reasons: education has been noticeably absent in previous services integration projects (with the exception of the special functions of child day care and vocational rehabilitation); and education agencies have immense human and capital resources under their aegis.

STATEMENT OF THE PROBLEM

The problem of this study was to construct a situational framework for analysis of the feasibility of, and appropriate design for, an integrated human service system. This framework was applied to analyze the current linkages between the Maryland State Department of Education

and the four other human service agencies in Maryland State government; specifically, the Department of Employment and Social Services, the Department of Economic and Community Development, the Department of Health and Mental Hygiene, and the Department of Public Safety. The situational framework was also used for purposes of making recommendations as to an appropriate role for the Maryland State Department of Education in either facilitating or cooperating with other Maryland human service agencies toward effecting an integrated service system.

The research questions to be answered with respect to this problem were then:

1. What were the overlaps in target populations served by the Maryland State Department of Education programs and programs of other human service agencies in the State of Maryland?
2. Were similar target populations receiving similar services from more than one agency?
3. By what mechanisms were the service agencies linking the processes of planning and managing and delivering client-oriented programs?
4. What were the organizational and environmental characteristics which have inhibited or facilitated services integration as experienced in other states?

5. What indicators or criteria adequately described existing provision of services arrangements as applied to the relationship between the Maryland State Department of Education and the other four human service agencies in Maryland State government?
6. What types of services integration efforts were both feasible and desirable for the Maryland State Department of Education to promote with the other four human service agencies in Maryland?

PURPOSE OF THE STUDY

The purpose of this study was two-fold: first, to recommend an appropriate role for the Maryland State Department of Education, in concert with other Maryland human service agencies, directed toward the integration of State human services; and, second, to describe and explain a situational framework which can be used by state agencies for analysis of the feasibility of, and appropriate design for, an integrated system of human services.

It is the intent of this study to discover those linkages between the Maryland State Department of Education and other state human service agencies which would tend to facilitate further integration of services. It is not the purpose of this study to recommend a separate or facilitative

role for the Maryland State Department of Education, but rather to recommend ways in which Maryland State human service agencies, including The Department of Education, can integrate their services.

LIMITATIONS OF THE STUDY

This is a case study, limited in analysis to a single state and focused on the possible roles and functions of a specific agency, the Maryland State Department of Education, in the integration of its own efforts at planning, managing, and delivering human services with those of other human service agencies. The study did not attempt to address geographic integration of services; that is, intergovernmental cooperation in services integration within a political jurisdiction. The study focused on the integration of services at the state level, which is one or more steps removed from actual service delivery. In addition, the study focused on public elementary and secondary education (grades K - 12) rather than on the entire scope of formal education. One additional limitation should be mentioned. This study did not attempt to deal with the success of an integrated human service system in bringing about improvement in the effectiveness of services delivered. It is assumed that better system effect will occur in an integrated system, but it is beyond the scope of this study to provide such proof.

Several underlying assumptions are inherent throughout this study:

1. that coordination between and among human service agencies is possible;
2. that service integration will reap benefits to both service providers and service users;
3. that the needs of clients are as important as political and organizational systems to the way that services are provided.

PROCEDURES FOR THE STUDY

The procedures of the study consisted of three separate but related activities. First, the literature on the human services integration movement was reviewed to provide a state-of-the-art assessment of the movement, as well as to determine from the experiences of other states the facilitators and inhibitors of services integration. State documents -- executive plans, State budgets, the Maryland code, and State agency reports -- were also studied to provide integration in the State of Maryland. Second, interviews with State agency administrators and planners were conducted for purposes of validating information obtained from documents on cooperative arrangements and on operational programs, and for providing recommendations on feasible and desirable types of coordination. Third,

frameworks for the analysis of organizational arrangement of human service agencies and target group-activity sector orientation of human service programs were prepared for comparison across agencies. Structural and procedural cooperative arrangements among/between human service agencies were also studied.

The preliminary frameworks for analysis were developed through a review of the literature on human services integration and on planning in general. Justification for the frameworks was obtained through appraisal by a panel of experts, consisting of executive-level agency planners and administrators. Data obtained for use in the program inventory and for assessing the existing status of interagency coordination were also validated through interviews with the same panel. Recommendations on the possible roles and functions of the Maryland State Department of Education in human services integration were derived from a review of the literature on the experiences to date in other states, and from State documents and interviews with State agency officials.

DEFINITION OF TERMS

The following terms were defined for use in this study:

1. Activity sector -- a category for classification of agency programs that clusters common services.

2. Agency programs -- a structured activity of an agency, receiving funding and administered by agency staff.
3. Coordinative mechanisms -- definable vehicles, both structural and procedural, for facilitating common use of, or sharing of resources.
4. Structural coordinative mechanisms -- those organizational characteristics that define positions and levels of authority, and document interrelationships.
5. Procedural coordinative mechanisms -- those organizational characteristics that define the process, or interactions among, and method of utilization of, agency resources (staff, time schedule, funds) toward the accomplishment of a specified task.
6. Effectiveness -- an index of the degree to which the specified tangible objectives have been attained.
7. Efficiency -- an index of the ability to maximize the output achieved with a given level of input.
8. Human services -- those agency activities designed to address the social, economic and psychological needs of human beings. As applied to the State of Maryland, human service programs are operated by the following agencies: The

Maryland State Department of Education; the Department of Public Safety, the Department of Economic and Community Development, the Department of Employment and Social Services, and the Department of Health and Mental Hygiene.

9. Human services delivery -- the point of contact, or of continuing contact between human service provider and user.
10. Human services integration -- a process of overcoming fragmentation, duplication, and inefficient use of resources in the human service system so that an individual's or family's needs may be treated in a more coordinated and comprehensive manner. The chief purposes of human services integration are to increase the availability of services to clients who must deal with more than one service provider, and to increase efficiency and effectiveness in service delivery.
11. Management -- the continuing act of determining the utilization of allocated resources.
12. Planning -- rationally-ordered action, implying a conscious attempt to shape future events.
13. Service user -- the intended or unintended beneficiary of service delivery.

14. Target group -- the intended beneficiaries of a service goal.

ORGANIZATION OF THE STUDY

Chapter 1 contained an introduction to the human services integration movement and noted the lack of involvement of public education in this movement. The problem statement was presented, as well as a discussion relating to the need for the study. Research procedures were outlined, and terms to be used in the study were defined. Chapter 2 developed the existing status of human services integration in other states and provided an assessment of the history of, and rationale for, the movement, through a review of the literature. Chapter 3 described the research procedures in detail and discussed the stages at which analysis was linked to the various procedures. The findings of the study were presented and analyzed in Chapter 4. The frameworks for analysis were also presented in this Chapter, as well as graphic displays of the material used in the analysis. Chapter 5 contained conclusions of the study and recommendations for the possible roles and functions of public education in human services integration. Recommendations for further study were also included.

Chapter 2

REVIEW OF THE LITERATURE AND RESEARCH

Some deficiencies in the current system of providing human services have been noted. From the viewpoint of the provider, the proliferation of agencies and programs attempting to deal with client problems results in rules and procedures overload, excessive competition for funds and a limited view of, and capacity to serve the client. The service user faces numerous administrative barriers and other obstacles in the form of inaccessibility which make comprehensive diagnosis and treatment a time-consuming and costly ordeal. The interest in human services integration is an attempt to address these two major problems, effectiveness in the provision of, and availability in the use of, human services.

Human services integration is a complex phenomenon, and must be viewed in terms of what is both desirable and feasible to accomplish. The testing of the proposed Allied Services Act, through the awarding of HEW Partnership and SITO (Services Integration Targets of Opportunity) Grants, has proceeded for two to three years. A sizable amount of reporting by grantee agencies has been accomplished. HEW has also contracted several studies, both to ascertain the progress of these agencies and to obtain

their evaluation of the Allied Services proposal. These reports and studies provided valuable information for assessing the environmental and systems factors important to the process of services integration. They also demonstrated the wide range of actual and potential integrating techniques, and organizational mechanisms for implementing those techniques. In addition to studies on the HEW Partnership and SITO projects, a number of non-HEW studies have been conducted. These studies were more general and slightly more theoretical, and thus were helpful in suggesting various frameworks for analysis.

HUMAN SERVICES INTEGRATION IN THE STATES

Thirty-eight States are now, or have at some time since 1972, participated in human services integration projects. (See Exhibit I, compiled from two HEW listings of Partnership and SITO grant recipients.) Two kinds of federal grants are sponsoring these projects -- the Partnership Grants and the SITO Grants. Partnership Grants are designed to strengthen the capacity of state and local governments to plan and manage the delivery of human services. They are often referred to as "capacity-building" grants. SITO seeks to determine the components and/or techniques that are critical in the delivery of integrated human services. Both types of demonstration projects have a common objective -- improved delivery of services to clients. Partnership

Grants, begun in fiscal year 1974, are intended to build on the knowledge gained from the SITO projects, begun in fiscal year 1971. Together, these programs have been designed with implementation of the proposed Allied Services Act in mind. Projects have been funded at various levels of governmental organization and with differing techniques and strategies for improving service delivery, since it is recognized that no single model of services integration would be effective in implementation. Consequently, sixteen of the thirty-eight states funded under these programs are carrying out projects which have applications to more than one level of government within the state. (See Exhibit I). The demonstration projects range in type from a description of existing networks to the development of a new all-encompassing governmental body for the purpose of coordinating human services delivery. The full range of project types is displayed in the "Description" column of Exhibit 1.

The focus in this review was on projects initiated at, or having application to, state-level human service activities. There were twenty-eight such projects. All SITO and Partnership projects were reviewed, however, since some of the most innovative and sophisticated demonstrations were conducted at the level of regional or municipal government.

The Human Ecology Institute was given a SITO Grant to provide a state-of-the-art assessment of the SITO Grant

projects. This report discusses the projects in terms of three possible orientations--systems development, management reorganization, and operations research. A systems development orientation refers to an attempt to develop and implement a model for a human service system, regardless of the existing human service network/structure. The report also develops an ideal systems model for human services, and judges the systems development orientation of any one project based on its approximation to this model. In order for a human service system to relate adequately to the community served, it must consist of seven structural elements, as follows: (1) a set of community members to be served, (2) system governance, (3) effect specification, (4) system manager, (5) a human service system which acts on clients to produce desired results, (6) an audit of effects achieved, and (7) funding of an operating system. (The Human Ecology Institute, 1974:4) The management reorganization orientation refers to attempts to alter the organizational structure or procedures by which human service delivery is planned and managed. The operations research orientation is limited in focus but often sophisticated in depth of analysis and application. This approach refers to alterations in one or more specific administrative operations which directly impact on the delivery of services, such as a computerized information system, a revised client pathway, and referral network, etc.

Based on these three orientations, and the description of an ideal systems model for human services, the Human Ecology Institute summarizes the following general findings about the twenty-two SITO projects studied:

- 1) Since a system is defined as having an effect specification (i.e., a definition of desired and/or expected outcomes), none of the projects can be identified as having a "system".
- 2) Most projects are a composite of management reorganization, operations research, and systems development.
- 3) Only one project--Minnesota--has legislation to support human services integration without reference to a particular state agency.
- 4) Most of the projects involve some management reorganization in existing public human service agencies.
- 5) All state SITO projects are part of statewide reorganization efforts, either planned or under way.
- 6) Projects evidence an inability to define outcome measures which reflect changes in the need status of clients rather than organizational performance. (The Human Ecology Institute, 1974:51-55)

MECHANISMS/STRATEGIES FOR INTEGRATING

HUMAN SERVICES

Robert Agranoff (1974:45-46) discusses trends in the human service integration movement, focusing on the range in types of organized efforts. The following discussion explains his major points. The most basic integrative networks are those which center around informal contacts between

workers in the various agencies. These contacts often result in an information flow and program cooperation which might not otherwise have occurred. Sometimes these informal contacts result in more formalized relationships. A case in point is Will County, Illinois, where agencies whose separate domains were children's services, vocational rehabilitation, physical rehabilitation, special education, mental health, developmental disabilities, youth services, and senior citizens, formed a service network consisting of established target populations, and service agreements. This might be termed a "bottom-up" rather than a "top-down" initiated strategy.

Also at the community level, the multi-service center is an increasingly popular form of addressing the present inaccessibility of services to clients. The Community Action Programs (CAP), and other community-based citizens' organizations begun in the 1960's, have helped to foster the linkage of public and private agencies in planning and developing community service.

Another trend is the creation of coordinating agencies to deal with a specific target population. The child care councils (4-C's) and councils on the aging are two examples. Sharing of personnel is another way some agencies have attempted to better coordinate the operation of related programs. Information and referral systems often accompany or precede such efforts.

With regard to levels of governmental organization, coordination of human service programs has and is occurring both horizontally and vertically. Moreover, intragovernmental coordination is being fostered by way of departmental reorganization and consolidation. If this consolidation is extensive, the resulting department is often referred to as an "umbrella" or "superagency".

Finally, regional and state planning agencies often contribute to the movement toward service integration by performing such vital functions as comprehensive needs assessment, resources surveys, and provision of information.

The Council of State Governments (CSG) also received a SITO grant to evaluate and investigate the role of state governments in human services integration. Of the twenty states studied for this project, CSG reports on the variety of structural and administrative arrangements attempted thus far:

. . . 13 have comprehensive human resource departments. Three of these States -- Arizona, Georgia, and Washington -- have had integrated departments in which at least some of the program delivery through regional or area offices is administered through a vertical structure responsible for all programs; the functional areas such as public assistance-social services, mental health, and health are organized to provide overall guidance but not direct delivery. Another eight States -- Arkansas, Delaware, Florida, Louisiana, North Carolina, Oregon, Utah, and Wisconsin -- have consolidated departments. In these, the human resource agency has substantial authority for program operations; administrative functions such as budgeting, planning,

accounting, and personnel are centralized, but major programs are operated directly by separate divisions. Two States, California and Massachusetts, have confederated agencies, in which the organization and legal authority of the old departments remain as before; the new agency has primarily budgeting, planning, and coordinating authority. (The Council of State Governments, 1974:1-2)

The Research Group, Inc., (1972:28) have distinguished four types of powers used by superagency directors in coordinating services. These are:

1. The power of single line authority over the line divisions of the agency. This includes the power to appoint and dismiss division heads and to direct the internal affairs of the various divisions.
2. The power to conduct internal reorganization of the department. This includes the power to create and/or abolish divisions, to reassign functions to other divisions, and to create consolidated offices for departmental administrative services and planning.
3. The power of budgeting and allocation of resources to the line divisions . . .
4. The power to conduct comprehensive planning for the functional services provided by the department.

ABT Associates, Inc. (Part II, 1971:1) have prepared a three-volume report for HEW on service integration techniques found among the eleven SITO projects which they studied. Ten separate techniques were used, in various combinations by these projects. They were: co-location of

services, shared core service functions, mechanism for information, referral and follow-up, agreements to provide complementary services, joint funding, target group advocacy, non-categorical program administration, coordinated program planning, and leadership role for general purpose government.

Otis Brown, Director of Virginia's Department of Human Resources, has detailed a number of issues which should be addressed in considering the type of administrative and policy change, with which the Virginia SITO project is concerned (Brown, unpublished memorandum). First is the issue of state versus local control in matters of policy determination and financing. Integration of human services requires delineation of these responsibilities, especially if control changes are anticipated.

Second is the consideration of two alternatives to existing decision-making at the state level--the lead agency concept and the State Board concept. The lead agency would be the decision-making agent relative to specific projects. All represented agencies would formally agree to jurisdiction of the lead agency. The State Board concept generally refers to the formation of an interagency board of directors, to function as the chief decision-making body.

The third issue is the use of advisory bodies and their component powers, functions, and composition. The State Planning Agency for Minnesota discusses the possible

roles and functions of advisory bodies in some depth. The implications of several ways of using advisory bodies are considered, especially as they relate to the range of possible roles for the Human Services Board and its Director and staff, which is Minnesota's chief mechanism for human services integration. (Minnesota's State Planning Agency 1974: 7-16)

Perhaps the most detailed categorization of integrating linkages was drawn up by Social and Rehabilitative Services of HEW, (1972:10-12) The following list was compiled as part of a framework by which to evaluate the services integration projects:

Administrative Linkages

1. Fiscal
 - joint budgeting
 - joint funding
 - fund transfer
 - purchase of service
2. Personnel practices
 - consolidated personnel administration
 - joint use of staff
 - staff transfer
 - staff outstationing
 - co-location
3. Planning and programming
 - joint planning
 - joint development of operating policies
 - joint programming
 - information sharing
 - joint evaluation
4. Administrative support services
 - record keeping
 - grants management
 - central support services

Direct Service Linkages

1. Core services
 - outreach
 - intake
 - diagnosis
 - referral
 - follow-up

2. Modes of case coordination
 - case conference
 - case coordinator
 - case team
 - (Refer to Exhibit II)

The purpose of citing the above references to mechanisms and strategies for integrating human services was to demonstrate several points: first, that each report has approached the concept from a different point of view; second, that while no two reports reach the exact same conclusions, the differences are more a matter of analytic framework than substance; and third, that the range of findings emphasize the complexity of the human services integration process. This process is complex because it impacts on more than one level of governmental organization, because it involves issues of policy-making and control, because it has many possible component processes, including planning, budgeting, evaluation, information networks, and general management, because it is dealing with two broad perspectives on human services -- that of the provider and that of the user-- and finally, because there are varieties of ways to integrate human services for delivery, rather than a single model. Other sources of information on various integrating tech-

niques were also reviewed, and should be mentioned due to their applicability to this topic. They were: The Human Services Institute for Children and Families (1974), The Division of State Planning and Community Affairs, State of Virginia (1973), Harbridge House, Inc. (1972), and Applied Human Services Systems (1972).

To summarize the preceding information and categorizations of service integration techniques, the following framework was provided for later application to human service agencies in the State of Maryland. This framework depicts a continuum of possible structural and procedural arrangements for integration of human services. The first category represents the most radical structural changes, and the last category lists specific linking procedures which do not necessitate a change in organizational structure. (See Table I) This continuum of possible structural and procedural mechanisms/arrangements for human services integration can be applied to any level of governmental organization and shows the wide variation of types and degrees of services integration. Exhibit I shows the use of these various strategies by State.

ENVIRONMENTAL AND SYSTEM FACILITATORS
AND INHIBITORS OF SERVICES
INTEGRATION

Because of the wide range of structures and proce-

TABLE I

MECHANISMS FOR HUMAN SERVICES INTEGRATION

-
-
- A. Structural Arrangements Involving Creation of a New Agency
 - 1. Super Agency
 - a. comprehensive (single line authority)
 - b. consolidated (centralized administrative functions)
 - c. confederated (coordinated planning and budgeting)
 - 2. State Board (interagency coordinating and/or policy-making body; no administrative functions)
 - 3. Lead Agency (creation of new agency to act as prime sponsor for specific project(s))
 - 4. Human Services Institute (for research and development activities only)^a
 - B. Structural Arrangements Leaving Existing Agency Lines Intact, but Altering Agency Program Responsibilities
 - 1. Lead Agency (existing agency designated as prime sponsor)
 - 2. New advisory/coordinative/planning functions delegated to existing non-operating agency; e.g., a state planning agency
 - C. Structural Arrangements Leaving Existing Agency Lines and Program Responsibilities Intact
 - 1. Co-location of services, as in a one-stop multi-service center
 - 2. Creation of a coordinating interagency board
 - D. Procedural Linkages Tightening Existing Agency Network
 - 1. Service agreements
 - 2. Consolidated personnel administration
 - 3. Sharing personnel
 - 4. Joint use of support services
 - 5. Joint funding and/or fiscal management
 - 6. Purchase-of-service
 - 7. Interagency mechanism for information, referral, and follow-up
 - 8. Interagency mechanism for outreach and intake
 - 9. Joint planning and/or programming
 - 10. Comprehensive needs assessment
 - 11. Non-categorical program administration
 - 12. Case coordination
 - 13. Target group advocacy--advisory councils
 - 14. Social data bank

^aThis category was added at the suggestion of a State official during the second round of interviews.

dures for implementing human services integration being tested by SITO and Partnership grantees, evaluative information on the projects is voluminous, yet more time is needed before conclusive opinions can be stated. From a review of this literature, however, common threads on successes, failures and environmental contexts for the operation of human service systems were found.

The Human Ecology Institute (1974:2) has identified five broad contexts in which a human service system must operate. These are, in general terms, the environmental and system factors which must be considered in designing or improving upon a human service system:

1. the community served and its relationship to the system in terms of what the community wants and how it gets what it wants
2. the network of other community systems within which the human service system is embedded and with which it must interact
3. the vertical organization of special-purpose and general-purpose government through the state to the federal level
4. the relationship of the human service system to any single individual client who is to be served
5. finally, the relationship of the human service system to the process of design and development (or evolution) which brought it into being...

HEW (1972) narrows the focus to specific linkages and provides rather sophisticated analysis of integrating techniques from its study of services integration projects.

Exhibit II demonstrates the findings concerning the impact of the various linkages found, and the resources, incentives and time needed to develop them. (HEW 1972:28-29) Exhibit III demonstrates the impact of linkages on the development of other linkages. (HEW 1972:67) These charts prove useful in assessing the appropriate integrating techniques for a particular level of governmental and/or geographic organization. The general findings of the study however, can be briefly summarized as follows: (1) services integration is not extensive -- that is, no project has fully developed a majority of linkages; (2) services integration is an evolutionary process -- that is, do not expect instant results; (3) there is a wide range of factors which facilitate and inhibit services integration -- that is, no single factor benefited or hindered a majority of the projects; (4) services integration results in improved accessibility, continuity, and efficiency; and (5) there is no one best services integration model. (HEW 1972:16-22)

The third finding deserves greater attention. The study concluded that there were several distinct categories of facilitators and inhibitors, and that each category was comprised of many elements. Each of these categories merits some discussion. First is the socio-political environment. This is comprised of government, community, public and private funding sources. Second, the objectives and priorities of the project itself are critical to the development

of integrative efforts. Lack of clear objectives, and lack of emphasis on the need for integrative techniques can doom a project to failure. Third, the study finds that a strong and charismatic director is a great facilitator of services integration, when that is a project priority. Fourth, the capability of the project staff is another variable which influences the ties of the service providers to the project. The objectives and attitudes of service providers can also make a significant difference in the results of service integration efforts. The desire to maintain control of funds, and internal procedures may significantly inhibit the success of the project. Finally, grant administration procedures and policies can be a powerful tool for integration, if the project director has control over the access of service providers to funding. (HEW 1972:16-20)

One of the most commonly mentioned ingredients deemed necessary for effectiveness of services integration efforts is adequate authority vested in the leadership of the project. Richard Krueger (1974: 23), in discussing progress and barriers of services integration in Florida says: ". . . the key to effective integration appears to be the establishment of accountability in a single executive, and providing that executive with whatever authority he needs to effectively operate in the areas for which he has accountability." He cites other barriers to services integration which characterize the Florida effort: lack of a

common goal structure, data base inadequacies, lack of uniform planning, evaluation, and administrative procedures, conflicting statutes, regulations, and policies. (Krueger, 1974:23-25)

ABT Associates has summarized factors which may impact on the success of services integration projects: start-up time needed and allowed, degree of self-containment, leadership (continuity), amount and kind of baseline data required, clearly-defined project objectives, and staff capabilities. (ABT Associates, Part III, 1971:34-35)

Similarly, the Harbridge House study found the following obstacles to services integration named by a majority of projects: intergovernmental and interagency relations, manpower limitations, diverging or conflicting goals and priorities among the various levels of governmental organization, multiplicity of federal programs, and federal administrative requirements. (Harbridge House, Final Report, 1972:6-7)

Ernst and Ernst studied the feasibility of consolidating two State-level human service departments in the State of North Dakota. When considering consolidation of state agencies, they say, the primary factor is the relationship of their programs. (Ernst and Ernst, 1972:5) Program relationships can be viewed in four ways: (1) functional similarity, or the degree to which the purposes, goals and intent of the programs are similar; (2) relationship of the

process, or the similarity of the work involved; (3) the similarity of program clientele or target groups; and (4) geographical proximity of the program delivery systems.

(Ernst and Ernst, 1972:10)

In a similar vein, Benson et. al. (1973:3) posit critical dimensions of work coordination as being the most significant aspect of the interorganizational network. The critical dimensions identified are: extent of agency interaction, program articulation, and flexibility of relationships. These elements are used to define the quality of work coordination between agencies. A variety of indicators are used to measure extent of agency interaction--referrals, sharing clients' files, collaborating in the formulation of programs, etc. Program articulation refers to the degree of coordination of programs, and flexibility of relationships to the extent of freedom from formal guidelines which inhibit the sharing of services.

This study also makes an important distinction between system to system variables, and system to political economy variables. The individual variables which influence the equilibrium of the human service system network, and of this network to the political economy, are called domain consensus, ideological consensus, and interorganization evaluation. Each of these variables is concerned with some aspect of an agency, or group of agencies' interaction with the political system, by establishing a service domain

(claimed roles and functions), specific service methods and goals (ideological consensus), and attitudes toward other agencies (interorganizational evaluation). The authors feel that interagency relationships have an important bearing on the effectiveness with which public services are provided to clients. They believe that coordination can enhance the availability of needed services regardless of a client's entry point into the service system. (Benson et. al., 1973:iv)

Organizational equilibrium is analyzed in a political-economic context because organizations compete for scarce resources, namely, money and authority. The pursuit of scarce resources is affected by the capacity of an organization to set the terms of the competition, to defend its interests, and to force settlements upon other service agencies. The position of an agency in the political economy is influenced in part by its domain and ideology. The commitment of an agency to certain tasks and certain rationales for its approach becomes the basis for grants and authority. Alliances with other agencies, that is, organizational networks, grow around specific domain and ideology packages. (Benson et. al., 1973: 79-80)

Four action orientations expressed in patterns of pressure and counterpressure among agencies are identified as: (1) fulfillment of program requirements, (2) maintenance of a clear domain of high social importance, (3) maintenance of orderly and reliable patterns of resource flow, and (4) extended application and defense of agency's paradigm.

(Benson, et. al., 1973:119) Action orientations are, therefore, expressions of an agency's relationship to the political-economic environment. These considerations are significant when analyzing the feasibility and appropriate design for an integrated human services system, since the equilibrium status of a human service system affects the amount and type of appropriate change in that system.

The Council of State Governments (CSG) takes still another approach to analysis of the key factors in reorganizing human service systems. The focus of their study, however, is limited to consolidation of state-level human service agencies, or the creation of a comprehensive human service agency. CSG admits that the key factors could be examined in several ways--chronologically, organizationally, frequency, and importance. In this study, however, they are described in terms of legislation, gubernatorial and legislative support, and management. (Council of State Governments, 1974:61) Establishing a human service agency requires legislative action, usually by statute, but sometimes by executive order which requires legislative acceptance.

(Council of State Governments, 1974:61) The study discusses those aspects which should be considered in developing legislative acceptance of, and legislative enactments for, a human service agency. The importance of goals and/or rationale in guiding the initial development is stressed. Flexibility in the statute will allow the agency head greater control

over the processes of organizing and managing the new department. Partisan politics, size of the proposed agency and interest group pressures are also significant factors. One of the most important factors of successful reorganization is political support, especially by the Governor and legislators. "The States having gone the furthest towards integrated CHRA's (comprehensive human resource agencies) are Arizona and Georgia. Not coincidentally, these are the two States that have had the most continuous top-level support." (Council of State Governments, 1974:68)

The CSG study agrees with the findings of the majority of other studies reviewed, that the most important factor in bringing about and sustaining successful changes in the human service system is the top manager. (Council of State Governments, 1974:69) The type of background of the top manager also appears to have patterns of relevance: ". . . the CHRA's most aggressively pursuing service or administrative integration are headed by generalists in public or business administration rather than officials with long backgrounds in program areas." (Council of State Governments, 1974:69-70) The CSG also mentions factors of federal policies and grant administration as obstacles to integrating activities, but found these factors to be not as significant in either facilitating or inhibiting such activities as political support, management capacity and good legislation. (Council of State Governments, 1974:75-77)

On a more general level, Edgar Morphet discusses the factors which inhibit change. (Morphet et. al., 1972) This discussion pertains to the analysis of social systems, although his primary concern is with the educational system. It is interesting to note that the factors which he lists on a general level are cited also by the studies concerned with the objective of services integration. Forces and factors inhibiting change, according to Morphet et. al., are: (1) the size of the system -- the larger the size the more difficult it is to implement change; or structural over-complexity adds a new dimension to the problem of change: it diffuses power; (2) provisions for resource distribution -- annual budgeting techniques attend first to organizational maintenance; usually little time or money remains to consider change; (3) structural rigidity -- legal and administrative provisions tend to subordinate structures to functions and functions to goals. (Morphet et. al., 1972:115-120)

It would seem then, that the forces inhibiting change in general, and in human service systems as well, are chiefly fiscal and bureaucratic in nature.

To summarize, this section has reviewed: (1) the contexts within which a human service system must operate, (The Human Ecology Institute, Council of State Governments, Benson et. al., Morphet et. al.); (2) the relationship of various integrating techniques to each other and the time and resources necessary to develop them, (HEW, Vol. I); (3) critical

dimensions of one broad aspect of interagency relationships -- work coordination (Ernst and Ernst and Benson et. al.); (4) various problems experienced by services integration projects (Krueger, Harbridge House, Inc.); and (5) the wide range of possible facilitators and inhibitors of services integration (HEW, Vol. I, Krueger, ABT Associates, Harbridge House, Inc., Council of State Governments). Findings and conclusions of each of the component parts of this section of the review are summarized below.

The Contexts Within Which
a Human Services System
Must Operate

Any effort to implement some type of human services integration must take into account the social, political and economic environment, as well as the existing organizational structures of the agencies comprising the human service system and the intergovernmental network by which services are planned, managed, and delivered. Briefly stated, the social environment refers to the conditions and needs of the community to be served. Components of the political environment are: partisan politics, interest groups, legislative and gubernatorial attitudes and support, and the current political agenda. The economic environment consists of market forces (i.e., demand for, and price of services, as well as available supply of qualified personnel) which are brought to bear on the allocation of resources from within finite budgets.

Factors of organizational structures which become important considerations for services integration projects are: size of the agency structures involved, extent of diffusion of power within the organization, and the extent of formal rules and procedures to which the agency(ies) is(are) bound.

The intergovernmental network refers to the extent of involvement of the various levels of governmental organization in the planning, (needs assessment, priority and goal determination), management (budgeting, formulation of policy and operational guidelines), and delivery (actual location and manner of distribution of services).

Integrating Techniques--

Interrelationships and Resources Necessary for Implementation

Exhibits II and III summarize the findings of the HEW study regarding integrating techniques. This is the most sophisticated analysis of techniques among the studies reviewed, and should prove invaluable to an agency or group of agencies contemplating services integration. The charts suggest logical sequences for development of integrating techniques, and the most important factors to the development of each. These charts could be useful in designing appropriate system changes. A brief summary of some salient information contained therein follows.

Five categories of linkages are used: personnel, planning and programming, fiscal, administrative support, and core services. Certain personnel linkages contribute to the development of other types of personnel linkages and planning and programming linkages and somewhat less significantly to the development of administrative support linkages, and core services linkages. Certain planning and programming linkages contribute to development of other types of planning and programming linkages and of fiscal linkages, while abetting the development of personnel linkages. Fiscal linkages are the most significant for the development of planning and programming linkages, and influence somewhat the development of administrative support linkages. Administrative support linkages contribute significantly to the development of planning and programming linkages, as well as to core services linkages. Core services linkages are instrumental in the development of planning and programming linkages. It appears that planning and programming linkages are the type of linkages most interrelated with the other types of linkages and that personnel and administrative support linkages have the most direct impact on the coordination of core services. The development of fiscal linkages is aided only by the development of planning and programming and other fiscal linkages. This suggests that to implement services integration (that is, assure resources for operation), integration at the planning and programming level is essential.

Exhibit III demonstrated, for each linkage named in Exhibit II, the resources, incentives and time needed for implementation, as well as its impact on accessibility, continuity, and efficiency in the service system. Linkages which appear to be most expensive to implement (combining resources, incentives and time) are: joint budgeting, consolidated personnel administration, staff transfer, joint planning, joint evaluation, and record keeping. Joint budgeting, planning and evaluation each require support staff and control over fund access in addition to support by formal authority. Linkages which appear to require the least in terms of combined resources, incentives and time are: purchase-of-service, staff training, information sharing, and sharing of central support services. Those linkages which appear to have the highest impact on accessibility, continuity, and efficiency in the service system are: joint budgeting, purchase-of-service, co-location, staff outstationing, joint planning, joint development of operating policies, joint evaluation, central support services, outreach, intake, diagnosis, referral, follow-up, and case coordination.

The resources and incentives listed for development of the various linkages include: formal authority, control over fund access, support staff, cash, persuasion, expertise, shared objectives, common facility, client buffer, and limited number of grants. These could be viewed as variables of the agency system having an influence on the decisions made re-

garding service integration. Combined, these two charts provide a framework for situational analysis regarding services integration.

Critical Dimensions of

Work Coordination

Work coordination is perhaps the most significant and comprehensive aspect of services integration. This critical dimension has been described in terms of extent of agency interaction, program articulation, and flexibility of agency relationships. Equilibrium components of the interagency network referred to the type of agency interaction with the political-economic environment, and were characterized as domain consensus, ideological consensus, and interagency evaluation. On a more specific level, kinds of program relationships were mentioned -- functional, work process, clientele orientation, and geographic proximity of service delivery.

Problems Experienced by

Service Integration

Projects

The chief obstacles to human services integration reported in the various studies were: lack of a common goal structure among coordinating agencies, data base inadequacies, lack of uniform planning, evaluation and administrative procedures, conflicting and incompatible statutes and policies, too little start-up time allowed, lack of continuous

leadership, manpower limitations, and multiplicity of federal programs and federal administrative requirements.

The Range of Possible

Facilitators and

Inhibitors of Services

Integration

The material presented throughout this section has been summarized in Table II. This table synthesizes the findings of the various studies discussed in this chapter. It is suggested that each of the variables listed in this table is significant for the process of developing and implementing a human services integration project. The literature review indicates that the most important among these variables which seem to influence the success of service integration efforts are: project leadership, top-level political support, and relationship of agency programs.

The information contained in Table II and in Exhibits II and III forms the basis for developing indicators of probable success in achieving the objectives of a particular services integration project. Once project objectives are determined, Exhibit III lends insight into the time, resources, and incentives shown by experience needed to develop a specific integrating technique. The relative impact of that technique with regard to the service system is also indicated. Exhibit III then demonstrates the logical linkages among integrating

TABLE II
 ENVIRONMENTAL AND SYSTEM FACILITATORS AND
 INHIBITORS OF SERVICES INTEGRATION

Variables	Facilitating Aspect	Inhibiting Aspect
ENVIRONMENTAL CHARACTERISTICS <u>SOCIAL</u> Needs assessment	needs assessment performed with community input.	no needs assessment performed, or performed without community input.
Community opinion	favors services integration, provides funds, facilities, and/or personnel.	opposes services integration due to fear of additional government control, fear of change.
<u>POLITICAL</u> Structure of decision-making (centralization--decentralization)	proposed new system compatible with existing structure.	proposed new system incompatible with existing structure.
partisan politics	governor and legislature of same party	governor and legislature not of same party
interest groups	those who would be affected by proposed new system have something to gain or nothing to lose.	those who would be affected by proposed new structure have only to lose.
political agenda	goals, rationale for the proposed project are compatible with priorities of governor and legislature.	goals, rationale for proposed project are not formulated or clearly specified, or are incompatible with priorities of governor and legislature.
gubernatorial opinion	favors, supports the project	ignores, opposes the project.
human services legislation	has explicitly stated objectives and is flexible regarding authority.	is vague concerning objectives, but rigid concerning authority.

TABLE II (CONTINUED)

Variables	Facilitating Aspect	Inhibiting Aspect
<u>ECONOMIC</u> availability of resources to human service programs	highly available, especially for experimentation.	low availability due to low priority or general economic situation.
sources of funding	prime sources for relevant agencies are at same level of governmental organization.	prime sources for relevant agencies are at different levels of governmental organization.
control over access to funds	relevant agencies have fairly steady flow of resources.	resource flow fluctuates due to forces beyond agency control.
<u>INTERGOVERNMENTAL RELATIONS</u> grant administration policies	programming, planning, and budgeting requirements foster long-term and comprehensive orientation.	programming, planning, and budgeting requirements are narrow, short-term and categorical in orientation.
statutes	state, local, and Federal statutes are compatible.	state, local, and Federal statutes are conflicting.
regional agencies	services in question all required involvement of regional agencies.	services in question do not all require involvement of regional agencies.
primary level of program administration	relevant agencies have same primary level of program administration.	relevant agencies have different primary levels of program administration.
<u>INTERAGENCY RELATIONS</u> <u>STRUCTURE</u> size of agencies	one or more agencies is small in size.	more than one agency is large in size.

TABLE II (CONTINUED)

Variables	Facilitating Aspect	Inhibiting Aspect
extent of diffusion of power	power is concentrated in a few top level administrators.	power is diffused throughout the agencies in question.
formal rules and policies	less the formality, greater the flexibility to coordinate.	formal rules abound, limiting management flexibility.
<u>PROCESS</u> extent of agency interaction	degree of presence of various linkages described in Exhibits 2 and 3.	absence of any linkages described in Exhibits 2 and 3.
relationship of programs	agencies' programs are related by function, work process involved, clientele served, and/or geographic proximity of service delivery.	agencies' programs are not related significantly by any of these program dimensions.
equilibrium	agencies' domains and ideologies are related and/or compatible.	agencies' domains and ideologies are unrelated and/or incompatible.
interagency evaluation	agencies have positive evaluation of each other.	agencies have negative evaluation of each other.
<u>SERVICES INTEGRATION PROJECT CHARACTERISTICS</u> <u>LEADERSHIP</u> authority	a great deal of authority is invested in project leader.	project leader has weak or advisory/ coordinating only authority.
continuity	project leadership is continuous, at least until well-established.	project leadership is erratic and discontinuous.
professional background	project leader is a generalist.	project leader has long background in administration of particular program area.

TABLE II (CONTINUED)

<u>Variables</u>	<u>Facilitating Aspect</u>	<u>Inhibiting Aspect</u>
<u>STAFF CAPABILITY</u> size	staff size is sufficient to accomplish objectives.	staff is too small and overworked, overcommitted.
expertise	staff has sufficient expertise to accomplish tasks and command credibility.	staff is lacking in expertise.
<u>PROJECT OBJECTIVES/EFFECT SPECIFICATION</u>	project has clearly defined objectives and specification of effects desired.	project has loosely formulated objectives and no specification of desired effects.

techniques. A particular technique may imply prior development of another linkage, or it may be relatively independent of other techniques. (In this analysis, project objectives must be kept in mind.) Table II can serve as a checklist for considerations necessary to the implementation of project objectives. That is, of indicators of probable project success. Together, the table and two exhibits can act as a framework for situational analysis, but the situational characteristics and variables must be provided.

SUMMARY

Several generalizations about human services integration can be stated, based on the findings of this review.

1. Human service agencies operate within a political, economic, social, intergovernmental, and interagency context.
2. Human services integration affects both intergovernmental and interagency relationships.
3. Human services integration affects the geographic organization of service management and delivery.
4. Human services integration can be developed either from a bottom-up or top-down approach.
5. Coordinating agencies are less threatening to existing agency domains and ideologies than structural reorganization and/or departmental consolidation.

6. Outcome measures dealing with changes in need status of clients are difficult to define and are often avoided by service integration projects.
7. Top-level political support is important to successful reorganization of human services.
8. Human services integration is hindered most by lack of clear objectives and by lack of strong leadership.
9. Program relationships between/among agencies considering some form of services integration is a major factor affecting the feasibility and desirability of such efforts.
10. For implementation of human services integration to succeed, integration at the planning and programming levels is essential.
11. Some integrating techniques require less in terms of incentives, time and resources needed for implementation than joint planning, budgeting, evaluation, and personnel administration, which appear to be most costly in this regard.

EXHIBIT I
HUMAN SERVICES INTEGRATION
PROJECTS IN THE STATES

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
AL	North Central Alabama Regional Council of Governments	Three Southern Rural Counties	SITO	Design and implement human service integration effort.
AK	---	---	---	---
AZ	Department of Economic Security	Six DES districts	SITO	Establish and evaluate multi-service centers (MSC); create fiscal management system, training program. (C1, D2, D5).
AR	Department of Social and Rehabilitation Services	Regional-- State	SITO	Design and implement a regional integrated services system for a 12-county region; to be applied to remaining 7 regions.
CA	Contra Costa County Human Resources Agency	County	SITO	Design and implement access linkage and follow-through mechanism; feasibility study and refinement of governance mechanism. (D7).
	County Supervisors Association of CA	All counties	Partnership	Examine capacity-building needs of CA counties; provide technical assistance.
	League of CA Cities	All cities	Partnership	Identify municipal capacity-building needs; technical assistance; analyze carriers in human resources system.
	Western Regional Citizen Participation Council	All local governments in the region	Partnership	To determine approaches to citizen participation.
	Association of Bay Area Governments	Regional	Partnership	To demonstrate potential role of the Council of Governments in increasing capacity (continued)

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

<u>State</u>	<u>Grantee</u>	<u>Project Coverage</u>	<u>Type of Grant</u>	<u>Description/ Mechanisms for HSI^a</u>
				of member governments to plan and develop human services systems.
CO	University of Denver, Center for Social Research and Development; Denver Research Institute	Six states in the Region	SITO	Social indicators project; social data bank and utilization. (D14).
CT	Greater Hartford Process, Inc.	Local-- Regional	SITO	Testing ways of financing, organizing, and delivering social services; integrative techniques being tested: case management, purchase of services, pooling resources. (D5, D6, D12).
DE	Office of Governor	State	Partnership	Establish integrated human resources function at state level to develop statewide human resources goals and priorities, develop human services PSES, and for I & R system. (D5, D7, D9).
	Executive Department Planning Office	State	SITO	To analyze and upgrade planning and evaluation capability of state human services agencies.
DC	League of Cities; Conference of Mayors	National	SITO	To identify the various roles for cities in four major aspects of Allied Services: 1) delineate service area, 2) designate local planning and coordinative entity, 3) plan the program, 4) administer the program.

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parentheses refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
DC	NACO Research Foundation	National	SITO	To document level of involvement counties have reached in integrating human services programs.
	DC Department of Human Resources	City	SITC	To remove individual and social barriers to human services. (D7, D8, D12).
FL	Department of Health and Rehab- ilitation Services	State	Partner- ship	Refining various approaches to needs assessment by geographic district; meant for transferability to other states. (D13).
GA	Office of Governor	State	Partner- ship	To develop efficient use of data acquired through statewide I & R system for state level human services planning and evaluation. (D7).
HI	Governor's Office, Progressive Neighborhoods Program	State	SITO	To provide alternative to existing delivery system; improve structure and methods, effectiveness of available services.
ID	Office of Governor	State	Partner- ship	To test an independent staff arm to Governor--Institute for Human Development; policy making, alternate policies, needs assessment, program auditing, long-range planning. (A2).
IL	---	---	---	---
IN	---	---	---	---
IA	Polk County Board of Supervisors	County	SITO	Services Integration demonstration; emphasis on linkage among public and private (continued)

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
	Department for Planning and Programming	State	Partnership	service providers using case management system and computerized MIS. (D7, D12). Management analysis of human resources agencies including federal and state laws, state plans, data needs, human resources budget, etc.
KA	---	---	---	---
KY	Jefferson County Fiscal Court for human services coordination project	County	SITO	Develop Integrated Services Resources system and integrated planning capacity for public and private human services providers in health, mental health, rehabilitation, drug abuse, social services, education, and services to aged. (D13).
	Council of State Governments	National	SITO	One-year research project on state role in integration of human services programs--20 states.
LA	Office of Governor, Office of Human Services Planning	State	SITO	To promote services integration at state level and provide Governor necessary information to bring about appropriate legislative and administrative changes.
ME	Department of Health and Welfare	State	SITC	Test new state social service delivery based on principles of MBO, program planning for target populations, (continued)

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
	Department of Health and Welfare	State	SITO	PPBS, evaluation and planning capability, etc. (D5, D9, D13). To analyze existing human services system and design proposals for improving planning and management of human services; emphasis on coordination of state social services, needs assessments, promoting enabling legislation.
	State House	State	Partnership	Cooperative effort by Department of Health and Welfare and the Greater Portland Human Resources Alliance to transfer operational and evaluation procedures developed by GPHRA to a statewide system of regional I & R centers. (D7).
MD	Department of Employment and Social Services, Howard County	County	SITO	To test role and effectiveness of MSC. (C1).
	Department of State Planning	State	Partnership	Develop comprehensive human resources planning system, and bring about improved service coordination without super-agency. (B2).
MA	City of New Bedford, Office of Mayor	Municipal	SITO	Establish operational system for coordinating delivery of comprehensive human services. (A1-b).

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
	Executive Office of Human Services	State	SITO	Pilot project to develop and test coordinated health, education, and welfare plan. (A1-b).
	Brockton Area Human Resources Group, Inc.	Regional	SITO	Defining a model of integrated human services system, with health, mental health, rehabilitation, and social services; to be implemented 1978. (A1-b).
	Human Ecology Institute	National	SITO	Continuation of site visits to SITO projects to produce state-of-art reports.
	City of Worcester, Office of Human Services	City	Partnership	Improve efficiency in service delivery in 7 CAF neighborhood centers by improving integrated city planning, purchase of service agreements and increasing use of city general revenue-sharing funds for center operation. (D6, D9).
MI	Department of Social Services, Lansing	City	SITO	To build city-wide planning and delivery capability based on data collection systems. (D14).
	Office of Governor	State	SITO	To facilitate Services Integration initiatives at state level; to design Executive Office thrusts at state government reorganization; coordinate and analyze state agency activities.

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
MN	Office of Governor	State	SITO	Seeks intervention of Governor to develop state government capacity to influence data gathering, planning, resource allocation; to get Minnesota human Services Act implemented.
	Human Resources Planning Coalition of Greater Duluth, Inc.	Regional	SITO	Coalition of human services planning and funding organizations created to promote integration of services. (C2).
MS	---	---	---	---
MO	MO State Office of Administration Division of Planning	State-- Regional	Partner- ship	Improve planning and priority setting by linking procedures at state level with two substate areas; emphasis on deinstitutionalization. (D9).
MT	Social and Rehabilitation Services	Regional-- State	SITO	Identify problems and needs in large, sparsely populated area--especially for Indians; develop alternative ways of increasing service accessibility (D10, D13).
	Office of Governor	State	Partner- ship	First year to address setting service level standards and state priorities; identify and analyze existing services. (D9, D10).
NB	---	---	---	---
NV	---	---	---	---

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

<u>State</u>	<u>Grantee</u>	<u>Project Coverage</u>	<u>Type of Grant</u>	<u>Description/ Mechanisms for HSI^a</u>
NH	New England Municipal Center	Regional-- Municipal	Partner- ship	NEMC to provide technical assistance, to conduct systemic needs assessment; evaluate social services programs. (D10).
NJ	Mercer County	County	Partner- ship	How the introduction and development of an I & R system and countywide services integration plan can increase human services delivery effectiveness. (D7).
NM	---	---	---	---
NY	Mayor's Office, City of New York	City	SITO	To change structure and coordination of all major service delivery agencies in New York City through creation of decentralized demonstration districts (C1).
	City of Syracuse	City	Partner- ship	To develop human services information system, needs assessment system; and develop a plan for integration of service delivery systems (D9, D10).
	County of Erie	County	Partner- ship	Structure a system which will link patients to all health and social service resources of the county; emphasis on joint planning, services integration in delivery, improved MIS and pilot MSC. (C1, D9, D14).

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
NC	Department of Human Resources	Local Regional State Federal	Partnership	To standardize data collection process and develop MIS to meet needs at all governmental levels. (D14).
ND	Social Service Board, ND	State-- Regional	SITO	To develop model rural human services delivery system with operational mode of voluntary association of public and private agencies. Testing various services integration techniques including: case management, centralized MSC with satellite network, and MIS. (C1, D12, D14).
CH	Office of Management and Budget	State	Partnership	To facilitate statewide transfer of information and assistance available on services integration projects; to assess implications of alternative services integration strategies on state policy development, budget preparation, and state reorganization. (D7).
	Institute for Urban Information Systems, University of Cincinnati	State	SITO	To develop integrated set of information sub-systems using standard data categories. (D14).

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
	Miami Valley Regional Planning Commission	Regional-- Local	Partner- ship	Three units of government (Dayton City, Montgomery County, and MVRPC) to jointly define and analyze scope and function of those units, and devise alternatives for change. (D9, D10).
	Department of Public Welfare, City of East Cleveland	City	SITO	To develop and operate public community-based, tax-supported, integrated social delivery system.
OK	---	---	---	---
OR	Department of Human Resources	State-- Local	Partner- ship	Test feasibility of effectiveness of "field coordinator" concept to improve HSI at local level; eventual application to 8 human resources service district. (D12).
	Department of Human Resources	Regional	SITO	Integrated delivery system of ongoing and expanded service to migrants in Treasure Valley area. (D13).
PA	Urban Center, Inc.	State	SITO	To develop an educational and human support, service integrated research model and demonstrate effectiveness of alternative educational options.

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms for HSI ^a
	Mon Valley Health and Welfare Council, Inc.	Regional	SITO	To develop and demonstrate a comprehensive human services delivery system to integrate health and social services; develop data unit and system agent to integrate agencies through computerized client tracking network. (D7).
RI	---	---	---	---
SC	Office of Health and Social Development, Office of Governor	State	Partnership	To prepare state investment schedule-- econometric model for long-range planning; budget for state human services programs-- based on objective evaluation of demand and inflation growth patterns in association with policy promulgated by SC Development Policy Council and Health Policy and Planning Council. (D9, D10).
SD	Model Rural Development Program	State	SITO	To demonstrate improved fate for rural residents through comprehensive use of resources; self-contained modules were developed in Education, Agriculture, Recreation, Public Finance. (D5, D9).
	SD State University	Regional	SITO	Refine needs survey questionnaire and expand survey to three more substate districts. (D10).

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Description/ Mechanisms of HSI ^a
TN	City of Chattanooga	Local-- Regional	SITO	Refine and expand computerized MIS used by network of human services centers. (D7).
TX	Governor's Office, Division of Planning	Regional-- State	Partner- ship	Develop and test a mechanism to assist rural poor through comprehensive planning and to test human services role of Council of Governments in South Texas; to link CCG planning with state human services planning. (D9, D10, D13).
UT	Department of Social Services	Regional	SITO	To improve health and social services to population in rural 5-county area by developing integrated delivery system to test planning and delivery concepts such as centralized intake, service planning, referral, tracking and follow-up to functional rather than categorical units of service. (D7, D8, D9).
VT	Agency of Human Services	State	Partner- ship	To examine mandated service integration linkage in five priority program areas to document nature of coordination specified through program legislation and regulation; to identify additional opportunities for services integration in those program areas.

^aCross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT I (CONTINUED)

State	Grantee	Project Coverage	Type of Grant	Decisions/ Mechanisms for HSI ^a
VA	Division of State Planning and Community Affairs	State	SITO	Development of technology in coordinated planning, policy, and program strategy development; coordinate state policy and program planning in cooperation with state agencies and regional DHEW planners. (D9).
WA	Kitsap County	Regional	Partnership	To design and implement comprehensive multi-jurisdictional Human Resources Planning System in the 4 cities. (D9).
	Department of Social and Health Services	State	SITO	To operationalize a decentralized and integrated program for the state; integrate and coordinate public and private social services programs.
	Lummi Indian Business Council	Tribal	SITO	To review, evaluate, and design a system for social services delivery; to build tribal management capacity. (D13).
WV	---	---	---	---
WI	Department of Health and Social Services	Regional-- Community	Partnership	To develop and test a service delivery design through pilot installation of 4 community human services center programs; test role of Human Services Board through which all state and Federal funds for health and social services flow. (A2).
WY	---	---	---	---

^a Cross-referenced to continuum of possible structural and procedural mechanisms for HSI developed in Table I. The numbers in parenthesis refer to that table where appropriate.

EXHIBIT III

LINKAGES: THEIR IMPACT AND THE RESOURCES AND INCENTIVES
AND THE TIME NEEDED TO DEVELOP THEM

Linkage	Requirements		Impact on Accessibility, Continuity and Efficiency
	Resources/Incentives	Time	
Joint Budgeting	Formal Authority Control Over Fund Access Support Staff	Long	High
Joint Funding Including In-Kind	Cash Persuasion	Moderate	Medium- High
Purchase of Service	Cash	Short	High
Consolidated Personnel Administration (excluding Training)	Formal Authority Control Over Fund Access	Long	High ^b
Training	Persuasion Cash Expertise	Short	Medium- High
Joint Use of Staff	Formal Authority Persuasion-Shared Obj. Control Over Fund Access	Moderate	Medium
Staff Transfer	Shared Objectives Formal Authority ^a Control Over Fund Access ^a	Long	Medium
Co-Location	Formal Authority Facility Control Over Fund Access ^a	Short- Moderate	High
Staff Outstationing	Shared Objectives Client Bridge or Buffer Formal Authority	Short- Moderate	High
Joint Planning	Formal Authority Control Over Fund Access Support Staff	Long	High
Joint Development of Operating Policies	Formal Authority Control Over Fund Access Persuasion	Short	High
Information-Sharing	Persuasion	Short	Medium
Joint Programming	Support Staff Access to Funds Persuasion Formal Authority Control Over Fund Access	Short- Moderate	Medium- High

^aHypothesis not directly indicated by fieldwork.

^bImpact probably confined to efficiency.

EXHIBIT III (CONTINUED)

Linkage	Requirements		Impact on Accessibility, Continuity and Efficiency
	Resources/Incentives	Time	
Joint Evaluation	Formal Authority Control Over Fund Access Support Staff	Moderate-Long	High
Record-Keeping	Formal Authority ^a Control Over Fund Access Common Facility	Moderate-Long	Medium
Grants Management	Control Over Fund Access Limited Number of Grants	Short-Moderate	Medium
Central Support Services	Support Staff	Short	High
Outreach	Staff Formal Authority Control Over Fund Access ^a Common Facility	Short	High
Intake	Staff Formal Authority Control Over Fund Access ^a Common Facility	Moderate-Long	High
Diagnosis	Staff Formal Authority Control Over Fund Access ^a Common Facility	Short-Moderate	High
Referral	Staff Formal Authority Control Over Fund Access ^a Common Facility	Short	High
Follow-Up	Staff Formal Authority Control Over Fund Access ^a Common Facility	Short	High
Modes of Case Coordination	Common Facility Persuasion	Short-moderate	High

^aHypothesis not directly indicated by fieldwork.

Chapter 3

RESEARCH PROCEDURES

Chapter 3 addresses the research procedures employed in this study. Four techniques were used to construct frameworks for analysis of both the descriptive and prescriptive aspects of this case study. These techniques are briefly summarized below, and subsequently detailed in the remainder of this chapter.

The literature was reviewed to determine the experiences of other states in human services integration. Selected documents of the State of Maryland were also reviewed to assess the nature and extent of such integration in this State. Interviews were conducted with State agency administrators and planners to validate information obtained from State documents on linkage arrangements and on operational programs, as well as to elicit recommendations on desirable and feasible types and degrees of integration. The researcher functioned as participant observer in the position of education planner in the Maryland Department of State Planning, from August, 1974 until, for purposes of this study, July, 1975. During this time first-hand information was gathered on the structural and

procedural aspects of interagency coordination in the planning, managing, and delivery of human services in the State.

The literature review served as the basis for developing a framework of indicators by which to analyze the potential for services integration between two agencies or among a group of agencies. This framework was applied to the human service agencies in Maryland. The conclusions and/or results were evaluated through the interviews. The interviews were used to assess the desirability and feasibility of certain service integration activities among the Maryland human service agencies.

RESEARCH TECHNIQUES

Review of the Literature

Studies of the experiences of other states with human services integration projects were a chief source for developing a set of indicators to suggest the likelihood that a particular attempt to bring about services integration would or would not succeed. This set of indicators is a composite of those factors which were reported to either facilitate or inhibit services integration. Each indicator is matched with the type of environmental or system variable to which it refers. The result is a framework for analysis and application to a particular agency or group of agencies which can be used in conjunction with structural and

procedural organizational arrangements.

Review of State Documents

Documents of Maryland State agencies provided the primary source of information on the organizational arrangements, missions and operational programs of State human service agencies. The newly-initiated Executive Planning Process requires each agency that receives its revenue from the State to submit an executive-level plan for review by the Governor, the legislature, the Department of State Planning, and the Department of Budget and Fiscal Planning. Although the plans vary considerably in substance and format among agencies, each does contain an organizational chart, reference to applicable legal mandates, statements of mission, goals and objectives, and an assessment of available and required resources. Most plans also contain a program inventory in some form. This information was studied and categorized into common frameworks to facilitate comparative analysis across agencies.

Other documents used to supplement information obtained from the executive plans were: (1) annual reports for statistical information on operational programs; (2) the Maryland budget book for brief program descriptions, and for a listing of agencies and organizations involved in the delivery of human services; (3) reports of cooperative agreements between and among agencies, as examples of

operational modes of coordination of agency activities; (4) reports made to the Governor's Commission on the Structure and Governance of Education in Maryland by public education officials, for explicit and implicit statements on coordination among education agencies; and (5) plans developed within the State Department of Education, at the sub-department level, especially by those Divisions servicing "special population," for supplemental information on target populations and strategies for service implementation.

Interviews

Two sets of interviews were conducted with State agency administrators and planners. The first set was directed toward the validation of information obtained from State documents on cooperative arrangements and on operational programs. The second set of interviews aimed to elicit professional judgment on desirable and feasible types and degrees of integration of the activities of the Maryland State Department of Education with those of other human service agencies.

The evaluators were selected on the basis of their positions in the respective State agencies. The chief criteria for selection were assumed expertise and the ability of the individual to exercise authority for the agency in planning and/or management. The following individuals

participated in this study: The Director of the Division of Comprehensive State Planning within the Department of State Planning; the Chief of the Human Resources Section of the Division of Comprehensive State Planning within the Department of State Planning; the Director of the Office of Planning Services within the Maryland State Department of Education; the Director of the Division of Research, Evaluation, and Information Systems within the Maryland State Department of Education; and the Executive Director of the Maryland Advisory Council on Vocational-Technical Education.

For the first set of interviews, each evaluator was given a verbal explanation of the purposes of this study, and then was shown a copy of the program inventory, the summary on existing linkage arrangements and the set of indicators to be used in the case study analysis. Each was asked to comment on the accuracy of the material and to suggest further sources for contact if the information appeared incomplete or inaccurate. Chapter 4 records a summary of the findings (the full report is in Appendix B) of these interviews with the evaluators, and notes those sources of information to which they referred the researcher.

Upon completion of the design of the continuum on structural and procedural aspects and degrees of human services integration, the second set of interviews were conducted. The evaluators were asked to draw upon their

own resources (agency experience, knowledge of the literature, judgments about future occurrences, etc.) for comment as to the desirable and feasible position on this continuum for the Maryland State Department of Education regarding its interactions with other human service agencies. These comments are summarized in Chapter 4 and fully recorded in Appendix C.

The procedure for conducting the interviews was informal. Evaluators were contacted in person to explain the study and to solicit agreement to participate. The first set of interviews asked for critical appraisal of material assembled by the researcher and therefore no structured questionnaire was required as an instrument. The second set of interviews solicited response to a questionnaire on possible roles for the Maryland State Department of Education in the integration of human services.

Participant Observation

The researcher's role as participant-observer in Maryland State government afforded opportunities for validation of recommendations not available in the use of any other research technique. The case study approach to the analysis of educational organizations is, in fact, dependent upon the researcher's involvement as participant and/or observer. Since the present study was concerned with

organizational interaction, process variables which defy quantification are involved, and are less likely to be distorted under observation than under imposition of normative generalizations. (Lutz and Iannaccone, 1968:115)

Through participation in both educational and inter-agency task forces and committees, the researcher was able to gain insight into the dynamics of agency planning and management. As an employee of the Maryland Department of State Planning, an agency which acts in a coordinative and facilitative capacity, the opportunity to observe organizational responses to various types of imposed or recommended coordinative activities was available. These observations are recorded in Chapter 4. One of the greatest advantages of this method of study is the opportunity for continuous feedback on the research objectives; that is, to move from data to theory and back again. (Lutz and Iannaccone, 1968:116)

SEQUENCE OF ANALYTIC FRAMEWORKS

Organizational Arrangement of Human Service Delivery Agencies

Description of the organizational arrangement of human service delivery agencies in the state proceeded in two parts: (1) public elementary and secondary education, with a focus on programs serving special populations, and

(2) non-education Cabinet-level human service agencies. For each organization, the following information was sought and recorded: (1) legal mandate, or mission, (2) specific duties and functions, and (3) organizational chart or some other description of the governance structure of the organization. Where organizations relate in their delivery of services to more than one major functional area, this was also noted.

Operational Programs

This stage essentially involved assembling an inventory of human service programs, using the target group and activity sector framework. In the researcher's role as organizational member, documents containing information pertinent to the program inventory were readily available. Executive plans of all Cabinet-level agencies were within the purview of the researcher as a plan reviewer. The Maryland budget book also contained pertinent information for this purpose. The target group, activity sector framework for classifying program data was developed for the Department of State Planning by a consulting firm, The Research Group, Inc., for use in its federally-funded Human Services Planning and Coordination Project.

The program inventories thus assembled by major activity sector and target groups allowed comparison across

agencies regarding the provision of state services. At this stage, interviews were conducted with the evaluators to validate information contained in the program inventories.

Structural and Procedural Aspects of Interagency Coordination

A description of the organizational and procedural aspects of human service agencies was the first step in the development of this framework. The framework of indicators of services integration, developed from a review of the literature on the experiences of other states with human services integration, was then used in conjunction with a framework of structural and procedural aspects of interagency coordination, to develop situational analysis for human service agencies in the State of Maryland.

Assessment of Interagency Linkages

In order to assess the types and degrees of interagency linkages in the planning, management, and delivery of human services in the State of Maryland, several techniques were used. The continuum of structural and procedural arrangements was used to provide a framework by which information could be categorized for analysis. State agency documents provided one source of information on existing cooperative/coordinative arrangements. Recommendations on

desirable and feasible structural and procedural aspects of Maryland State Department of Education participation in human services integration were made, based on the findings with respect to operational programs, existing cooperative arrangements, "best practice" from the review of the literature, and judgment of the evaluators.

SUMMARY

Four techniques were used to develop the frameworks which constituted the analysis: review of (1) the literature and (2) State documents for pertinent information and for variables to use in construction of the framework of indicators for application to the case study; (3) validation of information and recommendations by a panel of evaluators; and (4) participant observation. A sequence of four frameworks for analysis was developed. These analytic frameworks provide the backbone of the case study, as well as the process by which recommendations were derived.

Chapter 4

FINDINGS OF THE STUDY

Analysis of data produced from four research techniques which resulted in the findings of this study is reported in this chapter. The results of the review of the literature and the review of State documents are reported in the first two sections of the chapter. These two research activities, plus the knowledge gained through participant observation, resulted in the construction of a situational framework for analysis of the five Maryland State human service agencies with regard to services integration. Application of the framework is discussed in detail in section four. Implications of these findings for the Maryland State Department of Education and general departmental guidelines for services integration are then developed. Findings of the interviews are discussed in the last section of this chapter.

FINDINGS OF THE REVIEW OF THE LITERATURE

The review of the literature resulted in a set of indicators of services integration and a continuum of possible structural and procedural mechanisms representing various kinds and degrees of services integration. The

indicators were formed from a list of factors facilitating and inhibiting service integration, based on the experiences of other states, and on the findings of related research studies. The continuum represents a synthesis of structural and procedural mechanisms of the various services integration efforts known to the researcher. These two classification schemes resulted in a framework for analysis and application to a particular agency or group of agencies. This situational framework is supplemented by the HEW findings on integrating techniques, which are recorded in Exhibits II and III-- the first on the impact of specific linkages on the development of other linkages, and the second on the resources required for development and relative system impact of these linkages. Exhibit II points to a logical or sequential order for development of integrating techniques and Exhibit III to the relative system cost/effect of developing these specific techniques. These two charts provide valuable supplemental information to the situational framework.

FINDINGS OF THE REVIEW OF STATE DOCUMENTS

A general review of the human service delivery system in the State of Maryland was conducted by the Department of State Planning in conjunction with its feasibility study for a Statewide system of multi-service centers (MSC's).

Chapter One of the Final Summary Report (June, 1975) presents the findings of the study on the present service delivery system. One word serves to characterize these findings -- fragmentation. A series of illustrative quotations from the study follows:

The State of Maryland, in carrying out its administrative responsibilities in the area of citizen service has developed hundreds of programs to meet the needs of its residents. (MSC, p. I-4)

The present structure of most service agencies, particularly those delivering direct personal services, reflects a high degree of separation and independence. (MSC, p. I-4).

Consistency of service was found to be lacking. (MSC, p. I-5)

The service delivery system was found to be greatly fragmented. (MSC, p. I-5)

Standards and criteria to formulate support thresholds are lacking. (MSC, p. I-5)

Citizen needs are not qualitatively or quantitatively equated with government requirements for service. (MSC, p. I-5)

There is no statewide framework identifying or relating programs to each other or to the people. (MSC, p. I-5)

A major deficiency in State agency/client relationships is the lack of a comprehensive statewide OUTREACH program that provides information on ALL services available to residents of the State. (MSC, p. I-5)

Agencies providing related services have overlapping data requirements, and there is little evidence that any State mechanism is available that facilitates the collection, consolidation, certification,

documentation, and sharing of such mutually pertinent data (MSC, p. I-7)

Public agencies have become highly specialized and are well equipped to deal with a particular problem, but not with an individual with many problems. (MSC, p. I-7)

A multiplicity of State agencies may deal with the same problem, such as public safety, in which the Governor's Commission on Law Enforcement and Administration of Justice, the Police, Corrections, Parole and Probation, the Courts, Vocational Rehabilitation and Juvenile Services are involved. This fragmentation causes difficulties for the recipient and compounds the problems of agency and staff interaction, coordination, and communication. (MSC, p. I-7)

As of January 1, 1969, there were 246 existing State departments, boards, commissions, and other units of the executive branch (Department of State Planning, Coordination paper, 1975). The 1969 General Assembly, however, ordered major executive reorganization, by creating the first four Cabinet-level departments -- the Department of Natural Resources, the Department of Health and Mental Hygiene, the Department of State Planning, and the Department of Budget and Fiscal Planning. In 1970, it added the following Cabinet-level departments: the Department of Personnel, the Department of General Services, the Department of Employment and Social Services, the Department of Public Safety and Correctional Services, the Department of Licensing and Regulation, the Department of Economic and

and Community Development, and the Department of Transportation. The Department of Agriculture was added in 1973.

Even with this massive reorganization, Maryland supported over forty different agencies, commissions, and councils in the field of human services by 1975. (Department of State Planning, Coordination paper, 1975) This study considered only five human service agencies, using Cabinet-level designation as the criterion for inclusion except in the case of the Maryland State Department of Education. It should be noted that there is an additional Cabinet-level human service agency, the Office on Aging, which is not included for reasons given in Appendix B.

The review of State Documents also produced information on the five human service agencies in Maryland necessary for the application of the situational framework developed in Chapter 2. The information solicited for each agency was of the following types: organizational and procedural characteristics, mandated services and major policy directions, types of interagency coordination currently existing, and an inventory of programs. The findings are recorded separately for each type of information sought.

Organizational and Procedural Aspects of the Five Human Service Agencies

In an effort to provide clarity to this discussion, certain types of information were sought for each agency.

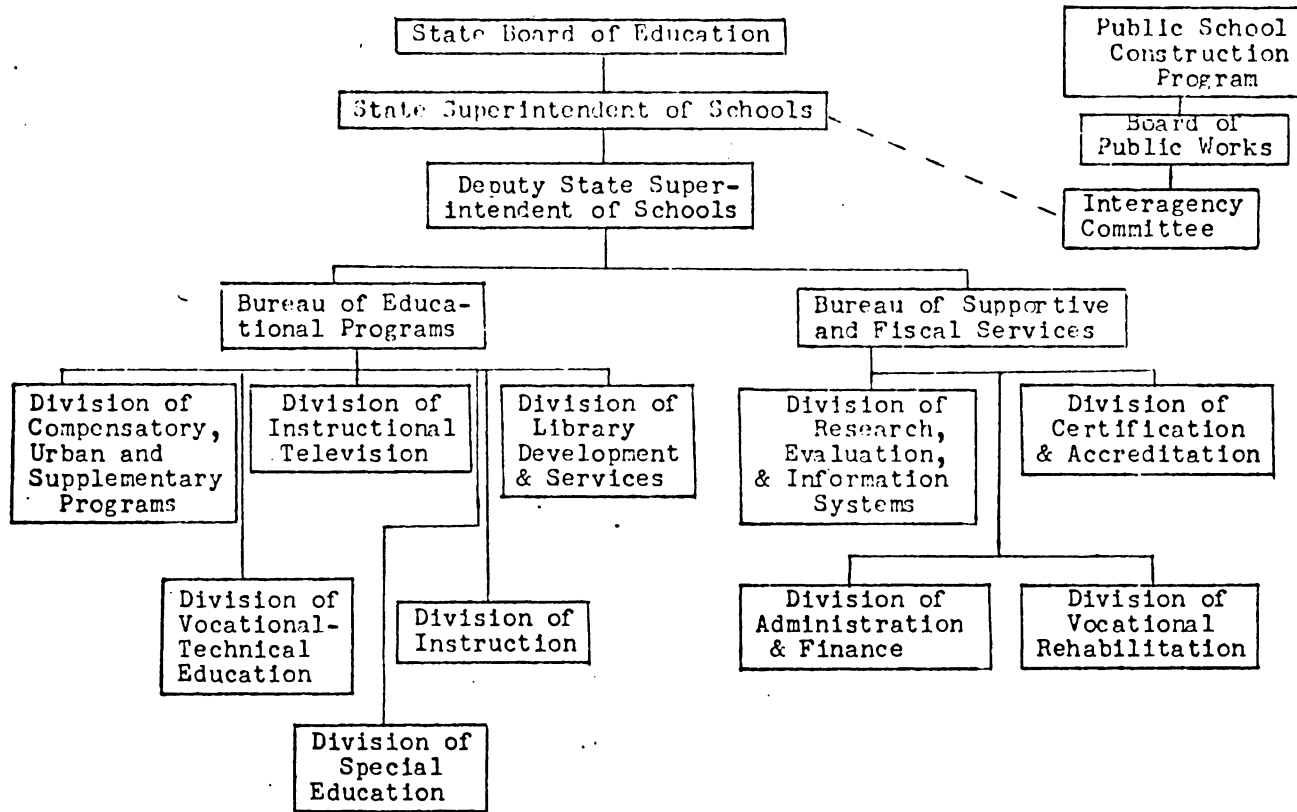


FIGURE I

MARYLAND STATE DEPARTMENT OF EDUCATION

ORGANIZATION CHART

The findings are discussed relative to the following information for each agency: number of top-level administrators who are involved in setting departmental policy, number of divisions or units within the department; number of divisions which are support-service oriented; size of the department staff; size of the department budget; degree of department reliance on federal funds; extent of department involvement in service delivery; and degree of department autonomy in the matters of facilities construction and budget preparation and approval, and degree of centralization of the planning process.

Maryland State Department of Education (MSDE). The State Department of Education was the only major State agency which was a non-Cabinet agency. Policy-making responsibility for statewide elementary and secondary education was vested in the State Board of Education (MSBE) which was served by the Maryland State Department of Education, and headed by the State Superintendent of Schools. In addition, a Departmental Executive Committee, composed of Division Chiefs, was responsible for making recommendations to MSBE on important policy matters. The State Department was comprised of ten divisions, headed by one of two bureaus. The Bureau of Administration and Finance (BAF) was responsible for the coordination of four divisions which provided

support services both to the State Department and to the local education agencies. The Bureau of Educational Programs (BEP) was responsible for the coordination of six divisions which provided educational services. BEP also contained an Office of Field Services (OFS) the mission of which was to serve as liaison between BEP and the LEA's. OFS operated four regional coordinating committess for this purpose.

MSDE had a staff of 1,290 State level positions authorized in fiscal year 1973. Its total expenditures for the same fiscal year were \$422,602,160 (making it the largest budgeted human service agency) with \$77,286,976 of that total being federal funds (approximately 18%). (The Maryland State Budget, Jan. 1974, Volume II)

The MSDE was not involved in the actual operation of educational programs. This was, of course, a local function. MSDE viewed its roles in the provision of educational services as those of leadership, consultation, and administration. (Division of Research, Evaluation, and Information Systems, "Competency-Based Teaching," 1974)

Compared to the other Departments, MSDE was relatively autonomous in the planning and construction of facilities. All State agencies except MSDE submitted requests for construction to the Board of Public Works. All approved requests then became part of the General Construction Loan

Program submitted to the Legislature. Because of legislation in 1971, an Interagency Committee for School Construction (IAC) was established under the chairmanship of the State Superintendent of Schools to administer the Public School Construction Program. The State of Maryland thus provided full financial support for the public education capital budget, and this was accomplished through a program separate from the General Construction Loan. The IAC had membership from MSDE, and the Departments of State Planning, and General Services.

Although MSDE enjoyed relative autonomy in the preparation and submission of its capital budget, operating budget preparation followed the standard procedures for all State agencies. Line-item budgets were submitted to the Department of Budget and Fiscal Planning (DBFP), which presented all budget requests with its recommendations yearly to the Governor.

Both the planning and budgeting processes were rather diffuse in MSDE, having been accomplished for the most part at the divisional level. The planning process had traditionally followed the yearly budgeting process. DBFP sent notices to the divisions to prepare annual budget requests. Although there was review by the Executive Committee of MSDE, DBFP requested necessary revision to be performed at the division level. In response to federal

requirements, some of the divisions had prepared State plans, further decentralizing Departmental planning. The Executive Planning Process, ordered by the Governor, in 1974, however, changed the capability and direction of Departmental planning. State agencies were required to submit yearly to the Governor, the legislature, the Department of State Planning, and the Department of Budget and Fiscal Planning, a single document which incorporated long and short range plans, followed by budget requests enumerated year-by-year for a five-year period. The Office of Planning Services within MSDE had responsibility for preparing this plan, and succeeded in bringing a significant degree of centralization to the planning process.

Department of Health and Mental Hygiene (DHMH). The Maryland Department of Health and Mental Hygiene (DHMH) was established in 1969 as a new cabinet-level department, consolidating and expanding the functions of the major State departments, boards, and commissions charged with providing or monitoring health, mental hygiene, juvenile, and related services. (DHMH Executive Plan, Volume I) The Department was organized under the leadership of a Secretary, Deputy Secretary, and three Assistant Secretaries. The Office of the Secretary included a number of agencies and functions, which were relatively independent of program administration.

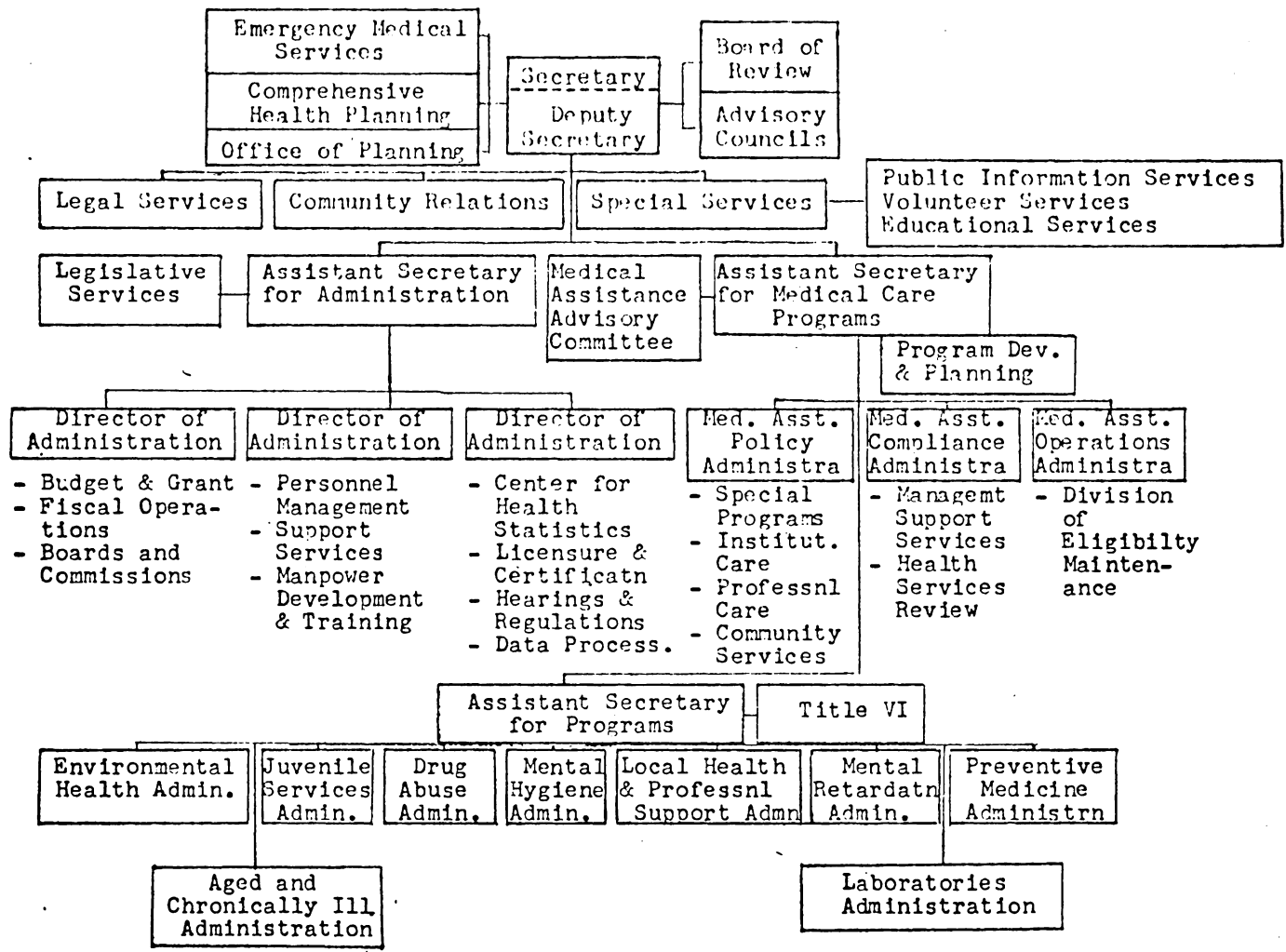


FIGURE II
 DEPARTMENT OF HEALTH AND MENTAL HYGIENE
 ORGANIZATION CHART

Examples of these agencies and functions included the Comprehensive Health Planning agency, the State Planning and Advisory Council for Developmental Disabilities, and Emergency Medical Services. The Office of the Secretary also included units for legal services, departmental planning, public information, and community relations.

The Assistant Secretary for Programs was responsible for nine major program administrations. Under the direction of the Assistant Secretary for Medical Care Programs were those units which administered the Maryland Medical Assistance Program. The Assistant Secretary for Administration headed all management and control responsibilities. This structure indicated two levels of policy-making within the Department -- the one at the level of the Secretary and Assistant Secretaries, and the other at the level of the program administrators. DHMH was the largest human service agency in terms of staff, with 12,321 positions authorized in fiscal year 1973. The Department's total expenditures for that year amounted to \$356,250,599. The Federal fund expenditures represented \$31,092,910 of that amount -- approximately 9%. (Maryland Budget Book, Volume I)

The DHMH was involved in actual delivery of services, unlike MSDE. It operated a number of State institutions and provided outpatient treatment at many. Non-institutional services were generally delivered in

conjunction with the county and the city health departments.

Since DHMH was a cabinet agency, it followed standard procedures outlined above for budget preparation and for the planning and construction of facilities. The planning structure in DHMH was rather flexible. Recently, a Planning Office was created in the Office of the Secretary. This was the first evidence of a centralized planning process. A task force with membership from all major units was working with the Planning Office to prepare the Department's Executive Plan. Another recent development was the creation of a position of Director of Research and Program Evaluation which had responsibility for developing a patient Data System to provide information pertinent to program evaluation.

Department of Employment and Social Services (DESS).

The Department of Employment and Social Services (DESS) was created as a cabinet-level agency in 1970, combining the separate agencies for employment services and social services.

DESS was responsible for four major operating units and three consolidated administrative units. In addition, the Department had responsibility for administering a number of Statewide Commissions and Councils representing the interests of various target populations -- (DESS Executive

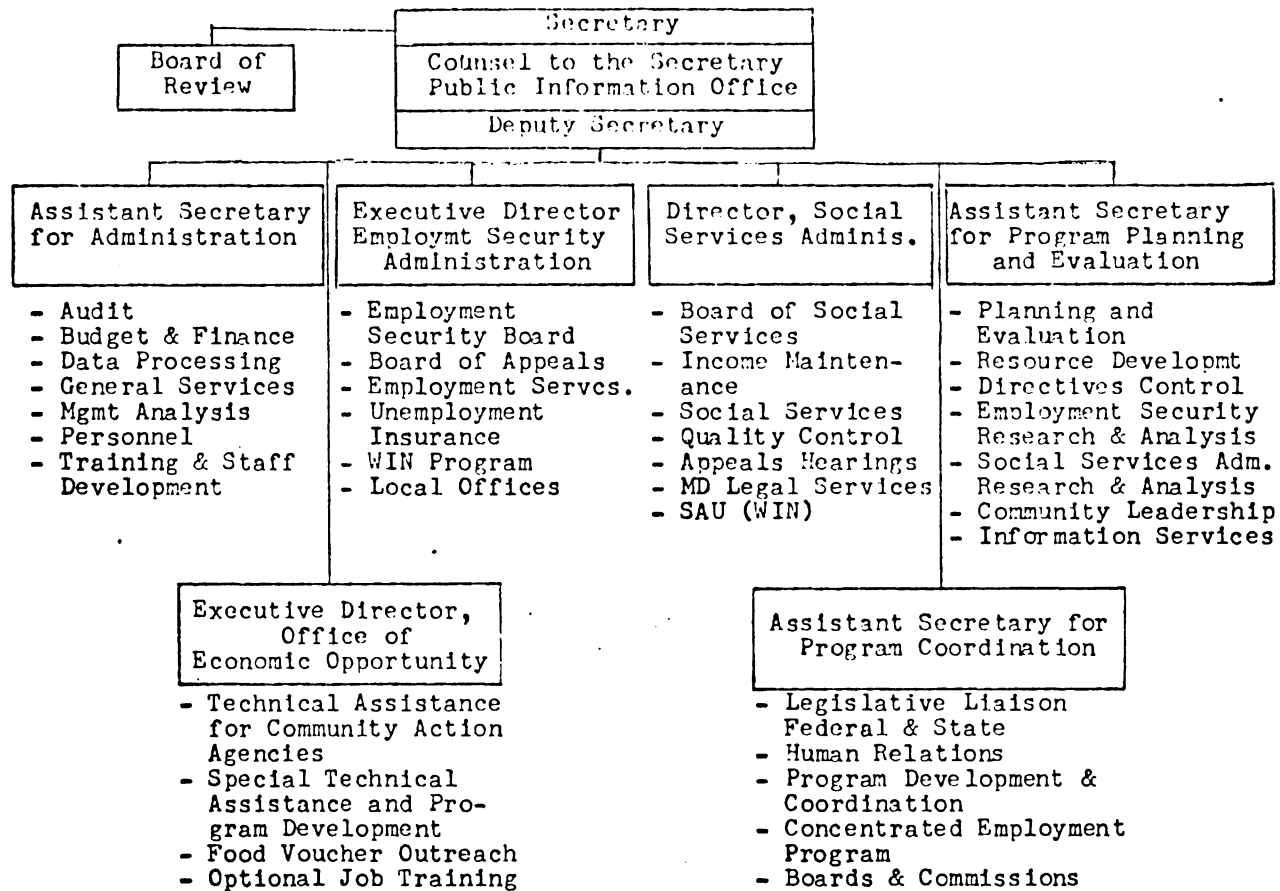


FIGURE III
 DEPARTMENT OF EMPLOYMENT AND SOCIAL SERVICES
 ORGANIZATION CHART

Plan, p. LRP-1) for example, veterans, youth, Spanish speaking people, women, etc. DESS had a staff consisting of 2,893 state-level positions as authorized for fiscal year 1973. Its total State expenditures for that year were \$263,579,106, of which Federal funds in the amount of \$162,742,977 constituted approximately 61%.

In terms of its involvement in actual service delivery, DESS has supervisory responsibility for locally-administered social services programs. In addition, it initiates and administers programs of its own (for example, it acted as Comprehensive Employment Training Act (CETA), prime sponsor for the balance of the State). DESS's Office of Program Coordination initiated and operated new programs not specifically identifiable with other operating agencies, for example, the Maryland Services Corps. For most of its programs, however, DESS served primary administrative and technical assistance roles.

Most of the DESS programs were funded in large part by the federal government; therefore, planning, budgeting, monitoring, and evaluation activities were largely directed toward meeting federal requirements. DESS created a centralized planning unit in the Office of the Secretary. Planning for social services was a different process than planning for employment services. State-level program specialists were responsible for identifying needs,

establishing priorities, and developing plan outlines for the social services. The counties then used these outlines to develop their own plans. Planning for employment services was a responsibility of the CETA prime sponsors. Thus, the two major divisions of the Department did not follow the same planning process. Because of frequent shifts in federal programs and policies, the Departmental planning process was burdened with a great deal of budgetary uncertainty. Again, the State Executive Planning Process was an aid to this agency in developing Departmental policy and plans.

Department of Economic and Community Development (DECD). The Department of Economic and Community Development (DECD) was established in 1970, bringing together the functions of thirteen previously existing divisions, agencies, and commissions dealing with business and industrial development, and historical preservation. Additional divisions relating to housing and community development were created and made part of the new DECD. DECD could not be considered in its totality as a human service agency. Its Economic Development programs, while ultimately directed toward the creation of job opportunities, were not direct human service programs in this regard. It was the Community Development and Housing programs which could be

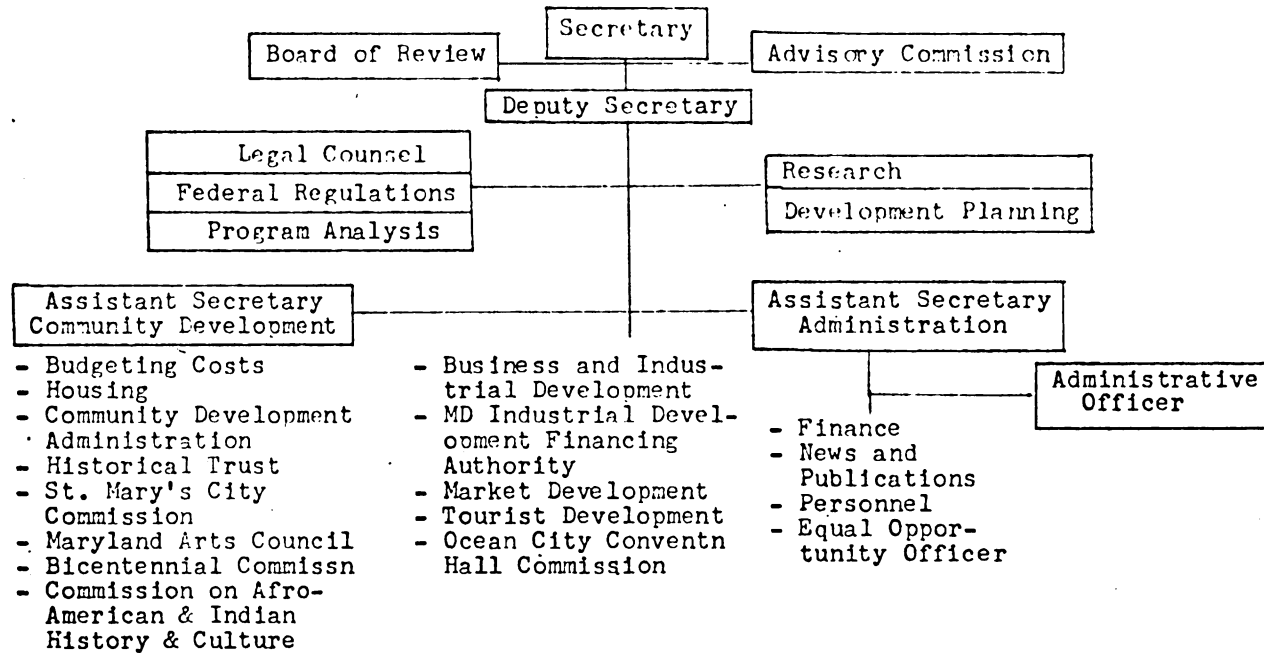


FIGURE IV.
DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT
ORGANIZATION CHART

considered to operate direct human services. This Department consisted of three major functional areas: economic development, consisting of five divisions; community development, consisting of two types of organizations -- five historical and cultural agencies and three local government assistance and housing organizations; and support services, consisting of seven divisions.

This was a relatively small agency, with a 1973 staff size of 174 and a total expenditure for that year of \$4,763,113. Federal funds accounted for \$737,474 of that total -- about 15%. However, since 1973, the Housing and Community Development components had been greatly expanded.

Aside from its administrative duties, DECD was involved in some direct services to the State. Its Division of Business and Industrial Development was responsible for attracting new industry and encouraging the expansion of existing firms, with the ultimate goal being an expansion of job opportunities and broadening of the tax base to finance State and local governments. The Division of Tourism Development provided information services to the public and was responsible for developing State tourist facilities. The Division of Market Development was directly engaged in assisting the seafood industry in all matters of production and marketing. Cultural and Recreational services were provided by the Commission on Afro-American

and Indian History and Culture, the Ocean City Convention Hall Commission, the Maryland Arts Council, the Bicentennial Commission, and the Maryland Historical Trust. The Division of Housing was primarily a housing finance agency. The Community Development Administration was responsible for assisting local governments in identifying and assessing community development needs and issues, and for initiation and implementation of demonstration programs. DECD was, therefore, involved in delivery of Statewide services, and in the administration of those services which were primarily operated at the local level.

In the context of Departmental planning, concurrent planning efforts proceeded in both economic and community development. While Community Development Planning was program oriented, Economic Development Planning was focused under an overall economic development planning process. DECD did not build its own facilities, but rather assisted other agencies, public and private, in the development of facilities consistent with Departmental objectives. DECD also prepared an Executive Plan, but at the time of this writing, the plan was a composite of divisional plans. This agency functioned with regard to the budgeting process similarly to other cabinet-level agencies.

Department of Public Safety and Correctional Services (DPS&CS). The Department of Public Safety and

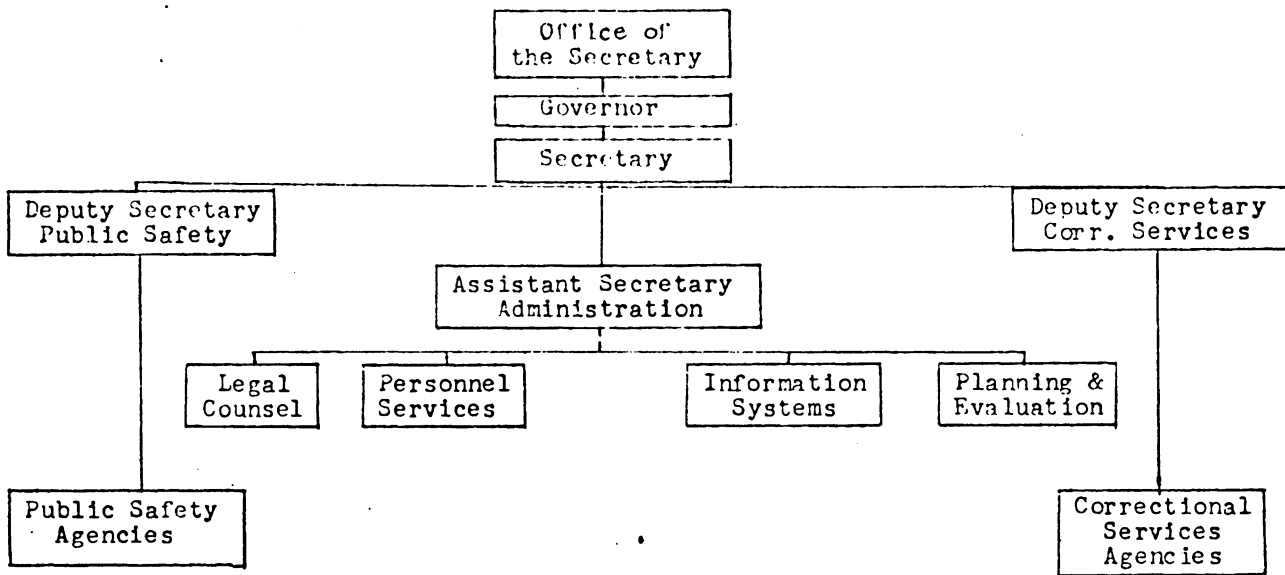


FIGURE V .

DEPARTMENT OF PUBLIC SAFETY AND CORRECTIONAL SERVICES

ORGANIZATION CHART

Correctional Services (DPS&CS) created in 1970, comprised fourteen operating units and two advisory boards. DPS&CS consisted of two major parts, represented by the Deputy Secretary for Public Safety and the Deputy Secretary for Correctional Services. Public Safety consisted of six agencies, Correctional Services consisted of six agencies/institutions/boards, and Administration consisted of four types of support services.

DPS&CS had a 1973 staff of 4,687. Its total expenditures for that year were \$68,204,265, with \$601,169 of that amount being federally funded--about 1%.

DPS&CS had direct service delivery responsibilities in its operations involving Maryland State Police, Civil Defense, State Fire Marshall, Criminal Injuries Compensation Board, Handgun Permit Review Board, correctional institutions, inmate grievance commissions, and parole and probation. The correctional system was primarily a State responsibility. Like all other cabinet-level agencies, DPS&CS submitted to annual operating and capital budget preparation and review.

Until the preparation of its first Departmental Executive Plan, no Departmental plan for DPS&CS existed. Most planning had occurred at the divisional level and was essentially program planning. The present Executive Plan at this writing, was a composite of division plans.

Summary and Conclusions. The organizational and procedural aspects of the five human service agencies outlined above are summarized in Table III. The portion of Table II dealing with Inter-agency Relations is useful for placing this agency information in the perspective of feasibility for services integration. The size of the agencies is measured by its staff and budget. In terms of staff, the Department of Health and Mental Hygiene was by far the largest of the five agencies. The variance in staff size was great--the largest being over 12,000 and the smallest being under 200. Of the five agencies, one may be said to have had a large staff, three to have medium-sized staffs, and one to have a small staff. In terms of operating budgets, the Department of Education was the largest of the agencies, with the Department of Health close in size. The variance in the size of the five agencies' budgets was also large, with the range being from over \$400 million to under \$5 million. Three agencies may be said to have had comparatively large operating budgets, one to have a medium-sized budget, and one a relatively small budget. The previous categorizations are summarized as follows:

TABLE III
 ORGANIZATIONAL AND PROCEDURAL ASPECTS OF
 HUMAN SERVICE AGENCIES

AGENCY	MSDE	DESS	DHMH	DECD	DPS&CS
CHARACTERISTIC					
No. administrators making departmental policy ^{a, b}	12	9	18	22	18
No. sub-units	10	7	15	20	16
No. support service units ^c	4	3	3	7	4
Size of staff ^d	1,290	2,893	12,321	174	4,687
Size of budget ^d	\$422,602,160	\$263,579,106	\$356,250,599	\$4,763,113 ^e	\$68,204,265
Reliance on Federal funds ^d	18%	61%	9%	15%	1%
Extent involvement in service delivery ^f	None	Medium	Med-High	High	High
Degree of autonomy in facilities planning ^f	High	N/A	Low	N/A	Low
Degree of autonomy in budget preparation ^f	Low	Low	Low	Low	Low
Degree of centralization of planning process ^f	Medium	Low-Med	Medium	Low-Med	Low

TABLE III (CONTINUED)

^a Each agency has three levels of administration--the Secretary and Deputy Secretary (Superintendent, MSDE), the Assistant Secretaries (Bureau Chiefs, MSDE), and division or major program administrators. This characteristic refers to the inclusion of administrators in levels responsible for departmental policy-making.

^b Sources: Agency Executive Plans and knowledge of Department of State Planning's Human Services Planning and Coordination Project staff.

^c Source: Agency Executive Plans.

^d Source: The Maryland State Budget for the Fiscal Year ending June 30, 1975. January, 1974, Volumes I and II. (Figures represent actual 1973 expenditures).

^e These are primarily "pass-through" funds.

^f Sources: Present Status and Future Directions of the Human Services Planning and Coordination Projects. Maryland Department of State Planning, December, 1974, and participant observation.

Budget Size/ Staff Size	Large	Medium	Small
Large	DHMH		
Medium	MSDE DESS	DPS&CS	
Small			DECD

The findings of the literature review indicated that the size of the agencies considering some type of services integration was important to the feasibility of undertaking the effort. Table II shows that the integration of services of two or more agencies which are large in size may be difficult.

The diagram of Maryland human service agencies shows only one small agency and one medium-sized agency of the five under consideration. The Department of Education had the largest operating budget and the Department of Health the largest staff, making these the two largest agencies, though Department of Employment and Social Services was also a comparatively large agency.

The Executive reorganization of 1969 and 1970 was responsible for the large size and relatively small number of State agencies. This suggested that further consolidation of agencies would not have been desirable at the time of this writing. However, joint program administration may have been both desirable and feasible in some cases. Examples of

this trend in Maryland are reviewed in Section 3 of this chapter.

Another aspect of interagency relations found to affect services integration efforts was the extent of the diffusion of power in the agencies. Each of the Maryland human service agencies concentrated decision-making power in its chief executive--the State Superintendent of Schools in MSDE and the Department Secretary in the other four agencies. Each agency had a second level of management--the two Bureau Chiefs in the MSDE and Assistant Secretaries in the four other agencies. The third level of decision-making authority rested with the division chiefs in each agency. Although the five agencies had similar structures in this regard, they differed according to the amount of power exercised by the second and third levels. Information on the various levels of inclusion in decision making was obtained from Department of State Planning Staff.

Table IV shows that the greatest variation among agencies occurred at the inclusion of Levels 2 and 3 in the power structure. Decision-making at level 2 in MSDE was almost nonexistent, whereas in DESS, level 3 had very little say in Departmental policy. Since DECD was a composite of fourteen previously existing agencies, level 3 decision-making was more significant than level 2. All three levels were important for decision-making in the

TABLE IV.

STRUCTURAL VARIABLES OF INTERAGENCY RELATIONS

Agency	MSDE	DHMH	DESS	DFCD	DPS&CS
Structural Variables					
Size of Agency budget staff	Large Medium	Large Large	Large Medium	Small Small	Medium Medium
Diffusion of Power ^a	Level 1 Level 3	Levels 1, 2, and 3 policy-1 issues-2 opertg-3	Level 1 ^b Level 2	Level 1 Level 3	Level 1
Formal Rules; - State law ^c	high constraints	medium	medium	low	detailed legislative mandates
- Federal requirements	medium	medium	high constraint	low	low
- Departmental policy	written by-laws	depart- mental regulations	depart- mental regulations	eligi- bility re- quirements for program adminstrn	No

^aThis characteristic refers to the number of levels involved in policy-making. Level 1: Chief Executive and Deputy
Level 2: Assistants to Chief Executive
Level 3: Division or Major program administrators

^bThis variable is not as relevant to DESS as to other agencies since Federal requirements leave little room for Departmental policy/initiatives.

^cThis characteristic refers to both the volume of State law and the degree to which the agency has control over the formulation of State law.

Department of Health, whereas in DPS&CS all significant decision-making involved level 1.

The next aspect relevant to interagency coordination was the amount and degree of formal rules and policies. The literature revealed that when formal rules abound, management flexibility is limited. All Maryland agencies were constrained to a certain extent in their operations by federal and state law; some were also constrained by federal requirements for receiving grants. Another factor considered was whether departmental policies were written or unwritten. DESS was heavily constrained by federal requirements, since it received more than half its operating budget from the federal government. Although federal funds constituted only about 18% of MSDE's operating budget, they were concentrated rather heavily in several operating divisions--Vocational-Technical Education, Library Development, Compensatory, Urban and Supplementary Programs, and Vocational Rehabilitation. Each of these divisions prepared separate state plans to satisfy federal requirements. Likewise, DECD's overall reliance on federal funds was only 15% but almost half of the Community Development Administration's funds came from the federal government. It may be safely stated that certain State human service programs were developed and maintained largely because of the availability of federal funds.

A large body of State law had developed relative to the regulation of public education. Since other human services were more recently developed at the state level, State law was less constraining. The only exception was DPS&CS, the functions of which were enforcing civil and criminal law. The Department of Education was, in addition, the only one of the five agencies to be governed by written Departmental by-laws. It would seem by this analysis that MSDE had limited management flexibility due to formal legislation, federal requirements and its own by-laws.

The process variables of interagency relations noted in Table II are discussed subsequent to the findings on Maryland interagency cooperation and program inventories of the five human service agencies. The findings related to structural variables of interagency relations are summarized in Table IV.

Mandated Services and Major Policy Directions of the Five Human Service Agencies

This subsection reports the findings concerning mandated programs and services and major policy directions of the five Maryland human service agencies. These findings are an aid in the analysis of agency compatibility in terms of domain and ideological consensus. Agency service mandates constitute what Benson (1973) terms agency domain (claimed roles and functions). Major policy directions can be equated

to Benson's term agency ideology (specific service methods and goals). Agency domains and ideologies have been shown (Benson, 1973) to be important aspects of the potential extent of agency interaction.

Maryland State Department of Education (MSDE). The Department of Education was mandated by the laws of the State to provide the following educational services: certification and accreditation of all certificate, diploma or degree granting institutions; vocational rehabilitation, and placement for all whose capacity to earn a living had been impaired because of physical or mental disability; State share of basic current expenses for public education; special education for all handicapped children through age twenty; State aid to public libraries and total State funding of school building construction. Other educational services were authorized within State law, but not required.

The MSDE elaborated on its "program development priorities" in its Executive Plan, though among the nine identified areas needing greater development, an order of importance was not attached. The MSDE program development priorities as stated in 1974 were as follows: adult basic education (1970 census data indicated that over 47% of Maryland residents 25 years of age and over had not completed high school); compensatory education (over 140,000 education-

ally disadvantaged children in the State between the ages of 3 and 17 were not particularly in any compensatory program); curriculum development (primarily school-community centers, reading, bilingual education, and programs for the gifted); early childhood education; instructional television utilization; pupil services; school media services; special education (full services required by State law and district court decree by 1980) and vocational rehabilitation.

The MSDE Executive Plan also discussed particular long range planning strategies which were treated as major policy directions. Three components of a planning strategy which the Department planned to pursue were: interagency cooperation and coordination at the State and federal level, participation of local systems in MSDE planning, and long range needs assessment studies (pp.III-1-2).

Department of Health and Mental Hygiene (DHMH). The Department of Health and Mental Hygiene was mandated by State law to provide the following services/programs: preventive medicine, laboratory testing, community home care services, day care for the elderly, air quality control, treatment and rehabilitation of the mentally ill, comprehensive health planning, health services cost review, board of sanitation, board of dental examiners, board of medical vital records, prevention and treatment of juvenile antisocial behavior,

alcoholism control, drug abuse services, mental health examiners, board of pharmacy, board of examiners of nurses, board of examiners in optometry, board of osteopathic examiners, board of chiropractic examiners, board of physical therapy examiners, board of examiners of psychologists, anatomy board, board of podiatry examiners, board of examiners of nursing home administrators, commission on kidney disease, board of examiners of audiologists and speech pathologists, commission on hereditary disorders and developmental disabilities commission.

Departmental policy was discussed in the DHMH Executive Plan. De-institutionalization was an overall Departmental goal. DHMH planned to utilize the local health agencies as the center for provision and coordination of community health and juvenile services. Previously, preventive health care had been emphasized, later, the Department began to stress the delivery of primary health care services and development of community-based outpatient services.

Department of Employment and Social Services (DESS).

The Department of Employment and Social Services was required by State law to provide the following services/programs: public assistance payments, social services, work registration by food stamp applicants, unemployment insurance program,

job corps, employment for public assistance recipients, and the committee on migratory labor.

The major policy directions of DESS were discussed in the Executive Plan. Program planning and evaluation was to become an ongoing part of every program. Program/service priorities had been determined to be child protective services, job training for public assistance recipients and the working poor, and extension of unemployment insurance coverage. Efforts to ensure effective coordination with agencies offering similar services were also a Department priority. Prevention of unnecessary institutionalization of adults was another DESS policy. Employment Services Division shifted service emphasis from the non-job-ready to the job-ready and providing job development services to employers. The Maryland Service Corps was to concentrate its activities on expanding opportunities for volunteer service.

Department of Economic and Community Development (DECD).

The Department of Economic and Community Development was required by State law to provide financial and technical aid to local governments in assessing and improving the quality of community life and housing finance services. In addition, the Commission on Afro-American and Indian History and Culture was required to conduct activities which led to the preservation of the culture and history of those two groups. Only

Community Development and Housing Programs are considered since these were the human service programs.

Major policy directions of these components of DECD were enumerated in its Executive Plan. The Division of Housing was charged with fostering expansion of housing opportunities and as such concentrated on providing a wide range of financing mechanisms and technical assistance to local governments, private industry and the individual consumer. Future plans included emphasis on State-supported housing projects for the elderly, deinstitutionalization of care for the elderly, providing a pilot program of sheltered housing for the elderly, and expansion of employment services to persons over 60 years of age. A chief policy direction of the Community Development Administration included the analysis of DECD's impact on community development and housing financing.

Department of Public Safety and Correctional Services (DPS&CS). The Department of Public Safety and Correctional Services was mandated by Maryland law to provide the following services/programs: supervision of all State adult correctional institutions, diagnosis and classification of all inmates, inmate grievance commission, law enforcement teletype system, maintenance of permanent criminal records, handgun permit unit, motor vehicle inspection, trucking enforcement, police and correctional training, civil defense

and emergency planning, fire prevention and criminal injuries compensation board.

Major policy directions were discussed in DPS&CS's Executive Plan for its two major components--public safety and correctional services. The most critical need identified for Maryland State Police was that of defining the role of the State Police. Expansion of in-service training for police was planned. Increasing the availability and accessibility of the services of the inmates grievance board was also planned. The major policy direction of corrections was community-based and diversionary programming; i.e., nonresidential and community-based residential programs. In concert with this policy direction, the Division planned to implement mutual agreement programming (including the inmate's personal recommendations and preferences) and greater flexibility in the offender intake process. Parole and Probation were to stress the development of adequate screening and evaluation programs and of adequate supervision programs. Presentence investigation was a Division priority, as well as encouragement of the use of probation as a sentencing alternative.

Summary and Conclusions. In summary of the information presented in this subsection, some commonalities in agency domains and ideologies are briefly discussed. In

terms of mandated services, employment-related programs seem to permeate each of the five agencies. Services to the handicapped are within the domains of MSDE, DHMH, DPS&CS, and DESS. Services to the aged are particularly important in the program operations of DHMH, DESS, and DECD. Economically disadvantaged persons were a special target group for services of MSDE and DESS, while economically depressed communities were particularly heeded by DECD. Children's services were the province of MSDE, DHMH, and DESS. While it can be seen that most of the agencies serviced similar target groups, agencies differed by primary service orientation; i.e., education, health, etc.

Similarities were also noted among agencies' ideologies as evidenced in their explicit major policy directions. Deinstitutionalization was a common policy theme for DHMH and DPS&CS. MSDE and DESS played less direct roles in this regard. Increasing the job flexibility of the employed adult population was a policy concern for MSDE, DESS, and DECD. On a managerial level, each of the agencies expressed a need to emphasize interagency coordination in the provision of human services, greater involvement of local officials in the decision-making processes and program planning and evaluation.

In other respects, the major policy directions as stated in the agencies' Executive Plans were program-

related and thus did not provide a sufficient basis for interagency comparison at this level. The findings of the program inventory reported in a later subsection provides a more detailed framework for interagency comparison.

Types of Interagency Coordination Currently Existing

Interagency coordination among Maryland human service agencies took place more frequently on a service-by-service basis than on a basis of combined assistance to similar target populations. That is to say, each agency typically provided the service or services it felt to be required, and very little interagency planning for services to a common target group occurred. Maryland had no comprehensive agency for providing all human services. Neither did the State have a coordinating and/or policy-making board for arbitrating problems and issues regarding agency service domains. Most cooperative arrangements had their origin in federal requirements.

Several sources were used to determine the kinds and extent of interagency coordination: the Human Services Planning and Coordination Project Status Report of 1974, staff knowledge and experience, agency executive plans, and an unpublished issue paper of the Department of State Planning (DSP) on human services coordination in Maryland (1975). The DSP coordination paper offered a common criticism of the

new cabinet system of State Government: that a coordinated continuum of services was not available for particular age or target groups. Each agency defined its target groups on the basis of the services it provided--a result of specialized functionalism in the conception, planning, and delivery of human services. Fiscal constraint, rather than federal program requirements began to motivate and result in greater interagency coordination. A pertinent example is provided in the area of services to handicapped children. The Maryland Association for Retarded Children (MARC) won a district court order subsequent to Senate Bill 649 (1973), to the effect that all handicapped children were to be provided a free public education. DHMH had previously played a rather large role in educating handicapped children in State-run health institutions. Now this was to be the responsibility of the local boards of education. A series of service agreements were signed by both departments in which DHMH concurred with continuing some of its services until 1980 or as soon as the education agencies could assume full responsibility. Some of the cooperative arrangements made in this regard included: sharing personnel, joint use of personnel services, joint funding, purchase of service, outreach and intake, joint planning and programming, comprehensive needs assessment and case coordination.

The Department of State Planning (DSP) and Budget and

Fiscal Planning (DBFP) acted as overall coordinative agencies in several respects. Both agencies reviewed departmental Executive Plans with an eye to duplication of efforts by several agencies. DBFP reviewed and approved all agency operating budgets; DSP did the same for agency capital budgets. DSP's State Clearinghouse was a pass-through for all requests for State and federal grant money; this presented another opportunity for a comprehensive review of agency programs. DSP's Division of Local and Regional Planning had responsibility for coordinating human and natural resources on those levels. Those two agencies had primary responsibility for seeing that the current checks and balances were maintained. There was still no agency which performed comprehensive needs assessment for human services.

Among the five human service agencies, the following types of coordination were found:

Department of Public Safety and Correctional Services (DPS&CS) had arranged with the Division of Vocational Rehabilitation (DVR) of MSDE for inmate referrals to this agency; with the Division of Vocational Technical Education (DVTE) of MSDE to provide supplemental funding for six vocational shops in correctional institutions; with the Employment Security Administration of DESS to provide job

placement and counseling services; and with DHMH to provide drug counselors. The mechanisms for human services integration employed in the above coordinative arrangements were unwritten service agreements, sharing of personnel, joint use of support services, joint funding, purchase-of-service information, referral and follow-up and case coordination.

Maryland State Department of Education (MSDE) solicited the support of other human service agencies in one major effort: the provision of services to handicapped children. The recently inaugurated Special Services Information System (SSIS) located in the Division of Special Education, was a computerized information system which attempted to provide accurate statistics on the number of handicapped children in the State by type of handicapping condition, county of origin, servicing agencies, and status of need for service. Obtaining such information required the participation of the data-processing units of DHMH and DESS.

The provision of educational services to all handicapped children in the State was a task for

which neither the State Department nor the local education agencies were prepared. The greatest problems were lack of adequate funding, transportation, and supervisory personnel. Thus, the MSDE was seeking continued support in these areas from DESS and several administrations of DHMH by means of written agreements. The type of mechanisms involved in these coordinative efforts have already been noted.

The responsibility for providing employment services was divided among several agencies--DESS, MSDE and DECD. A written formal agreement had been promulgated by the Maryland State Employment Service of DESS and the Division of Vocational Rehabilitation of MSDE to establish effective working relationships in providing employment services to handicapped persons. Such an agreement was required by the Vocational Rehabilitation Act of 1965 (P.L. 333). This same Act also required a formal agreement between the Division of Vocational-Technical Education of MSDE and the Employment Service Division of DESS. This agreement had become part of the DVTE's annual State Plan. DVTE also received funds to provide occupational training programs in concert with CETA (Comprehensive

Employment and Training Act) prime sponsors. DESS acted as prime sponsor for the balance of the State (Eastern Shore and Southern Maryland). The types of mechanisms for human services integration employed in the above arrangements were: written service agreements, joint funding mechanisms for information and referral, and joint programming.

Department of Health and Mental Hygiene (DHMH) cooperated with DESS in the provision of services to the elderly (adult day care, nursing, and domiciliary care). DESS provided a range of support services to elderly in DHMH-run institutions. No formal agreements regulated these coordinative efforts.

The Maryland State Planning and Advisory Council for Developmental Disabilities was also located in the Office of the Secretary, DHMH. This agency was created under the Developmental Disabilities Act of 1970, and included in its planning and coordinative activities input from six DHMH administrations, DVR of MSDE, and the Social Services Administration of DESS.

In addition to coordinative efforts initiated by one or more of the human services agencies, there

were a number of interagency task forces in the State which focused on a particular service problem and/or target group. The following information on interagency task forces was obtained from DSP staff responsible for the Human Services Planning and Coordination Project.

The Maryland 4-C's Committee (Community Coordinated Child Care) was an independent agency that was interdisciplinary in its focus. It was organized in 1969 in response to federal directives that child care and development programs be coordinated at the State and local level. The Maryland State Plan for Coordinated Child Development Services provided a basis for interagency planning. Committee membership included representation from MSDE, DESS, DHMH, DECD, and DSP. As a coordinative body, however, the 4-C's was not very powerful, since it had no regulatory or fiscal authority and had severe limitations in the small size of its staff.

The Maryland 4-C's Committee also sponsored a Task Force for Handicapped Children, and an Interagency Committee for Child Development, both with representation from the State agencies on the Committee.

The Regional Planning Council for the

Baltimore Metropolitan Area sponsored a Task Force on Domiciliary Care and an Area Housing Council, both with representation of the major State human service agencies (except MSDE) and DSP.

The Office on Aging, another independent State agency, like the 4-C's, sponsored an Inter-agency Commission on Transportation for the Elderly/Handicapped.

In addition, two departmental-sponsored task forces were created: DPS&CS's Interagency Task Force to Inventory Outside Resources for Corrections and MSDE's Schifter Task Force on the Joint Provision of Services to Handicapped Children.

Each year, the General Assembly created several study commissions to focus on a particular human service problem area. As a result, there were a number of these Commissions, some lodged within a State agency, and some independent.

The Human Services Planning and Coordination Project. The Department of State Planning had several staff members working on a federally-funded human services planning and coordination project. The project was directed primarily at providing technical assistance to, and enhancing the planning capacities of, the

TABLE V
MECHANISMS FOR HUMAN SERVICES INTEGRATION
CURRENTLY EXISTING IN MARYLAND

Linkage	Agencies	Services
STRUCTURAL Super Agency	None	-----
State Board	None	-----
Lead Agency	DESS with MSDE MSDE with DHMH MSDE with DESS	CETA prime sponsor. Education of handicapped children.
Coordinative Statewide Planning	DSP and DBFP	Review agency budgets, plans, grant applications
Multi-Service Centers (planned)	All govern- mental	Integration and co-location of community services
PROCEDURAL Service Agreements	MSDE, DHMH DESS, MSDE DESS, MSDE DESS, DPS&CS DPS&CS, MSDE DPS&CS, DHMH	Educational Services to the handicapped. Employment Services to the handicapped. Occupational Training & Employment Counseling. Job Counseling & Placement. Vocational Rehabilitation. Drug Counseling.
Consolidated Personnel Administra- tion	DOP	Personnel Administration for all State Agencies.
Sharing Personnel	DHMH, MSDE DPS&CS, MSDE DPS&CS, DHMH DPS&CS, DESS	Educational services to the handicapped. Job Counselors and Library Personnel. Drug Counselors. Job Counselors.
Joint Use of Support Services	MSDE, DESS DHMH, DPS&CS	Use of the SSIS. Use of the SSIS.
Joint Funding	MSDE, DPS&CS MSDE, DHMH, DESS	Shop Equipment. Educational Services to Handicapped Children.

TABLE V (CONTINUED)

Linkage	Agencies	Services
Joint Funding	MSDE, DESS DESS, DHMH	CETA programs. Services to Elderly.
Purchase of Service	DESS, MSDE MSDE, DHMH	Job Training Services. Educational Services to Handicapped Children.
Information, Referral and Follow-up	MSDE, DPS&CS, DHMH, DESS DPS&CS, DESS DPS&CS, MSDE DPS&CS, DHMH MSDE, DESS	SSIS. Job Counselors. Vocational Rehabilitation. Drug Counseling. Occupational Training.
Outreach and Intake	MSDE, DESS MSDE, DESS DESS, DHMH	Right to Read. Child Abuse. Elderly Services.
Joint Planning/ Programming	DESS, DHMH MSDE, DESS DHMH, MSDE MSDE, DESS	Elderly Services. Employment Services. Educational Services to the Handicapped. Children's Services.
Comprehensive Needs Assessment	None	-----
Non-Categorical program administration	None	-----
Case Coordination	DPS&CS, DHMH DPS&CS, MSDE DPS&CS, DESS DHMH, MSDE	Drug Rehabilitation. Vocational Rehabilitation. Job Counseling. Educational Services to Handicapped Children.
Social Data Bank	MSDE, DESS, DHMH, DPS&CS	SSIS.
Interagency Task Forces	MSDE 4-C's RPC Office on Aging	Handicapped children-- Low-income, educationally disadvantaged. Handicapped Children. Child Development. Aged -- Domiciliary Care. Housing. Aged -- Sheltered Housing. Aged -- Transportation.

human service agencies. Several of the individual projects had potential for providing a data base for comprehensive human service needs assessment--social indicators, conditions and trends of the population and program inventories. However, the project staff did not have the necessary executive authorization to act as a policy-making or comprehensive planning agency for human services. The staff had recommended the creation of a Human Services Council to the Governor. This Council was to be composed of the Secretaries of each of the human services agencies, and would act as a policy-making and coordinative body for the provision of human services. No action had been taken on this recommendation, but it was supported in concept by the Lieutenant Governor and the Secretary of State Planning.

Table I has been used as a framework for organizing this description of interagency coordination. A summary of the information contained herein is presented in Table V. It should be noted that the mechanisms contained in Tables I and V are not necessarily mutually exclusive; that is, several could be complementary and occurring simultaneously.

Problems and Conclusions. As has been noted, there was no comprehensive planning for human services in the State

of Maryland. Planning was done on a service-by-service basis, due to the functional nature of human service agencies and the satisfaction of federal requirements. When a human service need arose which was not accorded sufficient attention in the existing system, ad hoc task forces and study commissions were convened. This indicated that there was no room for contingency planning in the existing system. In summary, there was a lack of a structural framework for coordination of human services such that a continuum of services could be provided to clients. Rather, a number of procedural arrangements for coordination (see Table V) existed, but these arrangements occurred on an ad hoc basis, and, for the most part, lacked stability.

Another problem was the organization of human services within agencies. At this writing, the creation of an Office on Aging had added to speculation that another layer of bureaucracy would arise, organized on the basis of target groups. DESS has spoken to this confusing situation in its Executive Plan:

One major issue is whether services should be organized and administered around target groups such as the aged, children, etc., or whether services should be organized functionally; i.e., health, social services, and thereby be provided to all groups who need them. This Department, consistent with the executive reorganization, has developed programs to provide services on a functional basis. Within the past year, there has been some movement toward planning for specific target groups. This has caused the Depart-

to reorganize certain programs, and in some instances, to redirect resources. The ability to engage in the most fruitful and beneficial cooperative planning requires compatible directions and philosophies. (p. 14).

In addition to these structural problems, the reliance on federal funds created a series of planning, monitoring, and evaluation requirements, particularly for DESS and DVR of MSDE, which allowed the agencies little flexibility in initiating interagency coordination or new service domains. The existing arrangement provided little impetus for interagency coordination unless federal directives or fiscal constraints required it. In sum, the human service agencies in Maryland exhibited a high degree of separation and independence from one another.

An Inventory of Programs

Operated by the Five

Service Agencies

In this subsection, programs are arrayed by provider agency rather than by client need classification. Information for developing the program inventory came from a variety of sources--agency Executive Plans, Maryland Budget Book, Agency Divisional Plans, and agency contracts. The information is displayed by the classification scheme developed for the Human Services Planning and Coordination Project of DSP, by the Research Group. This framework can be used to classify human service data by activity sector and

target group simultaneously. The following activity sectors were used:

- Preservation and Improvement of Health
- Promotion of Public Safety and Justice
- Advancement of Economic Well-being
- Promotion of Educational Development
- Provision of Adequate Housing and Community Environment
- Development of Social Potential

Each of these activity sectors has been further categorized into component dimensions.

The target population classifies the population into groups based on stages of the life cycle and special vulnerabilities. The following categories were used:

- Infant and Young Child (0-5)
- Children (6-12)
- Youth (13-18)
- Young Adult (19-25)
- Adult (26-64)
- Aged (65+)
- Disadvantaged
- Disabled/Handicapped

The program inventories are shown for each agency. The commonalities among types of services provided are summarized by servicing agency and target group and presented in Exhibit IV. (Appendix A contains another method of pre-

EXHIBIT IV
TARGET GROUP/ACTIVITY SECTOR PROGRAM INVENTORIES

Activity Sector	Target Groups							
Preservation/Improvement of Health	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
	Sickle Cell Screening	Sickle Cell Screening	Clinical Family Planning	Clinical Family Planning	Clinical Family Planning	Treatment Services	Medical Assistance	Clinical Family Planning
	Infant & Child Health	Infant & Child Health	High Risk Maternity Program	High Risk Maternity Program	High Risk Maternity Program	Adult Disease Control	Comprehensive Regional Nutrition	Hereditary Conditions
	Hereditary Conditions	Hereditary Conditions	Maternal Health	Maternal Health	Maternal Health	Continuing Care in the Community	Clinical Family Planning	Crippled Childrens Services
	Community Dental Services	Community Dental Services	Infant & Child Health	Infant & Child Health	Hereditary Conditions	Kidney Disease Program	Hereditary Conditions	Hospital Dental Services
	Dental Health Education	Dental Health Education	Hereditary Conditions	Hereditary Conditions	Community Dental Services	Hereditary Conditions	Acute Communicable Disease	Acute Communicable Disease Control
	Acute Communicable Disease	Acute Communicable Disease	Community Dental Services	Community Dental Services	Dental Health Education	Acute Communicable Disease	Acute Communicable Disease	Veneral Disease Control
	Veneral Disease Control	Veneral Disease Control	Dental Health Education	Dental Health Education	Acute Communicable Disease	Veneral Disease Control	Veneral Disease Control	Immunization
	Immunization	Immunization	Acute Communicable Disease	Acute Communicable Disease			Immunization	Screening for Children

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Preservation/Improvement of Health	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
	Hemoglobin Disorder Screening	Hemoglobin Disorder Screening	Venereal Disease Control Immunization	Venereal Disease Control Immunization	Venereal Disease Control Immunization	Hemoglobin Disorder Screening	Hemoglobin Disorder Screening	Medical Self Help Training Occupational Safety
	Medical Self Help Training	Medical Self Help Training	Hemoglobin Disorder Screening	Hemoglobin Disorder Screening	Hemoglobin Disorder Screening	Medical Self Help Training	Medical Self Help Training	X-Ray Hazard Control
	Occupational Safety	Occupational Safety	Medical Self Help Training	Medical Self Help Training	Medical Self Help Training	Occupational Safety	Occupational Safety	Radioactive Material Control
	X-Ray Hazard Control	X-Ray Hazard Control	Occupational Safety	Occupational Safety	Occupational Safety	X-Ray Hazard Control	X-Ray Hazard Control	Eating & Drinking Facilities Control
	Radioactive Material Control	Radioactive Material Control	X-Ray Hazard Control	X-Ray Hazard Control	X-Ray Hazard Control	Radioactive Material Control	Radioactive Material Control	Milk Control
	Eating & Drinking Facilities Control	Eating & Drinking Facilities Control	Radioactive Material Control	Radioactive Material Control	Radioactive Material Control	Eating & Drinking Facilities Control	Eating & Drinking Facilities Control	Drug Control Residential Hygiene
	Milk Control	Milk Control				Milk Control	Milk Control	Housing Hygiene

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
Preservation & Improvement of Health	Drug Control	Drug Control	Eating & Drinking Facilities Control	Eating & Drinking Facilities Control	Eating & Drinking Facilities Control	Drug Control	Drug Control	Recreational Sanitation
	Residential Hygiene	Residential Hygiene	Milk Control	Milk Control	Milk Control	Residential Hygiene	Residential Hygiene	Solid Waste Control
	Recreational Sanitation	Recreational Sanitation	Drug Control	Drug Control	Drug Control	Recreational Sanitation	Recreational Sanitation	Community Health Protection
	Housing Hygiene	Housing Hygiene	Residential Hygiene	Residential Hygiene	Residential Hygiene	Housing Hygiene	Housing Hygiene	Noise Control
	Solid Waste Control	Solid Waste Control	Recreational Sanitation	Recreational Sanitation	Recreational Sanitation	Solid Waste Control	Solid Waste Control	Comprehensive Health Planning
	Community Health Protection	Community Health Protection	Housing Hygiene	Housing Hygiene	Housing Hygiene	Community Health Protection	Community Health Protection	Residential and Community Services for Mental Retardation
	Noise Control	Noise Control	Solid Waste Control	Solid Waste Control	Solid Waste Control	Noise Control	Noise Control	Drug Abuse Programs
	Comprehensive Health Planning	Comprehensive Health Planning	Community Health Protection	Community Health Protection	Community Health Protection	Comprehensive Health Planning	Comprehensive Health Planning	

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Preservation & Improvement of Health	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
	Residential and Community Services for Mental Retardation Drug Abuse Programs	Residential and Community Services for Mental Retardation Drug Abuse Programs	Noise Control Comprehensive Health Planning Residential and Community Services for Mental Retardation Drug Abuse Programs	Noise Control Comprehensive Health Planning Residential and Community Services for Mental Retardation Drug Abuse Programs	Noise Control Comprehensive Health Planning Residential and Community Services for Mental Retardation Drug Abuse Programs	Residential and Community Services for Mental Retardation Drug Abuse Programs	Residential and Community Services for Mental Retardation Drug Abuse Programs	

Source: Department of Economic and Community Development Program Inventory.

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Public Safety and Justice	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
Protective Services Adoptions and Custody Foster Care Specialized Family Shelter Care Homes Purchase of Residential Care	State Training Schools	State Training Schools	State Training Schools	Maryland Correctional Training Center	Maryland Correctional Training Center	Maryland Correctional Training Center	Model Cities Training Program	Vocational Rehabilitation
	Eastern Shore State Hospital	Eastern Shore State Hospital	Eastern Shore State Hospital	Clinical and Hospital Services	Clinical and Hospital Services	Clinical and Hospital Services	Legal Representation for indigent defendants	
	Purchase of Care	Purchase of Care	Purchase of Care	Educational & Vocational Training	Educational & Vocational Training	Educational & Vocational Training		
	Non-Residential	Non-Residential	Non-Residential	Educational & Vocational Services	Educational & Vocational Services	Educational & Vocational Services		
	Specialized Family Shelter Care Homes	Educational & Vocational Services	Educational & Vocational Services	Recreation and Religious Services	Recreation and Religious Services	Recreation and Religious Services		
	Diagnosis & Evaluation	Diagnosis & Evaluation	Diagnosis & Evaluation	State Use Industries	State Use Industries	State Use Industries		
	Recreational Programs	Recreational Programs	Recreational Programs	Work Release	Work Release	Work Release		
	Clinical Services	Clinical Services	Clinical Services					

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							Disadvantaged	Disabled/Handicapped
Promotion of Public Safety and Justice	0-5	6-12	13-18	19-25	26-64	65+			
	Diagnostic Assessment & Clinical Services Community Volunteer Program	Institutional Treatment Programs Promotion of Shelter Care Capabilities Supplemental Language Arts Protective Services Adoption and Custody Foster Care Specialized Family Homes	Institutional Treatment Programs Promotion of Shelter Care Capabilities Supplemental Language Arts Protective Services Adoption and Custody Foster Care Specialized Family Homes	Community Services Coordinators Program Library Services Welfare Fund Job Placement & Counseling Community Reintegration Program Drug Rehabilitation COMP program	Community Services Coordinators Program Library Services Welfare Fund Job Placement & Counseling Community Reintegration Program Drug Rehabilitation COMP Program	Community Services Coordinators Program Library Services Welfare Fund Job Placement & Counseling Community Reintegration Program Drug Rehabilitation COMP Program			

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Public Safety and Justice	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
		Specialized Family Shelter Care Homes	Specialized Family Shelter Care Homes	Community Reintegration Drug Rehabilitation	Community Reintegration Drug Rehabilitation	Community Reintegration Drug Rehabilitation		
		Purchase of Residential Care	Purchase of Residential Care	Rehabilitation & Treatment Facilities	Rehabilitation & Treatment Facilities	Rehabilitation & Treatment Facilities		
		Diagnostic Assessment & Clinical Services	Diagnostic Assessment & Clinical Services	Outpatient Clinic for Special Offenders	Outpatient Clinic for Special Offenders	Outpatient Clinic for Special Offenders		
		Intake Services	Intake Services	Halfway Houses	Halfway Houses	Halfway Houses		
		Group Homes	Group Homes	Employment Program	Employment Program	Employment program		

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Public Safety and Justice	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
		Probation & Supervision After-care House Detention Youth Services Bureaus Diversion Drug Abuse Prevention & Treatment Community Based Treatment Alternatives	Probation & Supervision After-care House Detention Youth Services Bureaus Diversion Drug Abuse Prevention & Treatment Community Based Treatment Alternatives	Alcoholism Rehabilitation & Narcotic Program Jobs Program Community Involvement Program	Alcoholism Rehabilitation & Narcotic Program Jobs Program Community Involvement Program	Alcoholism Rehabilitation & Narcotic Program Jobs Program Community Involvement Program		

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Public Safety and Justice	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
			Jobs Program					
			Auto-mated Drug Program					
			COMP Program					

Sources: Department of State Planning 1973 Program Inventory and Department of Public Safety and Correctional Services 1975 Executive Plan.

Note: Only two subsectors, institutional rehabilitation and alternatives to incarceration are considered in their relation to either human service agencies.

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Adequate Housing & Community Environment	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
				Relocation Assistance Maryland Housing Fund Maryland Home Financing Program	Relocation Assistance Maryland Housing Fund Maryland Home Financing Program	Relocation Assistance		

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Advancement of Economic Well-Being	0-5	6-12	13-18	19-26	26-64	65+	Disadvantaged	Disabled/Handicapped
	AFDC Emergency Assistance to Families with Children (DESS)	AFDC Emergency Assistance to Families with Children	Community and Human Relations (DESS) Computerized Job Placement Employment Services (DESS) Job Corps (DESS) Labor Market Information (DESS) Occupational Testing (DESS)	Community and Human Relations Long-Range Flood Relief Computerized Job Placement (DESS) Employment Services Job Corps Labor Market Information	Community and Human Relations Long-Range Flood Relief (DESS) Computerized Job Placement Employment Services Project Services (DESS) Labor Market Information	Computerized Job Placement Foster Grandparents Senior Aides Veteran Relief Fund Old Age Assistance--SSI Public Assistance to Adults	Balto. Ghetto Information Unit (DESS) Concentrated Employment Program (DESS) Job Corps National Alliance of Businessmen in cooperation with DESS Public Employment WIN	Employment Services Governor's Committee to Promote Employment of the Handicapped Aid to permanently & totally disabled--SSI Public assistance to Needy Blind--SSI Rehabilitating Disabled Public Assistance Recipients (DVR) Disability Determination (DVR)

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Advancement of Economic Well-Being	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/landcapped
			Public Employment (DESS) Rural Manpower Services (DESS) AFDC Emergency Assistance to Families with Children (DESS)	Comprehensive Manpower Training (DVTF) Occupational Testing Public Employment Rural Manpower Services Veterans Relief Fund Unemployment Insurance General Public Assistance	Comprehensive Manpower Training Occupational Testing Public Employment Rural Manpower Services Senior Aides Veterans Relief Fund Unemployment Insurance General Public Assistance		Food Stamps On-the-job Training	

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Advancement of Economic Well-Being	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
				General Public Assistance to Employables Public Assistance to Adults	General Public Assistance to Employables Public Assistance to Adults			

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Development of Social Potential	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
Protective Services Civil Defense & Emergency Welfare Services Foster Grandparents Appalachian Regional Child-hood Development Project Adoption Service Day Care Foster Care Home-makers Legal Services	Protective Services Civil Defense & Emergency Welfare Services Foster Grandparents Adoption Service Foster Care Aid-School Lunch Aid-Child Nutrition Aid-School Lunch Aid-Child Nutrition	Protective Services Single Parent Services Work Incentive Program Civil Defense & Emergency Welfare Services Adoption Service Foster Care Home-makers Aid-School Lunch Aid-Child Nutrition	Single Parent Services Comprehensive Model Offender Services Veterans Services Work Incentive Program Civil Defense & Emergency Welfare Services Legal Services Home-makers	Single Parent Services Comprehensive Model Offender Services Veterans Services Work Incentive Program Civil Defense & Emergency Welfare Services Home-makers	Veterans Services Comprehensive Model Offender Services Veterans Services Work Incentive Program Civil Defense & Emergency Welfare Services Home-makers	Veterans Services Civil Defense & Emergency Welfare Services Nutrition Program Nutrition Services Title VII Under Title III Home-makers Community Home Care	Social Services to Families Receiving AFDC Social Services to Adults Public Assistance Medical Assistance Housing Contracts Cuban Refugee Assistance Social Services to Adults	Services to Disabled Adults Home-makers

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							Disadvantaged	Disabled/Handicapped
Development of Social Potential	0-5	6-12	13-18	19-25	26-64	65+			
	Child Care Centers						Aid-School Lunch		
	Purchase Group						Aid-Child Nursing		
	Purchase Family						Aid-Food Services Program		
	WIN Child Care Allowance						Food Stamps		
	Aid-School Lunch								
	Aid-Child Nutrition								

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Educational Development	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
Pre-K Programs Kindergarten Programs School Media Services School Community Centers Public Library State & Regional Library Network Human Relations Instructional Television	Regular Elementary Programs School Media Services School Community Centers Public Library State & Regional Library Network Human Relations Instructional Television Career Education	Regular Secondary Programs General Educational Development School Media Services Career Education Instructional Training Apprenticeship Programs Manpower Training Instructional Television	General Educational Development Adult Education School Media Services School Community Centers Public Library State & Regional Library Network Career Education Instructional TV	General Educational Development Adult Education State & Regional Library Network Public Library Career Education Instructional Television Human Relations School Media Services	General Educational Development Adult Education State & Regional Library Network Public Library Career Education Instructional Television Human Relations School Media Services	General Educational Development Adult Education State & Regional Library Network Public Library Career Education Instructional Television Human Relations School Media Services	Compensatory Urban & Supplementary Programs Bilingual Education	Special Education Maryland School for Blind Maryland Schools for Deaf Vocational Rehabilitation State Library for the Physically Handicapped

EXHIBIT IV (CONTINUED)

Activity Sector	Target Groups							
Promotion of Educational Development	0-5	6-12	13-18	19-25	26-64	65+	Disadvantaged	Disabled/Handicapped
			School Community Centers Public Library State & Regional Library Network Human Relations	Human Relations	School Community Services			

EXHIBIT V

COMMONALITIES IN THE PROVISION OF HUMAN SERVICES

I. Health Services

Servicing Agencies: DHMH, DPS&CS, DESS, MSDE.

A. DHMH

Major Functional Activities:

Preventive medicine, emergency medical services, drug abuse, mental hygiene, mental retardation, environmental health, juvenile services, comprehensive health planning, aged and chronically ill programs.

Eligible Target Groups: All target groups.

B. DPS&CS

Major Functional Activities:

Diagnosis and evaluation, clinical services, drug rehabilitation, alcoholism rehabilitation.

Eligible Target Groups: 19-65⁺ incarcerated population.

C. DESS

Major Functional Activities:

Child nutrition, school lunch, medical assistance, nutrition for aged.

Eligible Target Groups: 0-18; 65⁺; disadvantaged.

D. MSDE

Major Functional Activities:

School lunch, nutrition education, health education, health occupations training.

Eligible Target Groups: 0-18; adult population.

II. Public Assistance Services

Servicing Agencies: DESS

Major Functional Activities:

Emergency assistance to families with children, veterans' relief, unemployment insurance, old age assistance, aid to disabled, disability determination.

Eligible Target Groups: Disadvantaged; disabled/handicapped.

III. Housing Services

Servicing Agencies: DECD, DESS

A. DECD

Major Functional Activities:

Relocation assistance, housing financing.

Eligible Target Groups: 19-64; 65⁺.

EXHIBIT V (CONTINUED)

B. DESS

Major Functional Activities:

Housing contracts.

Eligible Target Groups: Disadvantaged.IV. Social Services

Servicing Agencies: DESS

Major Functional Activities:

Protective services, emergency welfare services, homemakers, child care centers, adoption services, single parent services, community home care, families receiving AFDC, services to disabled adults.

Eligible Target Groups: All target groups.V. Employment Services

Servicing Agencies: DESS, DECD, MSDE, DPS&CS.

A. DESS

Major Functional Activities:

Community and human relations, computerized job placement, job corps, occupational testing, rural manpower services, long-range flood relief services, comprehensive manpower training, concentrated employment services, work incentive program, employment services for the handicapped, Baltimore ghetto information unit.

Eligible Target Groups: 13-64; disadvantaged; disabled.

B. DECD

Major Functional Activities:

Stimulation of industrial and economic development.

Eligible Target Groups: All target groups.

C. MSDE

Major Functional Activities:

General Educational Development Program, vocational rehabilitation, adult education, occupational training programs.

Eligible Target Groups: 13-65⁺, disabled.

D. DPS&CS

Major Functional Activities:

Job placement and counseling, vocational rehabilitation.

Eligible Target Groups: 19⁺ incarcerated population.

EXHIBIT V (CONTINUED)

VI. Educational Services

Servicing Agencies: MSDE, DHMH, DPS&CS, DESS.

A. MSDE

Major Functional Activities:

Pre-kindergarten educational programs, kindergarten programs, regular elementary and secondary programs, career education, school media services, school community centers, public, school, State, and regional libraries, industrial training, general educational development, library for physically handicapped, apprenticeship programs, instructional television, human relations, adult education, teacher education, special education, compensatory programs, bilingual education, vocational rehabilitation.

Eligible Target Groups: All target groups.

B. DHMH

Major Functional Activities:

Family planning services, sickle cell education clinic, dental health education, educational development for general sanitation, professional education for public health officials, medical and dental students, education.

Eligible Target Groups: All target groups.

C. DESS

Major Functional Activities:

Homemakers education, nutrition education.

Eligible Target Groups: All target groups.

D. DPS&CS

Major Functional Activities:

State training schools, educational and vocational services to incarcerated^a, library services to incarcerated^a, adult school for general educational development^a, University without Walls^b, Regional learning center, social education, home management programs.

Eligible Target Groups: 19⁺ incarcerated population.

^aMSDE funds the following components: library development at Maryland House of Corrections; library materials for Maryland Correctional Institution for Women; Adult basic education; sheet metal shop; library coordinator; teacher corps training program, body and fender shop, curriculum improvement. (Maryland Budget Book, Volume II)

^bPartially funded by University of Maryland

EXHIBIT V (CONTINUED)

VII. Institutional Rehabilitation Services

Servicing Agencies: DPS&CS, DESS, DHMH, MSDE.

A. DPS&CS

Major Functional Activities:

Non-residential purchase-of-care, educational and vocational services (shared with MSDE), boys' forestry camps, work release, community services, job placement and counseling, community reintegration, comprehensive reeducation center, home management program, University without Walls, model cities training program, youth services bureaus.

Eligible Target Populations: 13-65+ incarcerated population.

B. DESS

Major Functional Activities:

Social services to adults and aged.

Eligible Target Groups: Disadvantaged and disatled adults and elderly.

C. DHMH

Major Functional Activities:

Medical self-help training, residential and community services for mentally retarded, drug abuse programs.

Eligible Target Groups: All target groups.

D. MSDE

Major Functional Activities:

Vocational rehabilitation.

Eligible Target Groups: Disabled.

sentation).

While it cannot be said that human service agencies in Maryland were providing duplicative services, analysis of the program inventories shows that several agencies were sometimes involved in the delivery of major functional services to the same target group. Exhibit V and Appendix A show approximately where those commonalities in service provision were found. But it also shows that where there were common service areas among/between agencies, differences in work processes were found. The information contained in Exhibit V and Appendix A yields clues as to those areas where services integration would be most useful--e.g., health services to incarcerated persons, employment services to the adult out-of-school population and to the disabled and disadvantaged, and Educational Services to all types of institutionalized persons.

FINDINGS OF PARTICIPANT OBSERVATION

The researcher's role as participant observer was two-fold. First, as an employee of the Maryland Department of State Planning, there was opportunity to observe organizational responses to imposed or recommended coordinative activities. Second, as a staff member of the Department's Human Services Planning and Coordination Project, participation in educational and interagency committees and task

forces was possible. The results of such participation and observation related to this study are discussed in terms of existing conditions of, and recent trends in, human services planning and delivery. This is a summary of comments raised at various points throughout Chapter 4.

Conditions and Trends in

Human Services Planning

and Delivery

Human services planning and delivery in Maryland was concentrated in the activities of four agencies--DHMH, MSDE, DESS, and DPS&CS. DECD had only a minor role to play in the planning and delivery of human services. Two other cabinet level agencies, the Department of State Planning and the Department of Budget and Fiscal Planning, played both coordinative and regulatory parts in the conduct of human services. Regulatory functions were carried out through approval of items for inclusion in the capital and operating budgets. Coordinative functions were performed in the review and approval of applications for State and federal grants, review of agency executive plans, and in the approval of local and regional comprehensive plans. Thus, the opportunity for comprehensive views of human service agencies was greater in DSP and DBFP than in the service provider agencies. The Human Services Planning and Coordination Project, in particular, was in a position to facilitate coordination of

human services activities. Project staff were in the process of developing a human service data base which could be used to provide a comprehensive assessment of needs. The project staff were involved in several interagency task forces which attempted to eliminate unnecessary program and facilities duplication. Most interagency collaboration had, however, been brought about through federal directive or fiscal constraints. Since the Department of State Planning was not authorized to set policy or resolve policy issues for human service agencies, coordination occurred, for the most part, as a regulatory function within the agency budget determination process.

Interagency planning and programming had only occurred where the federal government required it, as in the case of the Division of Vocational Rehabilitation and the Department of Employment and Social Security. In part because the latest executive reorganization was so recent, interdivisional planning within agencies was not common. With the advent in 1974 of the requirement to prepare annual Executive-level plans, State agencies began to establish a departmental planning process. These documents were budget-driven, however. Since the State budget process required a line-item presentation, there was little incentive to "plan" otherwise. There were also few incentives for an agency to "anticipate" need for new programs which required long-term

and/or comprehensive planning. Therefore agency planning capacity was short-term and budget-oriented. This situation tended to favor fragmented service delivery, and an ad hoc treatment of human service needs.

APPLICATION OF THE FRAMEWORK TO
MARYLAND HUMAN SERVICE AGENCIES

The situational framework for analysis of the five Maryland State human service agencies in terms of services integration consisted of several parts: (1) Table I, Mechanisms for Human Service Integration; (2) Table II, Environmental and System Facilitators and Inhibitors of Service Integration; (3) Table III, Organizational and Procedural Characteristics of Maryland Human Service Agencies; (4) Table IV, Structural Characteristics of Interagency Relations; and (5) Table V, Procedural Characteristics of Interagency Relations. Supplemental information for the framework is contained in Exhibits II and III. Tables I and II and Exhibits II and III form the general framework, while Tables III, IV, and V are specific to the Maryland situation. Since Tables IV and V have applied parts of the general framework to Maryland, the remaining parts of that application are the subject of this section. The findings with regard to Maryland human services agencies are applied to Table II to determine the environmental and system facilitators and

inhibitors to services integration in Maryland. The variables in Table II are applicable at various stages of designing and implementing change in the human service system. Some relate to consideration of feasibility of the concept, some to consideration of the appropriate design, some to appropriate timing for implementation, and others to success of the new system once established.

Environmental Characteristics

--Social

The review of the literature indicated the importance of two social variables--a needs assessment performed with community input and community opinion favoring services integration. Until very recently, there was no evidence of community input into the processes and products of assessing service needs. Some evidence of needs assessments was found in agency executive plans and in applications for federal and State grants. However, each agency performed its own needs assessment. The multi-service feasibility study, it will be remembered, found that citizen needs had not been equated with service requirements, and that standards and criteria to formulate support thresholds were missing from the service delivery system.

The researcher participated in two task forces initiated by the State Department of Education which solicited community input into the process of needs assessment in two

educational areas--the preparation of personnel for education of the handicapped, and Departmental staff competencies needed to meet the problems and challenges of the future. There was, however, no ongoing mechanism for performing comprehensive assessment of service needs of the citizens of Maryland. Thus service standards were determined relative to the requirements of federal and State law.

The second social variable of the environment important to services integration is the community attitude toward, and level of support for, service integration. The best available measure of community opinion regarding services integration was the multi-service center (MSC) feasibility study. Nineteen of twenty-four localities (counties) were visited by Department of State Planning staff. The staff met with the citizens advisory groups which had been established by State law to assist in the preparation of county master plans. Questionnaires were distributed, and approximately one-half of the counties responded. The small rural counties had few objections to the idea of co-locating services, since the change from existing delivery systems would not be great. Their chief concerns were retaining the level of privacy and dignified services. The larger, urbanized counties also tended to favor the idea of multi-service systems.

The Department of Employment and Social Services was awarded a SITO (Services Integration Targets of Opportunity)

grant to test the role and effectiveness of an MSC in Howard County. The scope of the project was very limited, however, since it was to integrate the activities within DESS only.

Environmental Characteristics

--Political

The political environment relative to support for human services integration involves the governor, the State legislature, political interest groups, and the existing structure of decision-making in terms of the degree of centralization and/or decentralization.

Since the structure of decision-making with regard to human services was concentrated in five agencies, that structure could be said to have been rather centralized. Also, the division of state and local responsibilities showed great variance from agency to agency. For example, the State Department of Education delegated all administrative and operational powers to the local education agencies, while DESS maintained a heavy administrative role in the operation of county activities. These two factors suggest that an integration of human service activities begin as a coordinative but policy-making board at the State level with membership from the executive level of each agency. A mechanism for regional and local input into decision-making should be composed of administrators from each agency from each county, with meetings held on a regional basis. With

such an arrangement, no new agencies are created. Rather, existing agency personnel are pooled for human services policy-making in a formalized mechanism.

Partisan politics has also been found to have an effect on attempts to pass human services legislation. From the experiences in other states, it has been concluded that a more favorable political atmosphere results when the governor and the legislature are of the same party. However, gubernatorial support, in a state with a strong governorship (such as Maryland) has often proved more critical to effecting change in the human service system. Therefore, it would seem that human services integration in Maryland should be attempted via an executive order from the Governor.

In addition, prominent interest groups in the State should be considered in any attempt to design and implement significant changes in the human service system. In Maryland such interest groups would include the Maryland Association for Retarded Children (and its local counterparts), teachers' unions and associations, the Maryland Conference for Social Concern, and others. To determine the effective interest groups, one would follow the lobbying activities during State legislative sessions and plaintiffs in important cases before the State Courts. Those who would be affected by the proposed new system must be assured that they have something to gain, or, at a minimum, nothing to lose. These considera-

tions are related to the appropriate design and timing of the proposed new system.

Most attempts at integrating human services have succeeded via the efficiency, cost-savings rationale. In Maryland, the burden of coordinating human services programs and facilities actually fell on the Departments of State Planning and Budget and Fiscal Planning through their activities regarding the capital and operating budgets. This subjected coordination to regulation, since both departments looked for duplication of programs and facilities, rather than service needs. It is on the basis of avoiding further duplication of agencies' efforts, then, that the idea for a coordinating policy-making human services board could most easily be "sold" to the Governor. In this sense, the goals and rationale for the proposed project would be most compatible with the priorities of the Governor. Without gubernatorial endorsement, an attempt to pass human services legislation of the kind suggested here, would probably not be successful.

Environmental Characteristics

--Economic

Availability of resources to human service programs, sources of agency funding, and control over access to funds are the significant economic variables affecting the feasibility of developing and implementation of changes in the

human services system.

At the time of this research, resources were generally not available for experimentation, especially at the state level. This was due more to the economic situation rather than the low priority of human services integration. There had, in fact, been several indications of support for concepts of services integration: the initiation and conduct of the feasibility study for a statewide system of multi-service centers, the extensive cooperation between the State Departments of Health and Education regarding the provision of services to handicapped children and support from the Governor's office for the concept of a human services council.

The primary sources of agency funding vary from the federal government for DESS to the State for DECD and DPS&CS. MSDE and DHMH derived most of their funding from the State, but several divisions within each agency were primarily supported by the federal government. The activities of DESS would be most difficult to integrate with those of the other agencies, due to the existence of federal requirements. One method of avoiding some of these obstacles of integration would be through the submission of integrated grant applications to the federal government. Another important consideration for effectiveness of delivering integrated services is control over the access to funds. If the new human services board is composed of agencies which have a relatively steady

flow of resources, policy-making and planning is facilitated. In essence, this implies the necessity for primary State financial support for agency activities.

Intergovernmental

Relations

Intergovernmental relations refers to aspects of federal, state, regional, and local involvement in the planning, management, and delivery of human services. Grant administration policies affect the way services are planned, programmed, and budgeted. The State and/or federal government may foster either a long-term and comprehensive orientation or a short-term categorical orientation. Strict and narrow eligibility requirements and monitoring procedures tend to result in the latter orientation. While the State of Maryland has tended to develop aid programs with rather broad and inclusive eligibility criteria (though budgeting is a line-item process and new program proposals are handled separately), this has not been true of the federal government. Although revenue sharing and integrated grant administration are federally-initiated attempts to broaden the scope of federal aid to states, they have not yet had significant effects on the human service systems. Further efforts along these lines are vital to any attempt to integrate human services. Incompatibility of state, local and federal statutes was not a problem in Maryland, to the researcher's

knowledge.

All human services in Maryland involved regional agencies. The number of regional designations in the State, however, varied from agency to agency. It has already been mentioned that the five human service agencies had different primary levels of program administration. This is an inhibiting aspect to the integration of services at the administrative level. However, this situation does not preclude the coordination of human services at the policy-making level.

Interagency Relations

Both structural and procedural aspects of interagency relations have been discussed in Sections 2 and 3 of this chapter. The findings are merely summarized here. It was found that there were three human service agencies which can be considered large, in terms of budget or staff or both. This aspect is inhibiting to the concept of total integration of agencies' activities. However, total integration is not being recommended here. The large size of the agencies under consideration is favorable to integration in another aspect--power is concentrated in a few top-level administrators. Agencies varied in the extent to which they were governed by formal rules and policy--with MSDE and DESS being highly constrained and DECD having a relatively high degree of flexibility.

The extent of agency interaction was found to be extensive only where required by federal law, such as in the mandated relationships between DVTE and DVR of MSDE with DESS. The only notable exception to this situation was in the cooperative provision of services to handicapped children by MSDE and DHMH. Where agency interaction occurred as a result of State-level prodding, it was usually attributed to agency budgetary constraints.

The program inventory has shown a high degree of related programs by clientele served. This is in large part due to the fact that human service agencies are organized by function rather than by target group. (The Office on Aging is the only exception). Each of the agencies offered programs/services to every age group, to the disadvantaged and to the disabled/handicapped. From a functional vantage point, employment services were operated directly by DESS and MSDE, and indirectly by DECD; educational services by MSDE, DESS, DHMH, and DPS&CS; housing services indirectly by DESS and DHMH and directly by DECD; and institutional rehabilitation services by DPS&CS, DHMH, DESS, and MSDE. Agency domains (roles and functions) thus exhibited a considerable degree of compatibility. In general, the Maryland human service agencies can also be said to have positive evaluations of each other.

Services Integration Project

Characteristics

These characteristics naturally are applicable in the stage of actual design and implementation of the services integration project. The findings of the literature review have led to the specification of desirable characteristics aimed at the success of the project. Since this is basically a feasibility study, these characteristics are not pertinent to the scope of this study. They have been included in Table II because of their importance to the overall concept of services integration.

Summary and Conclusions

An analysis of environmental and system facilitators and inhibitors of services integration in Maryland has been presented in this section, utilizing Table II of Chapter 2 and the descriptive information on Maryland human service agencies presented in Chapter 4. The application of Table II indicators to the Maryland situation is summarized in Table VI.

IMPLICATIONS OF THE FINDINGS FOR THE MARYLAND STATE DEPARTMENT OF EDUCATION

The relationships among and between the Maryland human service agencies have been analyzed from several perspec-

tives: (1) organizational and procedural aspects; (2) mandated services and major policy directions; (3) types of interagency coordination currently existing; and (4) an inventory of agency programs. The results of these analyses have shown that a great amount of commonality exists among the organizational structures and clientele of the five agencies. The program inventory shows that the MSDE was not the only human service agency with a broad mandate to serve all target populations. The programs of DHMH and DESS also covered the scope of the target groups. The MSDE was also involved in funding and operating programs within the correctional institutions. MSDE interacted very little with DECD but this was also true of the other human service agencies.

The effectiveness of educational services directly impacts on the clients of the other human service agencies. That is to say, low educational attainment often characterizes the recipient of public assistance and incarcerated juveniles and adults. It would, therefore, seem incumbent upon MSDE, DESS, and DPS&CS to combine resources in the initiation of comprehensive outreach and habilitation programs. For this to be feasible, a common data base is also necessary. The same could be said for combined efforts of MSDE and DHMH in the provision of services to handicapped children. The next logical step, of course, would be comprehensive planning and programming in the interest of servicing

clients who require the services of more than one agency. As human services in Maryland were functionally organized, operating agencies service many overlapping target groups. Therefore, if client needs are to be more important than organizational maintenance, services must be planned, managed, and delivered accordingly.

The Maryland State Department of Education could play a lead role in a movement to integrate human services. Several reasons are suggested for recommending a lead role for this agency: (1) the MSDE services all target groups; (2) the educational system impacts on every Maryland citizen, especially due to its compulsory nature; (3) the educational system is administered locally by community residents, thus citizens have direct access to this human service; and (4) the State gives more financial support to education than to any other human service.

There are several possible mechanisms for effecting the integration of services essential to providing a continuum of comprehensive care to the various target groups. These mechanisms were presented and described in Chapter 2. The findings of this study confirm both the feasibility and desirability of several of these mechanisms; thus giving further evidence that no one mechanism is the best for any one situation. Evaluators for the study were asked to select those mechanisms which they judged to be desirable and feas-

TABLE VI

ENVIRONMENTAL AND SYSTEM INDICATORS OF SERVICES
INTEGRATION IN MARYLAND

Variables	Facilitating or Inhibit- ing Aspect ^a	Applicable System/ Project Stage ^b
ENVIRONMENTAL CHARACTERISTICS:		
<u>Social</u>		
Needs assessment	I	1, 2
Community opinion	F	1, 2
<u>Political</u>		
Structure of decision-making	N/A	2, 4
Partisan politics	N/A	3
Interest groups	N/A	1, 3
Political agenda	N/A	1, 3
Gubernatorial opinion	F	3
Human services legislation	N/A	
<u>Economic</u>		
Resource availability	I	1, 3
Sources of agency funding	I	1, 2
Control over access to funds	F	1, 2
INTERGOVERNMENTAL RELATIONS:		
Grant administration	I	1, 4
Statutes	F	1
Regional agencies	F	1, 2
Level of program administration	I	1, 2
INTERAGENCY RELATIONS:		
<u>Structure</u>		
Size of agencies	I	1, 2
Diffusion of power	F	1, 2
Formality	I	1, 2
<u>Process</u>		
Extent of agency interaction	I	1, 2
Relationship of agency programs	F	1, 2
Equilibrium	F	1, 2
Interagency evaluation	F	1, 2
SERVICES INTEGRATION PROJECT CHARACTERISTICS	N/A	4

^aN/A refers to characteristics which cannot be considered at this time because no new system has been proposed.

- I = Inhibiting; F = Facilitating
- ^b1 - Feasibility of Services Integration
2 - Consideration of Appropriate Design
3 - Appropriate Timing for Implementation
4 - Project Managerial Considerations

ible, and to rank their preferences. The results of these judgments are recorded in this Chapter under the subsection "Interviews". Final recommendations are presented in Chapter 5.

DEPARTMENTAL GUIDELINES FOR SERVICES

INTEGRATION--MARYLAND STATE

DEPARTMENT OF EDUCATION

Although this chapter has given equal treatment to each of the five Maryland human service agencies, the intent of the study is to focus on desirable and feasible roles of the Maryland State Department of Education (in concert with the four other State human services agencies) in bringing about human services integration. This section summarizes the significant similarities and differences between MSDE and the other human services agencies, the inhibiting aspects of the Maryland human service system with regard to service integration, and posits possible roles for MSDE in light of service needs and system constraints. Courses of action toward the achievement of services integration are also suggested.

Similarities and Differences

Between MSDE and Other Maryland Human Service Agencies

Similarities: The Maryland State Department of Education exhibited the following characteristics in common with the other four human service agencies: all Maryland human service agencies were organized on a functional rather than target group basis; all had three organizational levels of administration; all offered services to each age group of the population and to the disadvantaged and handicapped as well; planning and budgeting processes were similar for all human service agencies; none of the agencies was able to initiate programs not mandated by the State or federal government; all of the agencies complained about a lack of suitable information from which to plan adequate programs and all had regional agency involvement in the administration of their programs.

Differences: The Maryland State Department of Education differed from the other human service agencies in the following ways: its local administrators were either elected or appointed rather than hired through the merit system; it was the only one of the five agencies to be a non-Cabinet agency; it had a headquarters located apart from primary Maryland government offices in Baltimore and Annapolis; it had its own capital budget, apart from the General Construction Loan Program through which all other State agencies submit capital budgets; it was the only one of the five agencies to be governed by departmental by-laws; and it was the only

one of the five agencies to have no involvement in the direct provision of services.

Inhibiting Aspects of the
Maryland Human Service
System Regarding Inte-
gration of Services

This study has found the following aspects of the Maryland human service system to be constraints toward the further integration of services: lack of a mechanism for comprehensive assessment of service needs; lack of mechanism for community input into State-level needs assessment activities; low availability of resources for experimentation; differing levels and sources of primary funding for the five agencies; federal and state grant administration policies and practices; differing levels of primary program administration among the five agencies; the large size of three of the five agencies and the extent to which the five agencies were constrained by formal rules and policies.

In light of these constraints to integrating human services and similarities and differences between MSDE and the other Maryland human services agencies, the panel of evaluators was asked to choose among sixteen possible roles for MSDE in integration of Maryland human services. Each evaluator was asked to indicate whether he thought his choices were desirable or feasible or both and to rank those

checked as desirable in order of preference. The results of this round of interviews are recorded in Appendix C.

The Department of Education, in conjunction with the other Maryland human service agencies, could also undertake a number of courses of action to overcome some of the existing or potential constraints to integrating human services in Maryland. The following are suggested courses of action which have arisen throughout the analysis of the conditions of the human service system in Maryland:

- Direct revenue sharing funds toward those programs which are heavily reliant on federal funds.
- Solicit community input into State-level policies in the form of questionnaires and/or meetings with citizen advisory groups.
- Formulate service standards to serve as guidelines for a minimum level of adequate service provision.
- Request services integration in communications with the Governor.
- Solicit the support of prominent interest groups for services integration.
- Bargain for the elimination of line-item budgeting in return for creation of an interagency mechanism for regulation of duplication in facilities and programs.
- Consider what programs can be eliminated or reduced

to provide funds for experimentation with services integration.

- Develop an interagency staff for writing integrated grant applications.
- Work to establish agreement among all service agencies on the number of planning regions in the State.

Summary

Departmental Guidelines for Services Integration are merely an aid to the analysis of environmental and system characteristics which facilitate or inhibit services integration, and to their application to a particular agency or group of agencies. Their purpose is to help in the determination of appropriate role(s) of the agency(ies) in bringing about services integration and to setting out alternative courses of action for immediate pursuit. This is to say that there is no model formula for the when and how of services integration. A set of guidelines would include the following elements at a minimum:

- I. Determine the significant similarities and differences between and among your agency and the other human service providers. The variables contained in Table II should serve as a guide to the selection of appropriate characteristics for comparison. This analysis will yield information on the feasibility of integra-

ting the services of your agency with those of other agencies. It should also be an aid in the determination of specific actions which need to be taken if services integration is your goal.

- II. Determine the aspects of your agency and of the network of human service agencies which tend to inhibit the integration of services. Again, the variables contained in Table II should serve as a guide to this analysis. This information will provide further guidance as to the feasibility of certain models of integration.
- III. Determine the priority service needs for the range of clients of the human service system. The best way to conduct a needs assessment is through community surveys. In the absence of this technique, agency plans were used to select service needs indicated by the departments. If commonalities among service needs can be identified, either by function or by target group, or both, then these are the areas which most deserve a concerted effort of all service providers.
- IV. Determine the appropriate role for your agency or network of agencies to play in intergration of human services. This is a judgmental process, based on knowledge and opinion concerning the first three elements. Table I is a guideline to options; these

have been restated for the Department of Education on the preceding pages. Considerations of both desirability and feasibility constitute the choice field of an "appropriate" role.

- V. Determine courses of action which can be taken immediately. These courses of action derive from analysis of constraints to services integration and to the selection of an appropriate role for your Department. A range of options for pursuit by the Department of Education has been presented on the preceding pages.

These five elements constitute the Departmental Guidelines for Services Integration. They rely on the material presented in Tables I and II as frameworks for the situational analysis which must be performed by the agency or network of agencies considering some form of services integration.

FINDINGS OF THE INTERVIEWS

Two rounds of interviews were conducted with five State agency officials. The purpose of the first set of interviews was to validate information contained in the agency program inventories and in the findings regarding existing linkages among State human service agencies. The second set of interviews was used to administer a survey to the same State officials, concerning possible roles for the Maryland State Department of Education in the integration of human services.

This section summarizes the results of these two rounds of interviews.

Round One

Each respondent was given a brief explanation of the purposes and methodology of the study. Interviewees were asked to comment on the findings presented in Exhibit V (Commonalities in the Provision of Human Services) and in Table V (Mechanisms for Human Services Integration Currently Existing in Maryland). A number of content and format changes were suggested. Those changes which have been incorporated into Exhibit V and Table V are recorded as follows. (A complete listing of suggested changes is found in Appendix B.)

Content Changes

Exhibit V

- Added: approval of nonpublic schools to MSDE's educational and employment activities; housing rehabilitation and housing insurance to DECD's housing activities; library for the physically handicapped to MSDE's educational services; vocational rehabilitation to MSDE's employment services.
- Changed reference to High School Equivalency to General Educational Development.
- Noted which educational programs at the prisons are operated and funded by MSDE.
- Removed comprehensive health planning as a health activity.

Table V

- Added: under the linkage "sharing personnel", DPS&CS with MSDE for job counselors and library personnel; the word "integration" as it applies to the intent of multi-service centers; under the linkage "service agreements", MSDE with DHMH on services to handicapped children; explanation to the Table, concerning overlap of some mechanisms.

Format Changes

The format for Appendix A was suggested as an alternative method of displaying the information contained in Exhibit V. No other format changes

were suggested for Exhibit V and Table V.

The first set of interviews confirmed the researcher's finding that analysis and classification of relationships among State human service agencies programs such as that contained in Exhibit V (and Appendix A) and Table V does not currently exist in the State of Maryland. These interviews also indicated that the framework for analysis used in this study is concise and clear to the interviewees. No major changes in format or methodology were recommended to the researcher.

Round Two

Interviewees were asked to respond to a survey concerning the possible roles for the Maryland State Department of Education in the integration of human services. Each was given the set of written instructions contained in Appendix C. The questionnaire consisted of the possible mechanisms for human services integration contained in Table I, arranged from the most to the least structural change. Each mechanism was considered in three ways: (1) its desirability; (2) its feasibility; and (3) its ranking in terms of desirability in relation to all possible mechanisms. The questionnaire format and presentation of the results are contained in Appendix C.

There was great variety in the responses. No two respondents chose the same mechanism as their first pre-

ference. Responses did tend to cluster for certain mechanisms as the fourth, fifth, or sixth preference. (The total number was sixteen). In general, when mechanisms were marked as feasible, they were also marked desirable. Substantial consensus was exhibited regarding both the desirability and feasibility of certain procedural mechanisms. It is interesting to note, however, that all but one respondent chose a mechanism involving structural change as the most preferred option. This is perhaps the most important result of these interviews.

Some questions were raised and changes suggested during the interviews, regarding the scope, content, and format of the questionnaire. These are recorded in Appendix B.

SUMMARY

Chapter 4 reported the results of the analysis of the data from the literature review and the review of State documents. The primary findings resulting from participant observation were also reported. The framework for situational analysis of services integration was completed in this chapter as a result of the first three research activities. This framework was applied to Maryland human services agencies and resulted in the preparation of Departmental Guidelines for Services Integration. The data collected from the two rounds of interviews were reported in tables. Also included were the findings of the multi-service center feasibility study.

Chapter 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This study dealt with the concept of human services integration as it has been applied in many states and as it could be applied to State human service agencies in Maryland. Chapter 5 includes a summary of the study, resultant conclusions, and recommendations for the development of services integration in Maryland, as well as recommendations for further research.

SUMMARY

Human services integration attempts to improve the availability and effective delivery of services to clients who require the attentions of more than one service provider. Services integration is an issue of current concern to many State governments and has been attempted through a variety of mechanisms. Education has been excluded from the human services integration movement. Although education is set apart from other human services by the comparatively large size of its State supported budget and by the relative autonomy of its administration by elected and appointed boards, there are, nevertheless, significant commonalities in services provided by education agencies and other human service agencies. It is

these service commonalities which warrant consideration of integration of services provided by education agencies with those of other human services providers. It was the purpose of this study to develop a situational framework for analysis of the feasibility and appropriate design for human services integration; and in the process, to study the State human services agencies in Maryland to recommend a new and appropriate role for the Maryland State Department of Education. Four research procedures were undertaken for accomplishing the study objectives.

A review of the literature consisted chiefly of study of the experiences of other states with human services integration projects. This part of the study resulted in the development of a set of indicators to suggest the likelihood that a particular attempt to bring about services integration would or would not succeed. Information on the various mechanisms which have been used in attempts to bring about human services integration was also provided and led to the development of a scale of possible structural and procedural mechanisms. These two classification schemes became the foundation for the situational framework which was used to analyze State human services agencies in Maryland and their social, political, and economic environment.

Review of selected Maryland State documents provided

the primary source of information on the organizational arrangements, missions, operational programs, and linkages of State human service agencies. A secondary source of information on the same topics was provided through the researcher's role as participant observer in Maryland State government.

Validation of the material gathered and assembled from State documents and from participant observation was provided through a set of interviews with five State agency administrators and planners. The second set of interviews with these officials elicited professional judgment on desirable and feasible types of integration of the services of the Maryland State Department of Education with those of other State human service agencies. Both sets of interviews provided information for revision of the framework constructed from the review of the literature and Maryland State documents.

CONCLUSIONS

A number of conclusions have been drawn from the research of this study. They are divided into two sections, the first concerning human services integration in general, and the second concerning human services delivery and integration in the State of Maryland.

General Conclusions

- (1) There is no model formula for human services integration; situational analysis of service conditions and needs, and of existing organizational arrangements for the provision of services must be considered before appropriate roles in human services integration can be developed.
- (2) Since human service agencies operate within a political, economic, intergovernmental, and interagency context, all these aspects must be taken into account in the situational framework for analysis of the feasibility and desirability of human services integration.
- (3) Of the range of possible mechanisms for achieving human services integration, those requiring the most structural change are the most difficult to implement.
- (4) Human services integration is often instituted for reasons of cost savings and increasing efficiency in government operations.
- (5) Most agencies are willing to integrate their services if they have something to gain as a result.
- (6) No state-level service integration projects to date have been governed by a specification of effects expected. This is a great deterrent to the success of a project.

- (7) The extent of relationships between agencies' programs is a major factor in the consideration of the appropriate agency roles in services integration.
- (8) Service needs of clients are often not properly assessed prior to service integration efforts. This should be the primary rationale for initiating such projects.
- (9) No human service system is without constraints to further integration of services. Actions can be taken to mitigate the effects of the inhibiting factors, and to maximize the effects of the facilitating factors.

Conclusions Specific to Maryland

- (1) There was a lack of a structural framework for coordination of human services in Maryland.
- (2) Human service agencies in Maryland exhibited a high degree of separation and independence from each other.
- (3) Maryland human service agencies were not providing duplicative programs. The major functional activities of several of these agencies, however, evidenced commonality in the delivery of major functional services to the same target groups.
- (4) There was a great deal of commonality in the organizational structures and clientele of the Maryland human service agencies.
- (5) Agency planning in Maryland was short-term and budget-

oriented. This type of planning orientaton resulted in fragmented service delivery and ad hoc treatment of service needs.

- (6) One of the greatest problems with the Maryland human service system was its lack of a mechanism for performing comprehensive needs assessment with community input.
- (7) A better and more comprehensive information system was felt to be a high priority need of the human service system by each of its constituent agencies.
- (8) Interagency cooperation in Maryland resulted chiefly from federal requirements and/or fiscal constraints.
- (9) The programs/services of the Maryland State Department of Education benefited all target populations in the State of Maryland. Therefore, the effects (or lack of effects) of its programs on clients interacted with the service efforts of all other human service agencies.
- (10) There were a number of possible roles for MSDE to play in the integration of State human services.
- (11) The administration and delivery of human services in the State of Maryland could be improved.
- (12) Greater positive consensus could be achieved concerning procedural rather than structural changes in the human service system.

RECOMMENDATIONS

Recommendations for Services
Integration in Maryland

The mechanisms for human services integration contained in Table I served as the basis for development of alternative possible roles for the Maryland State Department of Education, in concert with the four other State human service agencies, in promoting further integration of human services. There were two methods employed for evaluating the desirability and feasibility of these mechanisms with respect to the State of Maryland: first, an investigation of the various facilitating and inhibiting aspects in Maryland, through a review of State documents, and participant observation; and second, interviews with State agency officials. The results of these two methods as they relate to the recommendation of a specific mechanism for human services integration in Maryland are summarized below. Since procedural arrangements require less substantive changes than new structural arrangements to implement, and since each of the interviewees indicated a structural arrangement as a first preference, the final recommendation is selected from a list of mechanisms which included possible structural arrangements, and excluded procedural arrangements.

The researcher's investigation led to the conclusion that several characteristics of the Maryland human service system were prominent in considerations of the appropriate design for restructuring that system. First, all five agencies exhibited a similar organizational structure -- that of a functional rather than a target group basis for delivering services. All, except the Maryland State Department of Education, were Cabinet agencies. All had three organizational levels of administration; thus, the extent of diffusion of agency power was similar (although not identical). Second, three of the five human service agencies were large in terms of agency staff and budget. Third, there was low resource availability and variance in agency dependence on federal funds. Finally, an inventory of agency programs reveals a great deal of commonality among the agencies in terms of their respective clientele groups.

These findings suggest that the most appropriate structural arrangement of human services in Maryland would utilize existing resources more effectively, and not effect great changes in the existing power structure, since that structure was reasonably consolidated. These were the two most important considerations in selecting a "feasible" alternative. This research has also shown that the two greatest problems with the Maryland human service system

were its lack of mechanisms for performing comprehensive, client-oriented, service needs assessments, and the lack of formal mechanisms for coordinating programs/services to common clients. These were the two most important considerations in selecting a "desirable" alternative.

Summary

Since Maryland had three large human service agencies as of this writing, it would not be feasible to propose a superagency for human services. Programs of the State human service agencies were highly related by target groups served. This high degree of program relationship and limited agency budgets combine to suggest the feasibility and desirability of services integration.

The program inventories and assessment of inter-agency linkages also evidenced a considerable combination of educational resources with those of the four other State human service agencies. This assessment leads to the recommendation that the Maryland State Department of Education be included in any State-level attempt at the integration of human services.

Due to those factors which have caused Maryland human service agencies to exhibit a high degree of separation and independence from one another (large size, constraint by formal rules and regulations, differing levels

of program administration, lack of comprehensive needs assessment and the centralized structure of decision making), it is recommended that an appropriate mechanism for achieving human services integration in the State would pool existing agency personnel into a formalized structure for policy-making purposes. The creation of a new agency is not recommended at this time. Human services integration in Maryland could be most effective if it took place in the form of a State-level policy-making board, composed of the Chief Executives of the five human service agencies, and included mechanisms for community input into comprehensive needs assessment.

This recommendation corresponds to one of the options on the questionnaire administered to five State agency officials. It was selected as a first choice by one, and a third choice by another interviewee. Another option, similar to the one recommended above, except for the absence of policy making functions, was chosen as a second choice by two of the interviewees.

Functions of the Board and Expected Outcomes

This State-level policy-making Board for human services would serve no administrative functions. This means it would not have the authority to coordinate agency personnel administration or budgetary matters. It would ideally

meet once a month and would call special sessions when the need arose. The Board would serve as a forum for discussion of interagency issues in human services requiring policy resolution, and would have the authority and the responsibility to set policy in such cases. It would not be necessary for the Board to be supported by its own planning staff, as the Board could delegate these support services to be performed by one or more of its component agencies, on an ad hoc basis. Were the necessary resources made available, however, it would be desirable for the Board to be supported by a permanent and independent planning and research staff. In this way, it is more likely that certain conflicts of interest among the component human service agencies could be avoided.

It is expected that such a Board would result in a number of benefits. First, the Board would serve as a formal mechanism for checking duplication of component agencies' services. Second, the Board could serve as a vehicle whereby further cooperative efforts among agencies are instigated. Third, the Board would possess the capability for a comprehensive outlook on human services. It is hoped that interagency planning and needs assessment would occur as a result of the Board's activities.

Recommendations for
Further Research

The greatest need for further research concerning human services integration is in the area of effectiveness testing. Since the movement is recent, the literature contains little reference to whether or not integration efforts have resulted in better and more comprehensive services to clients. In fact, the literature has revealed that no projects began with a specification of desired effects, thus making it difficult to evaluate the effectiveness of integration.

The findings of this study could also be tested at the local level. Careful monitoring of the impact of the planned multi-service centers in Maryland would yield valuable information for a continuation of this study.

Validation of the framework for analysis of human services integration developed in this study remains to be tested through application. Application can be made more meaningful by the conduct and use of a comprehensive needs assessment for human services.

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APPENDIX A

MARYLAND STATE HUMAN SERVICES AGENCIES--
PROGRAM INVENTORY

Programs/Services	Agencies				
	MSDE	DESS	DHMH	DPS&CS	DECD
Preventive medicine			X		
Emergency medical service			X		
Drug abuse prevention	X		X		
Drug abuse rehabilitation			X	X	
Mental hygiene			X		
Mental retardation programs			X		
Environmental health	X		X		
Juvenile services	X	X	X		
Aged & chronically ill programs		X	X		
Diagnosis & evaluation of incarcerated			X	X	
Clinical services to incarcerated			X	X	
Alcoholism rehabilitation			X	X	
Child nutrition programs	X	X			
School lunch	X	X			
Medical financial assistance		X			
Nutrition for aged	X	X			
Health education	X		X		
Health occupations training	X		X		
Emergency financial assistance to families with children		X			
Veterans assistance	X	X			
Unemployment insurance		X			
Old age financial assistance		X			
Financial aid to disabled		X			
Disability determination	X	X			
Housing relocation assistance					X
Housing rehabilitation assistance					X
Housing insurance					X
Housing financing					X
Housing contracts for disad- vantaged		X			

Programs/Services	Agencies				
	MSDE	DESS	DHMH	DPS&CS	DECD
Protective services		X			
Emergency welfare		X			
Homemakers education		X		X	
Child care centers		X	X		
Adoption services		X			
Single parent services		X			
Community home care	X	X			
Families receiving AFDC		X			
Community & human relations	X	X			X
Computerized job placement	X	X			
Job corps		X			
Occupational testing	X	X			
Rural manpower services		X			X
Comprehensive manpower training		X			
Concentrated employment services		X			
Work incentive programs		X			
Employment services for the handicapped	X	X			
Baltimore ghetto information unit		X			
Stimulation of industrial and economic development					X
General educational development programs	X				
Vocational rehabilitation	X			X	
Adult education	X			X	
Job placement & counseling	X	X		X	
Pre-kindergarten education	X				
Kindergarten education	X				
Regular elementary & secondary programs	X				
Career education	X		X	X	
School media services	X				
School community centers	X				

Programs/Services	Agencies				
	MSDE	DESS	DHMH	DPS&CS	DECD
Public, school, state, and regional libraries	X				
Library for physically handicapped	X				
Industrial training	X			X	
Apprenticeship programs	X			X	
Instructional television	X				
Teacher education	X				
Special education	X				
Compensatory education programs	X				
Bilingual education	X				
Family planning services		X	X		
Sickle-cell education clinic			X		
Dental health education			X		
Educational development for general sanitation			X		
State training schools for juveniles				X	
Regional learning center for incarcerated				X	
Social education for incarcerated				X	
Non-residential purchase of care		X		X	
Boys forestry camps				X	
Work release				X	
Community reintegration				X	
Comprehensive reeducation center				X	
Model cities training program				X	
Youth services bureaus				X	
Medical self-help training				X	
Social services to adults		X			

APPENDIX B

CHANGES SUGGESTED IN INTERVIEWS--
ROUNDS ONE AND TWO

Round One

Interviewee 1 -

- Change references in Table V to MSDE rather than to its component divisions.^a
- Add to Exhibit V "approval of non-public schools" to MSDE's employment services; and to MSDE's educational activities.^a
- Add to education program inventory, approval of non-public schools, pre-kindergarten, kindergarten, regular elementary and secondary, and specialized; and programs for veterans' education.^a
- Add to Table V: DSP with all agencies as "lead agency" for population projections and access to census data.^b

^bDSP is not considered as a "lead agency" because it does not operate any direct service programs.

Interviewee 2 -

- Add to Exhibit V General Educational Development under MSDE's educational activities and employment activities; and change reference in education program inventory from High School Equivalency program to General Educational Development program; add Library for Physically Handicapped to MSDE's Educational Services.^a

Note: a = incorporated into the study.
b = not incorporated for reasons discussed herein.
This notation refers to this entire appendix.

- Add to Exhibit V a note of those educational programs which are funded and operated by MSDE at the prisons.^a
- Add to Exhibit V--vocational rehabilitation programs to MSDE's employment services.^a

Interviewee 3 -

- Add to Exhibit V--housing rehabilitation and housing insurance under DECD's housing services.^a

Interviewee 4 -

The following are questions relating to Table V:

- Should the Cabinet be considered in the same capacity as a Human Services Board?^{b-1}
- Should comprehensive health planning, performed in DHMH, be considered comprehensive Statewide planning?^{b-2}
- What is meant by support services--administrative services or secondary services or both?^{b-3}
- Should the fact that some of the mechanisms are not mutually exclusive be explained to the reader?^a
- Should the Office on Aging be considered one of the major State human service agencies?^{b-4}

The following are suggested changes:

- Add to Table V--the word "integration" as it applies to multi-service centers; MSDE's and DHMH's "service agreements" on services to handicapped children.^a

- Change reference in Table V to Interagency Task Forces, from Target Group Advocacy.^a
- Remove from Exhibit V comprehensive health planning as a health activity.^a

b-1 Although the Cabinet can serve as a forum for discussion of interagency policy issues in human services, it should not be assumed that this kind of policy discussion and setting is required to take place at this level. There is also no mechanism for public input into Cabinet meetings. Therefore, a Human Services Board could serve purposes that the present Cabinet structure is not necessarily suited to serve.

b-2 Comprehensive health planning should not be considered comprehensive Statewide planning for purposes of this study because "comprehensive" here is intended to convey the meaning "inter-functional" and therefore "interagency".

b-3 Support services, for purposes of this study, are intended to refer to administrative services such as record keeping, personnel administration, etc., rather than to secondary service support to a primary servicing agency, such as services provided by DESS and DHMH in assisting MSDE provide a full

range of services to handicapped children.

b-4 Although this is mentioned in Chapter 4, the Office on Aging is not considered one of the major State human service agencies for several reasons. First, it was only recently (1975) established as a Cabinet level agency. (This event occurred after the data collection efforts for this study were well under way). Second, it is organized on a target group rather than a functional basis. Third, since there is considerable opposition to the addition of this agency to the Cabinet, and since petitions have subsequently been made for the creation of an Office on Child Development and an Office for Juveniles, continued existence of this agency is questionable.

Interviewee 5 -

- Should the Department of Fiscal Services be added to Table V under the linkage "coordinated Statewide planning"?^b
- Add to Table V under linkage "sharing personnel" DPS&CS with MSDE for job counselors and for library personnel.^a

^bThe Department of Fiscal Services should not be

considered to perform comprehensive Statewide planning, since its chief functions are to conduct research and make recommendations to the legislature.

Round Two

Interviewee 1-

- Would like to see the choices in the questionnaire scaled in this manner: feasible, unfeasible, desirable, undesirable.^b

^bIt did not seem necessary to add the two "un" categories, since the instructions stated that the absence of a check mark in the desirable and feasible categories would indicate a lack of desirability or feasibility.

Interviewee 2 -

None.

Interviewee 3 -

- Change the wording in questionnaire in the following ways: add phrase "functional planning and delivery" after the first comma in possible role #2; add word "operating" to describe the superagency options a, b, and c; add word "functional" to describe the type of evaluation activity which would occur in the superagency; add the word "comprehensive" to describe the

type of planning which would occur under possible role #7, and change the word "setting" to "recommending" in reference to policy.^a

Interviewee 4-

- Asked the question: Does intended impact have anything to do with considerations of the feasibility of a possible role?^{b-1}
- Should the title of the questionnaire be changed to "Methods for Human Services Integration" since all of the possible roles do not imply dominance or a leadership character for MSDE?^{b-2}

^{b-1}No, the intention of the "feasibility" category was to derive judgments on the possibility of implementing a particular role given the political, social, and economic environments. Considerations of intended impact relate more to desirability than to feasibility.

^{b-2}No, it was the intent of this study to determine possible roles for the MSDE in the integration of human services. Possible roles could range from zero involvement to facilitative and dominant involvement.

Interviewee 5 -

- Suggested adding to Table I an "A4" category for a separate agency created for research and development activities in human services, for example, a Human Services Institute.^{a,b}

^{a,b}The Human Services Institute category was an excellent suggestion and was added to Table I. However, its suggestion during the second round of interviews prevented its inclusion as a possible role in the questionnaire administered to State officials.

APPENDIX C

POSSIBLE ROLES FOR THE MARYLAND STATE
DEPARTMENT OF EDUCATION IN THE
INTEGRATION OF HUMAN SERVICES.

Possible Role	Desirable	Feasible	Ranking
1. A super agency for human services, from which MSDE remains independent.			
2. A superagency for human services, functional planning & delivery encompassing some MSDE functions, leaving MSDE a curriculum development, administrative agency for regular public education.			
3. A superagency for human services, which encompasses the existing MSDE			
<p>This operating superagency could be set up in one of three ways-- if you checked one of the above, please check one of the below:</p> <p>(a) comprehensive (single line authority)</p> <p>(b) consolidated (centralized administration)</p> <p>(c) confederated (coordinated and functional planning and budgeting)</p>	<p>(a) _____</p> <p>(b) _____</p> <p>(c) _____</p>	<p>(a) _____</p> <p>(b) _____</p> <p>(c) _____</p>	
4. A State Board for human services, leaving existing agency lines intact. The Board would be an interagency coordinative and policy making body, composed of heads of the five human service agencies; but would have no administrative functions.			
5. A State Board, similar to No. 4, but with no policy making functions.			

Possible Role	Desirable	Feasible	Ranking
6. Human services administered by lead agencies, designated to serve as prime sponsors for specific projects. Prime sponsorships to be legislated, subject to change every four years, overlapping gubernatorial terms.			
7. Designation of Department of State Planning as comprehensive planning and coordinating agency for human services, responsible for comprehensive needs assessment and recommending State policy directions.			
8. Colocation of all human services in every county in multi-service centers, with all non-classroom educational services to be located there.			
9. Use of the school community centers concept in every community as a substitute for the multi-service center.			
10. Use of both multi-service center and school community centers, the latter at the neighborhood level, and the former on a broader geographic scale.			
11. Widespread use of written service contracts between public agencies and between public and private agencies.			
12. MSDE to share its personnel with other agencies and vice versa, for compatible services/programs.			

Possible Role	Desirable	Feasible	Ranking
13. MSDE to cooperate with other agencies in the creation of a formal mechanism for a data bank, referral, and follow-up.			
14. MSDE set up a mechanism by which human service agencies jointly plan and program services.			
15. The Department of State Planning set up a mechanism by which human service agencies jointly plan and program services.			
16. MSDE cooperate with other agencies in the creation of an ongoing mechanism for performing comprehensive needs assessment for human services, with community input.			

QUESTIONNAIRE AND RESULTS

Explanation -- Questionnaire

Not all of the choices listed would involve MSDE as the facilitative agency in bringing about human services integration. Some of the choices indicate that another agency would play the lead role. In addition, many of the choices are not mutually exclusive. For example, you might give high preference to the "lead agency" option, but also feel that written service contracts and sharing of personnel would be desirable under such a system. If you elect an option because you feel it would strengthen the operation of another option, please indicate this by including in parentheses the number of the option which you feel would be strengthened by the combination. Using the above example, your responses would look like this:

	Desirable	Feasible	Ranking
6. Lead Agencies			1
11. Written Service Contracts		(6)	
12. Sharing Personnel		(6)	

If you have checked the "Feasible" Column for an option, and left the "Desirable" Column blank, this indicates that the option is possible to develop, but undesirable in your opinion. Considerations of feasibility do not include the intended impact of a particular option.

Please rank those options which you checked as desirable in order of preference, beginning with the number

RESPONSES TO QUESTIONNAIRE:

INTERVIEWEE 1

Possible Role	Desirable	Feasible	Ranking
1		X	16
2		X	14
3	X	X	
(a)			
(b)			
(c)	X	X	1
4			15
5	X	X	2
6			13
7			12
8	X (3)	X	3
9			11
10		X	5
11	X(3)(5)	X	4
12	X (3)	X	6
13	X(3)(5)	X	7
14			10
15			9
16	X	X	8

Interviewee 1: Director, Division of Research, Evaluation and Information Systems, Maryland State Department of Education.

RESPONSES TO QUESTIONNAIRE:

INTERVIEWEE 2

Possible Role	Desirable	Feasible	Ranking
1			16
2		X	14
3	X		10
(a)			
(b)			
(c)	X	X	
4			11
5			12
6	X	X	1
7		X	15
8		X	9
9		X	8
10	X(14)(6)	X	5
11	X(14)(6)	X	6
12	X(14)(6)	X	7
13	X(14)(6)	X	4
14	X (6)	X	2
15		X	13
16	X(14)(6)	X	3

Interviewee 2: Director, Office of Planning Services,
Maryland State Department of Education.

RESPONSES TO QUESTIONNAIRE:

INTERVIEWEE 3

Possible Role	Desirable	Feasible	Ranking
1		X	
2	X(10)(11)	X	1
3			
(a)			
(b)			
(c)	X	X	
4		X	
5	X	X	2
6			
7	X	X	1
8		X	
9			
10	X	X	3
11	X	X	4
12		X	
13			
14			
15			
16			

Interviewee 3: Chief, Human Services Section, Division of Comprehensive State Planning, Department of State Planning.

RESPONSES TO QUESTIONNAIRE:

INTERVIEWEE 4

Possible Role	Desirable	Feasible	Ranking
1			
2			
3			
(a)			
(b)			
(c)			
4	X	X	3
5		X	
6	X		4
7			
8	X	X	2
9			
10	X	X	1
11	X	X	5
12	X		6
13	X	X	8
14		X	
15	X		7
16	X	X	9

Interviewee 4: Director, Division of Comprehensive State Planning, Department of State Planning.

RESPONSES TO QUESTIONNAIRE:

INTERVIEWEE 5

Possible Role	Desirable	Feasible	Ranking
1			
2			
3			
(a)			
(b)			
(c)			
4	X	X	1
5			
6			
7			
8		X	
9			
10	X	X	
11	X (4)	X	2
12	X (4)	X	3
13	X (4)	X	4
14		X	
15		X	
16	X (4)	X	5

Interviewee 5: Executive Director, Maryland State Advisory Council on Vocational Technical Education.

FREQUENCY OF RESPONSES TO QUESTIONNAIRE

Possible Role	Desirable	Feasible
1	0	2
2	1	3
3	2	1
(a)	0	0
(b)	0	0
(c)	3	3
4	2	3
5	2	3
6	2	1
7	1	2
8	2	5
9		1
10	4	5
11	5	5
12	4	4
13	4	4
14	1	3
15	1	2
16	4	4

Frequency of responses are indicated by an integer between 0 and 5, inclusive, corresponding to the number of interviewees who responded in each category. N = 5.

RANKINGS BY OPTION

Rank	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Possible Roles																
1																1
2	1															
3	1									1				1		
4	1															
5		2														
6	1			1												
7	1	1														
8			1													
9																
10	1		1		1											
11		1		2	1	1										
12			1			2	1									
13				2			1	1								
14		1														
15							1									
16			1		1			1	1							

Frequency of responses are indicated by an integer between 0 and 5, inclusive, corresponding to the number of interviewees who responded in each category. N = 5.

one for your highest preference.

Explanatory Notes and Summary of Results of Questionnaire

Although each interviewee was given a copy of the written instructions for completing the questionnaire, in some specific instances they did not follow the instructions. For example, they were asked to rank only those choices which they judged to be "desirable". Interviewees 1 and 2, however, ranked some options which they judged to be "feasible", but not "desirable". This does not have significant bearing on the results, as only those choices with the high rankings were of concern to the researcher.

Interviewee 4 added a note to his response, indicating that since he felt all sixteen choices did not imply significant roles for Maryland State Department of Education, he discounted those options with a low level of involvement for MSDE in the consideration of choices for high ranking.

The results of these interviews indicate a surprisingly high preference on the part of all but one of the interviewees for options which would require significant structural change. Total consensus was also shown on both the desirability and feasibility of widespread use of written service contracts. There was relative consensus on desirability and feasibility of other procedural arrangements: the use of both multi-service centers and school

community centers; sharing of agency personnel; the creation of an interagency mechanism for a data bank, referral, and follow-up; and the creation of an ongoing mechanism for comprehensive needs assessment with community input.

The least desirable options, in the view of all the interviewees were: a superagency for human services from which MSDE remains independent and use of multi-service centers incorporating all non-classroom educational services.

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HUMAN SERVICES INTEGRATION -- POSSIBLE ROLES FOR
THE MARYLAND STATE DEPARTMENT OF EDUCATION

by

Maureen Wilson

(ABSTRACT)

Human services integration attempts to improve the availability and effective delivery of services to clients who require the attentions of more than one service provider. Services integration is an issue of concern to many state governments, and has been attempted through a variety of mechanisms. Public education has typically been excluded from the human services integration movement. Although education is set apart from other human services by the comparatively large size of its state-supported budget and by its relatively autonomous administration, there are, nevertheless, significant commonalities in services provided by education agencies and other human service agencies. It is these service commonalities which warrant consideration of integration of services provided by education agencies with those of other human service agencies. The purpose of this study was two-fold: first, to develop a situational framework for analysis of the feasibility and appropriate design for human services integration; and second, to recommend a new and appropriate role for the Maryland State Department of Education, in concert with other Maryland

human service agencies, directed toward the integration of State human services. Four research procedures were undertaken for accomplishing the study objectives.

A review of the literature consisted chiefly of study of the experiences of other states with human services integration projects. This part of the study resulted in the development of a set of indicators to suggest the likelihood that a particular attempt to bring about services integration would or would not succeed. Information on the various mechanisms which have been used in attempts to bring about human services integration was also provided, and led to the development of a scale of possible structural and procedural mechanisms. These two classification schemes became the foundation for the situational framework which was used to analyze State human service agencies in Maryland and their social, political, and economic environment.

Review of selected Maryland State documents provided the primary source of information on the organizational arrangements, missions, operational programs, and linkages of State human service agencies. A secondary source of information on the same topics was provided through the researcher's role as participant observer in Maryland State government.

Validation of the material gathered and assembled from State documents and from participant observation was provided through a set of interviews with five State agency administrators and planners. The second set of interviews

with these officials elicited professional judgment on desirable and feasible types of integration of the services of the Maryland State Department of Education with those of other State human service agencies. Both sets of interviews provided information for revision of the framework constructed from the review of the literature and Maryland State documents.

Finally, conclusions of the study were formulated. Recommendations were provided for the development of services integration in Maryland and for the conduct of further study.