SOCIAL SERVICE DELIVERY SYSTEMS:
A STUDY OF SERVICES IN MUNCIE

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by
Linda C. Gensheimer
Adviser: Ronald Dolon

Ball State University
Muncie, Indiana
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I recommend this thesis for acceptance
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for graduation with honors.

Ronald Dolin
Thesis Adviser
Department of
Sociology

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Date
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CHAPTER ONE

INTRODUCTION

In speaking of the social services, the terminology seems rather obscure or confusing to the layman. Terms such as social welfare, social services, public assistance, and public welfare are used. Obscurity breeds misinformation, and this, in turn, breeds stereotypes. For example, a number of people I have encountered believe that social services are used primarily by middle-aged women living in the ghetto who have seven children, are collecting welfare and food stamps, and are living in "sin" with a variety of men at different times. In this paper, I hope to disprove this widespread belief by showing that a wide variety of people, with differing social and economic backgrounds, do indeed utilize the social services.

Welfare, in general, is taken to denote a mode of allocation of resources-goods, services, rights, benefits, etc.-which does not rest, theoretically at least, on the recipients' duty to reciprocate. This may be in the form of a public or private enterprise.

Ideally, some maintain, people should be independent, healthy, and well-adjusted; and that most people should be able to attain this. For those that cannot, there is the "necessary evil" of welfare. In this sense, goods and ser-
vices are allocated to these individuals, not to help them as such, but to protect the market system. However, the ethos of rugged individualism can no longer be aptly applied in many areas of our society. People are dependent upon one another for food, clothing, and many social needs. Not discounting the ideas of personal initiative and motivation, the saying, "every man for himself," is no longer true. It may have applied to Robinson Crusoe, but even he had "Friday" for companionship.

In the decade of the sixties there was a reawakening in this country. A great number of people began to realize that their needs were not being met and that someone was to blame. People were discontent and angry, and this was expressed in riots such as those in Detroit and Watts. Injustices were set forth on television screens in practically every American home. These new realizations spurred many into activism. People began to organize. There were marches, demonstrations, sit-ins, rent strikes, protests of every kind. But when the problems were not alleviated immediately, people despaired. Americans, having become accustomed to the quick easy remedy, the TV dinner syndrome, the fast-acting pain reliever, expected their social problems to be solved in this same manner. This same attitude is still with us today. Recently, twenty-five young people barricaded themselves within the Statue of Liberty to protest the "system" as if this act on their part would help to change anything.
It seems that the interest in community organizing and social planning follows the tides with ebbs and flows. At times the interest is heightened, otherwise not; but regardless of the interest shown, many people in the United States are still living in underdeveloped communities where human interests are subdued or overlooked altogether.

Here I come to the main tenet of this thesis. I believe that people can indeed build healthy, viable, human communities. However this cannot be achieved over night and wishful thinking will not help to bring these about. What is needed is careful, organized planning which takes into consideration all people and all needs in a community. The planning body should not be made up of an elite group, but it should be representative of all people in the community, and not merely tokenism.

This paper deals with this idea in three aspects. It involves, first, a review of the literature pertinent to social service delivery systems, second, an evaluation of the social services in Muncie, and third, suggestions will be given for improving the social service delivery system in Muncie. By taking this approach, it is possible to evaluate what has worked and what has not worked in other cities and countries; and also, a comparative analysis can be made between these various studies and the present situation in Muncie. This paper will also incorporate information and some insights which I gained during my social work field practice.
at the Community Services Council of the United Fund of Delaware County.

Most importantly, this paper wishes to point out that there is a definite need for improvement in the social services in Muncie. The criticism employed is intended to be constructive, beneficial, and enlightening, and not merely criticism for its own sake. Hopefully, some suggestions have been made which can be of use, and which can offer insight, to other students of this problem.
CHAPTER TWO

THE SOCIAL SERVICES: WHAT ARE THEY AND WHY ARE THEY NEEDED?

Social services, basically, encompass the health, welfare, and recreational needs of a community. Each of these topics is broad and each offers a number of services, both public and private. In a simpler society man was able, for the most part, to care for these needs himself. He was able to provide his own shelter, hunt for food, and invent games to entertain himself. There were extended families and the aged were cared for by the younger members. But as societies became more complex, more and more of these functions were taken away from the family primarily, and more and more decisions were made politically. For example, a man today living in Muncie, Indiana and working at Delco Battery, may find himself out of a job because of decisions made in Washington, D.C., or Detroit, Michigan. The free market may fail to produce a certain range of services or products that are socially and culturally deemed necessary. Welfare intervention by government or other public bodies operates on the idea that people have certain needs that have to be fulfilled, irrespective of the economic value of the service or product. In the case given above of the unemployed factory worker, he has the need to care for himself and his family and may find it necessary to receive unemployment compensation while he is out of work. This is but one example
of a social service.

Social services go far beyond the realm of merely supplying financial assistance however. Social services may come in the forms of marital counseling, treatment for alcoholism, mental health services, day care centers, and a variety of other services.

There have commonly been two approaches to the field of social welfare: residual and institutional. The residual approach looks on social welfare as concerned with specific disabilities and difficulties, such as old age, blindness, poverty, or desertion. It is, more or less, directed at individual behavior:

"Historically, generic social work practice has reflected the so-called residual view, which regards the profession as a source of supplementary rehabilitative services to be utilized when regular social processes break down."

The institutional approach, on the other hand, is concerned with services that will enhance the social functioning of the population as a whole, such as social insurance, or counseling services. Although one may favor one approach over the other, or have a greater interest in one, they are both necessary in planning for a healthy community. A story by Saul Alinsky comes to mind which helps to illustrate this concept. A man was standing by the bank of a river and he saw a drowning man coming downstream. He jumped into the river to save him. Just as he had rescued this man another drowning person came down the river, and he jumped to his rescue also. And so it also happened with a third and a fourth
person. Finally, the man who had rescued these people said to a passerby, "Hell with this! I'm going up the river to find the sob who's throwing these guys into the river!"
This man is leaving to find the cause of the problem, but what will happen to the people drowning when he leaves to do this? This story helps to illustrate that we need both approaches to the field of social welfare.

In previous times, however, there has been an emphasis on the residual approach. This is a carry-over from the days of the Elizabethan Poor Laws when it was believed that dependency was caused by defects in a person's moral character. Intervention, for the most part, is still usually directed at individual behavior, while intervention at the level of the social structure is largely neglected. Some authors reviewed believe that in order to intervene effectively, one must go outside the realm of the individual and take into consideration the environment and other factors which may have an effect on a person. One author expressed it this way: "In the stress on the one-to-one relationship there is an assumption that the specialized competence of the professional enables him to cope with the problem through dealing only with the individual." 4

The Community Service Society of New York, a prestigious voluntary social-casework agency made an announcement of a change in their policy in January, 1971, relating to this matter. It was their belief that family agencies, generally, have viewed the individual or the family as the
appropriate starting place for their work. While recognizing the need for dealing with individual problems and individual casework, they believe that more consideration should be given to studying the context of the community. A study committee which had been formed to study this problem issued this statement regarding its findings:

"The Study Committee is convinced that an approach that focuses primarily on individuals may help some people, but will not really alleviate the basic problems of a sick community. The report, therefore, concludes that given communities must become the client." 5

This agency, seeing that its casework policies were not being effective, began an innovative program in the hope of improving its services.

Yes, each person is an individual who has unique qualities, but no longer can we think of people as separate entities who live in and of themselves—we are social beings. We must not have one group trying to build healthy individuals and another group working apart from them trying to build healthy communities. The two must work together for the benefit of each other: "Theoretically, the entrance of social organizations in the lives of individuals will contribute to prevention of later breakdown of functioning of both the individual and society." 6
CHAPTER THREE

REVIEW OF THE LITERATURE

The literature reviewed deals primarily with how to improve the social service delivery system in a community. A compilation of their recommendations will be given in a later section. Many defects are viewed in the delivery of the social services. Some of these defects are remnants of past eras which at one time may have been useful, but are now defunct. An example of this, cited previously, are the Elizabethan Poor Laws, upon which the system of social welfare in this country is based. A complaint often voiced by agencies is that they have a limited amount of funds with which to work. Although this may be true in part, innovative ideas and programs can often be started without exorbitant amounts of money. One author cites the following as a major problem in our social service agencies today:

"Some scholars perceive the defects in the organization of services as stemming from the process of institutionalism. Agencies, once bold and venturesome, come to be dominated by caution and timidity. They desire chiefly to survive and to conserve and protect their domains." 7

If some agencies do operate on this basis, the thrust of their efforts is directed toward their own survival and well-being and not toward that of their clients; and the function for which they were created becomes secondary.

Another point related to this is that many agencies perform highly specialized functions and they do not see
their functions as relating to those of other social service agencies in the community. It appears as though many agencies want to protect their own interests and is afraid of taking risks. By aligning themselves with other agencies, in terms of planning and functioning, they fear losing control over their own affairs. Again, their own interests atke precedence over the welfare of their service recipients. The client is caught in the midst of this. One author envisions the difficulties a client may encounter in this service network:

"The service network is so organized that many in extreme need, particularly the poor, cannot find their way to it. If they do find their way to it, they often cannot meet the definitions of eligibility, or should they meet the definitions of eligibility, they may encounter disparities between their conception of their problems and that of the professional." 8

It is often the case that all but the best educated are uninformed about available public and private resources, facilities, rights and programs. It is for this reason that each social service agency, whatever its function, whether public or private, should have detailed information about all resources in the community so that if someone stumbles into their office and they do not fit the requirements for eligibility, they can be referred to the proper place, and not merely be given the "run around." It may have taken a great deal of time and courage for the person to take that initial step and if he or she is merely told that he is at the wrong agency, or is merely given sketchy information about where he "might" be helped, this person
may be permanently turned off or alienated. This brings to mind an incident that occurred during my field practice at the Community Services Council. One afternoon an exasperated woman came into the office saying that this had been the fifth place she had come to in trying to get assistance for a problem her family was having. She said that no one else had really understood the nature of her problem and they had sent her "all over town." One of the office staff took the time to listen to her plight and she was referred to the Family Counseling Service. How many other people have had this same difficulty and how many did not receive assistance?

The resources and services are often available, but for a variety of reasons they are not utilized. Alfred Kahn speaks to this point: "People who are asked where they turn for help with personal problems mention the clergy and general doctors overwhelmingly. Mental health professionals and social agencies are far less in evidence." 9

Various explanations have been given for this phenomenon, but none are so difficult are so great that they cannot be overcome. There is a lack of information and referral services in many communities. There are many specialized agencies, but often there is no one single agency which serves as a referral body. Agencies take for granted that people know where to go for various services. Some agencies have begun innovative programs which have helped to overcome many of these problems. One author cites the following example:
"In recent years social service agencies have become more responsive to the needs of their recipients by involving them in the evaluation of programs that affect their families and communities. The practice of giving the recipients a voice in the evaluation of programs usually results in more effective programs." 10

Many agencies operate on the assumption that they know what is best for their clients and policies are formed within the agency without receiving any feedback from the recipients of the service. One of the main goals of community work should be to increase the participation of service recipients in affecting their own destinies. By involving the community in the planning of various services, feelings of trust can be formed. Suspicions and misconceptions can be broken down.

The goal of community development is to improve the physical and social conditions of the community. "Since the end result of community development concerns people, then perhaps the development process should start with them." 11 Usually the service structure actually ends with these people and in the interaction that does take place between the agency and the recipients of its services, the arrow usually only goes one way; that is, agency→ recipient. Whereas, it ideally should be, agency←→recipient, and this relationship should develop at all phases of the social service delivery system—planning and implementation.

Now that we have looked at some of the problems involved in effective social service implementation, let us turn to various studies conducted in New York, Detroit and Great
Britain and examine their findings and suggestions.

Note: The New York and Great Britain studies were conducted by the same group, but for reasons of clarity they will be referred to in different sections and then their results will be compared.

THE NEW YORK STUDY

This particular study was conducted under the leadership of Alfred J. Kahn of the Columbia University School of Social Work in 1965. This report is based on several studies made in New York City of advice, information and referral services offered by both public and private agencies and service organizations. Also studied were programs of neighborhood legal services in a number of cities. Questionnaires and interviews were employed. Those questioned and interviewed included the staffs of various public and private agencies and a cross-section of New Yorkers.

From this research it was found that most people go to individuals, doctors, and friends for many kinds of information and that many people do not go anywhere or do not know about services. These authors believed that, in order to have good social services, effective "open door" policies and accessibility to all types of social groups was essential. However, they found that these necessary prerequisites were infrequent, and sometimes all together lacking in New York. They believed that in order to assure their implementation, special provisions would have to be developed.
during World War II to help people through the confusion and hardship of the war. Today there are close to five-hundred CAB's throughout Great Britain. They are partially financed through government grants, but are for the most part sponsored and run by local committees of citizens and representatives of public and voluntary agencies in the area. They are staffed by trained volunteers and paid personnel in a 70:30 ratio. Volunteer workers are recruited by the local sponsoring committee which advertises in various media. The volunteer undergoes a training course involving twelve to sixteen lectures, and they also observe work in other CAB's. One author describes the following as functions of a CAB worker:

"CAB workers are prepared to answer questions for any type of information, listen to problems, make home visits...They are supplied with a comprehensive directory of social legislation, rules, regulations, and instructions on how to use these laws...No appointment is necessary; callers are welcome to walk in off the street." 15

However, CAB's do more than dispense information. With their day to day contact with a great number of people, they acquire a unique range of knowledge of community and individual problems and the adequacy of services. That is, these neighborhood centers serve as a monitoring system. Records are kept of each visit and call to the center. By this system, it can be ascertained which services are most frequently needed and what information people request most. This information could be invaluable to other social agencies in the area for evaluating their own services.
Some people have suggested that by having such a neighborhood service center, the other agencies in the area would be swamped by referrals and would not be able to handle the additional caseloads. However, the British experience indicates "a large percentage of resolutions in the office, and a small percentage of referrals to social services." 16

There is no reason to believe that such a comprehensive service would add to the waiting lists. There is evidence in these studies that users of the entire social welfare system are less adequately served because of defects at the "doorway" and in information services. Even if there was an increase in referrals because of a build-up of information services, a first consequence of this might be an improvement in direct services. People in need of social services should not be turned away because the agencies are not able to handle the increased numbers, but rather, the services themselves should be expanded and improved.

THE DETROIT STUDY

It is appropriate to mention here a study conducted in Detroit before making our comparison. Greenleigh Associates found in an interview study of low-income households in Detroit that needed and relevant services were not used by people because they did not know about the service. Here are the results of their findings: 17
<table>
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<th>Problem</th>
<th>% Unaware of Service</th>
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<tr>
<td>Physical Health</td>
<td>20.9</td>
</tr>
<tr>
<td>Mental Health</td>
<td>39.1</td>
</tr>
<tr>
<td>Family Problems</td>
<td>48.1</td>
</tr>
<tr>
<td>Employment</td>
<td>55.7</td>
</tr>
<tr>
<td>Financial</td>
<td>47.0</td>
</tr>
<tr>
<td>Legal</td>
<td>43.5</td>
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<tr>
<td>Housing</td>
<td>45.5</td>
</tr>
<tr>
<td>Child Welfare</td>
<td>51.7</td>
</tr>
<tr>
<td>Recreation</td>
<td>45.1</td>
</tr>
<tr>
<td>Day Care</td>
<td>42.1</td>
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These statistics could be interpreted in a variety of ways, but irregardless of interpretation, these are, indeed, significant percentages. Perhaps some of these people were not aware of these services because they had not yet encountered a situation when they were in need of them. However, if these services were decentralized, and physically visible in these neighborhoods, than these people would at least be aware of their existence. These statistics indicate that this is not the case. If a person is not aware of these services now, what will happen if a crisis should occur? The person or family may be fortunate and be able to find assistance in time. If not, one can only conjecture as to what the consequences might be.

COMPARATIVE ANALYSIS OF THESE STUDIES

Kahn and his associates concluded that the British CAB pattern, while creative and of valuable guidance, if merely duplicated would not make the optimum contribution to the current American scene. They feel the CAB system to be of great value, but adjustments would have to be made in applying it to the United States. They believe that endorsement of
such a nationwide program by the federal government is a long way off, and that it should be, rather, up to individual communities to initiate their own programs. From my studies of urban systems, it is clear to me that no two American cities are alike. Each differ in a number of aspects. Because of this I believe that optimum results could be achieved by having individual communities conduct studies of their own needs and resources, and from that information begin to plan for their own neighborhood information centers.

A number of useful and workable ideas learned from the CAB program could be implemented in this country. For example, let us begin by taking a look at the name itself of these British information centers: the Citizen's Advice Bureau. Using the term "citizen" may imply that it is open for use by all people except, possibly, those who are not British citizens. I believe that this is only a minor drawback however. Nothing in the name indicates that a user of this service would be defined as "patient" or "client," terms which some people may dislike. The name does not refer to welfare or social services— it is free of stigma and non-sectarian. It brings across the idea of "people interested in people." Also, by locating these offices in neighborhoods, they are more easily accessibly than the centralized, downtown offices which many agencies have.

By utilizing local neighborhood volunteers in the CAB staffing program, this symbolizes a commitment to a ne
neighborhood philosophy. Along with this idea, the presence of professional workers represents a commitment to responsibility which is also an important factor. The combination of these two creates a well-balanced program. The authors of this study speak to this point:

"...all of the CAB experiences and all that has been learned in recent U.S. experiments suggests that the local office should have considerable neighborhood staffing, whether it is a poor or a middle-class area. The issue is one of effective service, not of proving the superiority of local volunteers or paid people to professional workers." 16

The "issue of effective service" brings us back to a point mentioned earlier regarding the problem of increasing caseloads by referral to other agencies in the community. If effective service is what we are aiming at, then the community should identify its true service deficits by uncovering, not hiding, need, as was shown in the Detroit study. Each city should conduct a study, similar to the one in Detroit, to uncover these problems. The thrust should be, not to break down the present system, but to open a doorway to the specialized system. It is intended to increase and to expand provision, not to compete with it, or decrease it. If neighborhood information centers, similar to those in Britain, were employed in this country, their primary emphasis should be the giving of information and advice by trained workers, both volunteers and professionals.

Now we can combine some of this information and establish the criteria which various authors deemed necessary
for an effective social service delivery system within a community.

CRITERIA FOR EFFECTIVE SOCIAL SERVICES

1. Decentralization of services, making them more accessible to service users.

2. Agencies should initiate innovative policies.

3. The support and control of social welfare programs should be representative of the entire population.

4. There should be communication between the various service agencies in the community.

5. Each agency should have adequate information about other agencies and services in the community so that proper referrals can be made.

6. There is a need for local neighborhood information centers.

7. There is a need for community planning councils which are representative of the population.

8. Service agencies should develop means of collecting information relating to program and staff evaluation.

9. Agencies should utilize both professional workers and trained volunteers.

10. Service recipients should be involved in the evaluation of programs and policies which affect them.

These criteria are not listed in order of importance,
but rather, if combined, could produce a balanced program essential to implementing effective social services in a community.
CHAPTER FOUR

THE SOCIAL SERVICES OF MUNCIE

INTRODUCTION

In a pamphlet entitled, "Directory of Services for Muncie and Delaware County," is a listing of all the social services offered in this area. Not including the various number of rest homes for the aged, these services and organizations offering some form of social service number to be approximately one-hundred. At first glance, this number sounds impressive. In this chapter let us take a closer look at these agencies and the services offered in terms of the criteria given in the preceding chapter. Does Muncie offer an effective, representative, well-balanced program of social services? If this is not found to be the case, what can be done to improve the operation of the social service delivery system?

In this chapter, there will be extensive use of a survey conducted in 1966 which studies the health, welfare, and recreation needs in Delaware County. Information and insights gained during my social work field practice at the Community Services Council will also be discussed. (Note: I regret to say that I was unable to conduct any empirical research on this topic myself because of the extensive period of time needed to complete such work successfully.)
THE 1966 SURVEY OF HEALTH, WELFARE, AND RECREATION IN

DELAWARE COUNTY

This study was prompted by the Board of Directors of the United Fund of Delaware County because a need was felt for greater coordination among all private and public health, welfare, recreation and character building agencies in Delaware County.20 This study brought in professionals from around the country to evaluate the social services in Delaware County and to make recommendations for improving these services. The research and fact-gathering of the study was conducted by the Institute of Community Studies, an allied agency of the United Community Funds and Councils of America. The Citizens Survey Committee, a group of local people, worked with the research team in this study. It was also this committee which analyzed the findings and made various recommendations of which I will speak later. The committee proposed the following reasons for making the study:

"...the main purpose of the survey was to provide a perspective of programs and services, and to develop guidelines for building a more balanced total program which could meet the needs of people as adequately as possible, within the resources available." 21

A special study was done of two neighborhoods, Whitely and Census Tract Five in southwest Muncie. It was found that these two neighborhoods contribute a disproportionately high share of the caseloads of those agencies dealing with problems of dependency and delinquency, such as the Public
Welfare Department and the Juvenile Aid Divisions. It was also noted that "relatively few people in these neighborhoods were reached by agencies focusing upon prevention and intensive treatment of social problems." 22

In the study, four areas were examined and their services evaluated. These include: health services, family and children's services, recreation services, and the central services of financing and planning.

HEALTH SERVICES (see Appendix A)

The study found the health services of Muncie to be generally adequate, but various recommendations were made to foster improvement. It was found that some of the present agencies were too small to be efficiently administered or to serve the community's health needs with maximum effectiveness. There was also found to be some duplications of service and little coordination among agencies having related programs. At the time of the study there were no psychiatric services for children closer than Indianapolis. The study committee concluded that the emphasis of the health services in Delaware County were predominantly on treatment and care of illness with too little attention given to health promotion, prevention, and early case finding.
FAMILY AND CHILDREN'S SERVICES (see Appendix B)

The study committee concluded that the several agencies involved in family and children's services appeared to be absorbed primarily in their own prescribed programs, "operating somewhat in isolation from other agencies, and doing a minimum of planning to meet community needs." 23

However, their main concern with agencies dealing in these areas was the shortage of professionally trained personnel competent to deal constructively with social and behavioral problems. They found only two persons in all of these agencies who could be characterized as fully trained and professionally qualified social workers. The study cited an example regarding the welfare department. Three employees were classified as supervisors who guide, direct, and teach caseworkers their responsibilities. The qualifications for these positions are a Master's Degree in Social Work and two years administrative experience. None of the three persons filling these positions had these minimum qualifications.

Regarding this finding, the committee made the following recommendation, for it felt this to be most basic and important to the operation of an effective system of services in Delaware County:

"Intensive and comprehensive efforts should be made to recruit and retain qualified personnel for both voluntary and public family and child care services... The work is more than determining financial eligibility. It is to counsel wisely in use of limited resources, to restore hope, and to inspire those who may be able to become independent, self-reliant, productive citizens." 24
In making this recommendation, the committee believed that the efficiency of service depends to a great extent on the quality of personnel.

RECREATION SERVICES (see Appendix C)

In almost all cases it was found that the agencies were understaffed especially in the area of providing professional workers. The park acreage in Muncie was also found to be unevenly distributed, with the northern one-half of the city virtually without park space. A major inadequacy was also found in a study of the users of recreational and character building services. The study concluded that these services were adequate only for the middle-class communities. The Boy and Girl Scout organizations were a prime example of this: "Both organizations admit limited success in organizing and developing support for service in the more deprived and minority group areas of the community." 25 The report recommended that these organizations make greater efforts for recruitment in these sections of the city.

CENTRAL SERVICES: FINANCING AND PLANNING

The study recognized that there was very little coordination of planning between the various social service agencies in the community. It pointed out that each agency is generally legally autonomous, its origins being either legislative or the result of direct citizen action to meet a community need or problem. With this kind of structure,
these various agencies were not planned out carefully at their inception. Many developed initially without any great concern or awareness of others already in existence. The study made the following recommendation regarding the need for a community planning organization:

"It is recommended that a community services council be established in Delaware County and that this organization be separate from the United Fund, organizationally, but staffed on a joint basis." 26

It was believed by the authors of this study that such a planning council could help to alleviate many of the problems involved in the effort of coordinated planning among the various agencies.

In addition, the study recommended that there should be a cooperative relationship between agencies. It was found that most agencies were not decentralized and were "located primarily for the convenience of the organization and frequently within the business complex of the community." 27

In a large number of the recommendations cited by the survey committee, there was a stress towards more coordinated planning and greater citizen involvement.

ANALYSIS

Before analyzing the contents of this report, there is a need to look at other factors which are instrumental in its very formation. First of all, the study was conducted by a group of people directly connected with the United Fund. I believe it would have been more effective and unbiased if
the study had been conducted by a nonpartisan group. At the
time of this study the report listed a total of forty-five
agencies in Delaware County which served the health, welfare,
and recreational needs of the people. At that time, the annual
cost of operating these community services was approximately
eight to ten million dollars. Half of these agencies, which
are all voluntary, receive a portion of their operating funds
from the United Fund. The budget of the United Fund is but
a small portion, however, of this eight to ten million dollars.
Yet the survey recommendations made by them, would influence
all forty-five agencies and the people of Delaware County in
one way or another. Had the study been conducted by a nonpar-
tisan group, those agencies not affiliated with the United
Fund might have been more willing to participate and coop-
erate.

Another point related to this is the recommended struc-
ture of the Community Services Council. The authors of this
study stated in their report that it was important for this
new planning council to be separate and apart from the United
Fund in order to encourage all organizations, regardless of
the basis of this support, to join and freely participate.
However, although the Community Services Council may be organi-
zationally separate from the United Fund, it is jointly staffed
by the United Fund. The report stated that this would be
"the most economical approach." 28

For this reason, agencies and organizations not within
the United Fund may feel alienated and isolated from the
workings of the Community Services Council. By having the two organizations jointly staffed, I feel that a great deal of the control for planning would be in the hands of the United Fund. The two organizations are also housed in the same building. From my experience during my field practice at the Community Services Council, I believe both the United Fund and the Community Services Council to be one and the same organization.

This is not intended to discredit the United Fund. It is a valuable organization and fulfills a very necessary and worthwhile goal in the community. My point, however, is that by having the main planning council for the social services in Muncie so closely affiliated with the United Fund, other agencies not associated with the Fund may feel alienated and not participate as fully as they might if the Community Services Council was a totally nonpartisan organization. The study itself realizes this point:

"It is sometimes difficult for government agencies to accept participation in a planning organization which appears to be dominated by the United Fund or voluntary fund raising interests of the community." 29

From my experience, I believe that this very thing, the literal merging of the CSC and the United Fund, has indeed occurred. Another fact which points to this conclusion is that the entire operating budget of the Community Services Council comes from the Delaware County United Fund. It is clearly stated in all United Fund budget reports.

In addition to the above, the survey committee recom-

mended in its report that "the bylaws of the two organizations
should be developed to provide for formal cross-representation on the Boards of Director level." 30 That is, some directors of the United Fund would also serve as board directors of the CSC. In a study done by George Brager, he found that such a set up would not help to promote healthy relations within a community. According to Brager, "Interlocking board directorates discourage service institutions from aligning themselves with adversary actions by community groups directed against other service institutions." 31

In the case of the CSC and the United Fund, it is indeed possible that conflicts of interest might arise. I think this is especially true because the Fund is directly involved in the allocation of money, and the CSC's main concern is with planning. I would conjecture to say that the primary reason for having interlocking board directorates is to assure the United Fund of the power to exert control over the planning of social services in Delaware County. This is a strong statement, to be sure, but from my study of the survey committee's report, I believe that interpretation lies strongly in this direction.

At this point, it is also appropriate to examine just who holds positions on the boards of directors of the CSC and the United Fund. Of the twenty-three directors of the United Fund, nine persons hold high-ranking positions in business and industry, two are bank executives, two are labor representatives, one is the publisher of the Muncie Newspapers, one is a member of the Board of Trustees at Ball State University,
and the remaining nine are composed of a physician, an attorney, a dentist, two insurance agents, an administrative official at a local high school, and two women whose positions in the community were unknown.

The twenty-three directors of the CSC are comprised of eleven business leaders, three bank executives, two labor representatives, a publisher, an attorney, a physician, the wife of a university president, and three persons whose positions were unknown.

The Citizens Survey Committee who first recommended the need for a CSC, believed strongly (as stated in their report) that this new planning body should be "broadly representative." In this aspect, I can only say that their recommendation is an overwhelming failure. The list of persons holding positions on the board of directors of the CSC gives strong testimony to this. These persons could only be representative of a small elite group in Muncie. Fred Cox speaks to this point in discussing various aspects of the community power structure: "A nice continuity often exists between an individual's official role in service, welfare, school board, and hospital board organizations and his economic role in the community."

It is not known how many of those persons listed above also hold positions on boards of directors of other agencies, businesses, schools, and the like. I do not believe that the CSC could conduct planning which takes into consideration all interests in the community if those interests are not represented on the board. Another author holds this opinion
regarding the social service delivery system:

"Thus, in the competition for support, social services are attracted towards a middle-class clientele, and even what they do for poorer people is designed to appeal, not to those who use the services, but those who pay for them." 34

It is most often true that those people who do make the largest contributions to such organizations as the United Fund are those involved in big business. The United Fund of Delaware County devotes its greatest campaign efforts to the business sector of the community. Since these business leaders give a great deal of money in contributions, they would, of course, want to have some control over how this money was allocated—what it should and should not be used for. Possibly, they might have personal biases which would influence their decisions. Therefore, personal motives might hinder their objective judgment in doing what is in the best interest of the community. To serve the best interests of the community, those interests should be fairly represented.

The UCFCA (United Community Funds and Councils of America) defines its five-hundred member agencies as composed of "...voluntary citizens' organizations which merge lay citizen interest and professional expertise in planning for and acting on social and health problems." 35 The United Fund of Delaware County, which is a member agency of the UCFCA, also purports to hold this philosophy. However, since the primary goal of the United Fund is raising money it may overlook other measures, such as that just cited, in order to expedite their primary goal.
Sargent Shriver, then director of the Office of Economic Opportunity, addressed the National Conference on Social Welfare in June, 1965. He attacked the voluntary sector for not including the citizenry served in the planning aspects: "We are asking the various establishments to share their power with those whom they purport to help." 36

This aspect of involving citizens in the planning of the social services is a prime basic necessity. Let us take the example of a psychiatrist and his patient. The psychiatrist does not diagnose the problem and prescribe treatment without first consulting with his client. He must first see how the patient views his own situation and go from there. Otherwise, it is like putting the horse behind the carriage. If social service agencies are truly concerned with creating better communities in which to live, they must come together and plan with people living in those communities. My major premise is that groups who partake in these social services have been excluded from the formulation of social policy.

Another very important point brought out several times in the study by the Citizens Survey Committee was the lack of trained professional workers in many of the social service agencies. This was especially pronounced in the Public Welfare Department. The committee recognized that the function of this agency was not merely to provide financial aid. The 1962 Public Welfare Amendments to the Social Security Act addressed themselves to this very point: "They were designed to add social services to the income-maintenance function of the
public-welfare agency on the premise that such services are central to the solution of problems of poverty and dependency."

The survey committee recognized this vital aspect and recommended the upgrading of personnel standards. However, this recommendation has still not yet been acted upon. Today, of the thirty-three caseworkers in the Public Welfare Department of Delaware County, only two hold Bachelor Degrees in Social Work and none hold Master's Degrees in Social Work.

In order to provide the social services needed, as outlined in the amendments to the Social Security Act of 1962, workers trained for this very purpose are needed. Only a minimal amount of training is required to ascertain eligibility requirements, and so forth, for financial aid. However, greater intensive professional training is needed to deal with and adequately provide for other social problems and needs which may coincide with financial dependency. As of this time, these professional standards have not been met in Delaware County.

This study also recognized the need for greater decentralization of services. Up to this time, this has not been acted upon either. Social service agencies in Muncie are generally accessible by public transportation, with many being located in the downtown area. However, they have not become the "fiber and fabric" of the community. They are located apart from the people who use them.

In conclusion, the study committee made a total of fifty-three recommendations. Of these, twenty-eight have been effected
or are in the process of direct study by either the CSC or other interested groups. Generally speaking, a great number of the recommendations reflected sound policy. They called for greater coordinated planning, broad representation of all groups in the community, decentralization of services, and the upgrading of personnel. The committee appears to be thinking in the right direction for the improvement of the social service delivery system. However, the means for implementing these recommendations have not been effective, as in the structure of the CSC which was previously cited. Let us now turn our attention to some suggestions and recommendations which may help to provide for a more thorough and effective social service delivery system in Delaware County.
CHAPTER FIVE: RECOMMENDATIONS AND SUGGESTIONS

GREATER COORDINATION OF PLANNING

Although Delaware County does have a council for the planning of social services, I believe it has a number of limitations which deter from its effectiveness. First of all, it is closely affiliated and aligned with the United Fund. From my experience in working with the CSC I have found that those agencies not associated with the United Fund do not take part in the planning process to the degree desirable. If the CSC was an independent body, free of any and all stigma, it could function more effectively. The Council, at the present time, does not appear to actively recruit members of other agencies to attend its meetings. It sends out minutes of meetings to various agencies and reports on its activities, but there is little effort exerted to get everyone involved. So many agencies act as isolated bodies and there is no meaningful network of communication between them. The possibilities are there, but they are not being utilized.

In addition to this, there seems to be very little planning taking place within each agency. Many have been operating in much the same manner, with very little change, for a number of years. Innovative policies are not being tried. This is due, in part, to the shortage of staff and the lack of trained professional workers. New trends in the social services are being tried throughout the country and overseas. Yet Muncie,
as if surrounded by the Great Wall of China, is not aware of them. If one agency does come up with a new method, it goes largely unnoticed, because of the lack of communication between agencies. This is where the direction and thinking of a central planning body becomes very important. It provides a forum for much needed communication and the exchange of ideas. There is so much we have to learn from one another, but what use is this knowledge if it is not communicated?

Many times, agencies will not act unless they have something to gain or to lose. Something in the form of a public report could be listed monthly, indicating those agencies which do attend and participate in planning sessions, and those which do not. Initially, such a system of accountability might encourage some agencies which may not be eager to participate at first. After this initial "push" these people may begin to see the worthwhile aspects of such a project. If not, then possibly a turnover in personnel would be indicated.

GREATER CITIZEN INVOLVEMENT

In addition to personnel from public and voluntary agencies serving on such a planning council, there should also be broad representation of citizens in the community. A community such as Muncie is not broadly by either, all people from the business community, or, by all poor blacks. It should be, rather, a combination of all citizens' interests. At the present time, the planning council is dominated by a rather elitist group
composed primarily of business people in the community. Of course, their interests should be represented, but these interests should not necessarily be dominant.

Often such planning councils or organizations of a similar nature, have the tendency to randomly choose members by systems of "tokenism." Regarding this method of achieving citizen participation, one author expressed the following viewpoint:

"How to involve the poor; how are people chosen on planning boards? For instance do we still choose them this way: two Negroes, one rabbi, a couple of Catholics, a few 'good' ladies, the 'establishment,' of course, and labor? Is this citizen participation?"

Of course, no one should serve on a planning board unless he or she actually wishes to be there, to represent his community, and has a sincere desire to improve that community. oftentimes people are reluctant to serve on planning councils because they feel the work will be dull and routine, and that their own effort will be of little importance. This could be the case in many situations. However, certain measures can be taken to alleviate these problems. The dull, difficult, or demanding day-to-day tasks which are all a part of community action should be interspersed with program content which, to the extent possible, is colorful, instructive, or indicative of the importance of the effort. Such a planning council could serve as a mechanism for creating solidarity among people with shared goals.

The planning board could bring together people from all segments and neighborhoods of the community. It could function
then, not only to point out problems in the community, but to develop community competence in local problem solving. These people could return to where they live, initiate neighborhood councils of their own to get feedback from local residents, and report problems and suggestions to the larger council. As the council functions now, it initiates policies and programs without knowing the reactions and sentiments of those people whom these programs affect. Such a system, as suggested here, could provide for two-way communication and a more active role by the citizens of Muncie. As one author so aptly expresses it, "A principal aim of community organizers and planners is to make the recipients of social-welfare services part of the process by which these services are formulated and dispersed." 39

Now we come to the question of how one is to gain citizen participation if the majority of the citizens do not even know that such a planning council exists. The next section will deal with this question in part.

NEIGHBORHOOD INFORMATION CENTERS

Planning is an almost impossible task if the problems cannot be identified first. I believe that local neighborhood information centers would be a step towards alleviating these problems. These centers could serve a variety of functions with the primary emphasis on the giving of advice and information and in the offering of referral services. The need for such centers were illustrated by both the New York and Detroit studies cited
earlier. Muncie, of course, cannot be compared to New York City, but Americans, no matter where they reside are served by comparable networks of increasingly specialized, bureaucractized and complex systems of service. Persons, especially those with less education, are caught in this maze and often do not know where to turn for help. Such a neighborhood based center could offer information on a variety of different services to the people in the area. It could also give service agencies insights into these communities by discovering what needs weren't being met and act upon them. Such a center would be very helpful to mothers with children who may find it difficult to make their way to other agencies which are further from their homes.

However, one should not merely propose to have neighborhood information centers because the idea sounds good, or because other cities have found them helpful. I would suggest that, initially, a survey-type study should be conducted in various neighborhoods to see if there is truly a need for these centers. Such a survey would also be helpful in identifying potential leaders within a community, locating the disinterested, and getting insights into the feelings of the people. Interviewers would question these people as to the need of such a center. If information from the survey indicated that the area did need an information center then one might be formed.

This approach would be far better than having a group of "interested citizens" coming in from the outside and telling these people what they needed or do not need. People who initially
showed enthusiasm for the idea might later be recruited for volunteers.

From information gained in other studies, such centers prove to be most efficient when they are nonsectarian and staffed by both professional workers and volunteers. An information center could be formed in one neighborhood to serve as a pilot project. After a period of time, the results could be evaluated, and if it was found to be substantial and beneficial to a considerable number of people in the area, they could possibly be expanded to other neighborhoods.

I believe that such centers would indicate a sincere effort on the part of the various social service agencies in Muncie to serve the people of their community to the best of their ability. It would be an effort to "reach out" to the community.

GREATER UTILIZATION OF RESOURCES AVAILABLE AT BALL STATE

In the Citizen's Survey Report, the following statement was made: "Muncie is also the home of Ball State University, a thriving, growing educational institution, with excellent community relations." But what actually is the extent of these community relations? To what degree are the students really involved in the community? I would have to say that the students are not involved to a very great extent at all. For some students, the reason may be apathy, but not for the greater number. I have known of students in the Social Work Department who attempted to volunteer for various services, but were not
able to for a number of reasons. Students are, however, not only a great source of manpower; they can also offer creative ideas and much needed enthusiasm.

One of the greatest problems in this area is, again, a lack of communication. In order to form a link between the students and the community in the area of social services, I would recommend that one or two students serve as representatives on the Community Services Council. They could report the activities of the council back to the students and vice versa. Students could also serve a vital role in the survey previously suggested, and also, the neighborhood information centers, if implemented.
CHAPTER SIX: CONCLUSION

Thus far we have reviewed a number of various authors and studies regarding the social service delivery system in this country and in Britain, and their recommendations for improvement of this system. Secondly, the social services in Muncie were evaluated by means of a survey conducted in 1966 of the health, welfare, and recreation services in Delaware County. The Survey gave a number of recommendations, and some additional ones were also offered.

Possibly, this paper's primary emphasis has been on the defects in the system. But I feel that we need to be constantly improving our present system. As long as people are in a state of change, so too will our system of social services have to keep changing.

In conclusion, we need to develop social utilities which are comparable to the general public utilities (gas, electric, phone) and public services (post office, water supply) which are recognized as vital to the adequate functioning of the individual, the family and the neighborhood in modern society.

To each and every person it can be said: "The day is short, and the work is great. It is not your duty to complete the work, but neither are you free to desist from it." (Perke Avot, The Ethics of the Fathers)
FOOTNOTES

1 Hagith R. Shlonsky, "Welfare Programs and and Social System: A Conceptual Examination of 'Social Services' and 'Income Maintenance Services,' " Social Service Review Volume 45, December, 1971. (general reference)


5 Ibid., p. 27.


7 Rein, p. 58.

8 Ibid., p. 53.


13 Ibid., p. 48.

14 Ibid., p. general ref.

15 Kahn, Theory... p. 273.

16 Kahn, Neighborhood... p. 56.

17 Ibid., p. 61.

18 Ibid., p. 67.
19 John Mulrooney, "Directory of Services for Muncie and Delaware County," Community Services Council, 1972. (general)


21 Ibid., p. 1.
22 Ibid., p. 3.
23 Ibid., p. 44.
24 Ibid., p. 46.
25 Ibid., p. 65.
26 Ibid., p. 73.
27 Ibid., p. 3.
28 Ibid., p. 73.
29 Ibid., p. 73.
30 Ibid., p. 73.


32 Citizen's Survey Committee, p. 72.


35 Grosser, p. 108.
36 Ibid., p. 113.
37 Ibid., p. 74.


39 Grosser, p. Intro.

40 Citizen's Survey Committee, p. 1.
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Books


Periodicals and Publications


Mulrooney, John E. "Where to Turn: Directory of Services for Muncie and Delaware County," The Community Services Council of Delaware County, 1972.


APPENDIX A

HEALTH SERVICES PROVIDED IN MUNCIE AND DELAWARE COUNTY

Ball Memorial Hospital
Ball State University Department of Nursing
Child Guidance Clinic
Delaware County Cancer Society*
Delaware County Council for the Retarded*
Delaware County Health Department
Delaware County Mental Health Association*
Delaware County Schools Health Program
Delaware County Society for the Crippled*
Delaware County Tuberculosis Association*
Delaware County Workers for the Blind*
East Central Indiana Heart Association
Indiana State Board of Health
Multiple Sclerosis Society
Muncie City Health Department
Muncie City Schools Health Program
Muncie Parochial Schools Health Program
National Foundation (March of Dimes)
United Cerebral Palsy of Delaware County*
Visiting Nurse Association*

* Indicates a United Fund agency
APPENDIX B

FAMILY AND CHILDREN’S SERVICES IN MUNCIE AND DELAWARE COUNTY

County Welfare Department
Delaware County Children's Home
Delaware County Home
Social Security Administration
Juvenile Court and Probation Department
Juvenile Aid Division, Muncie Police Department
Attendance Office of Muncie Community Schools
Family Counseling Service*
Munsyana Day Nursery*
Psi Iota Xi Day Nursery*
Salvation Army*
Muncie Mission*
Red Cross*

* Indicates a United Fund agency
APPENDIX C

RECREATION SERVICES

Muncie Park Department
Muncie Public School Facilities
Muncie Recreation Department
Muncie Senior Citizen's Center
Whitely Community Center
Boy Scouts*
Wapehani Girl Scout Council*
Y.W.C.A.*
Y.W.C.A.*
Boys' Club*
Yorktown Community Center*

* Indicates a United Fund agency