

**MPAC**

---

MANAGEMENT PLANNING & ADMINISTRATION CONSULTANTS, INC.

FEDERAL GRANTS FOR SALVATION ARMY



Management Planning & Administration Consultants, Inc.

FINAL REPORT: FEDERAL GRANTS FACILITATION  
FOR SALVATION ARMY

prepared by: Ross Prizzia, Ph.D.  
George Warfel, M.A.  
Edeane Matsumoto, M.P.H.

with  
the staff of consultants and  
clerical assistance of  
Management Planning & Administration  
Consultants, Inc.

August 1977



## CONCLUDING REPORT SALVATION ARMY GRANT SEARCH

Throughout the course of the project, two not always confluent themes became more and more clear. Some people and programs within Salvation Army are highly interested in the pursuing of grant funds, but for the support of existing programs. Another locus of influence seems disinterested if not actually negatively disposed toward the pursual of grant funds, regardless of program intent.

For the most part, people at the direct service, front line or program level clustered around the first interest. The prospect of grant monies raised a number of expectations. For some it meant the "bailing out" of programs on the verge of exhausting their original funding. For some it meant a chance to expand a pilot or demonstration program beyond its narrow initial target group and/or treatment method. For a few of the program staff the opportunity to compete for federal money seemed to hold out the fantasy of receiving a budget that was minimally affected by decisions made at higher and more centralized levels of the Salvation Army administrative structure.

People in centralized positions with responsibilities broader than a single program or service tended to be not as interested in the prospects raised by the possibility of grant funding. It has been in their laps that the multiple fiscal and management problems created by earlier grants management difficulties have landed.

Early in the process of familiarizing ourselves with the Salvation Army operation, it became clear that various programs had already tapped into the major social service funding sources that support roughly 90% of the types of service which the Salvation Army engages in. Only two responses are possible to this: The search, and with it the expectations for funding, can be reduced to that small area not already covered, made up mostly of new entitlements recently enacted. The other alternative is to push the search into areas not usually considered for social services funding. The second route was recommended and the search was mounted on a far reaching basis. Programs in nutrition education, public housing, construction, women's rights, and even agriculture were researched. In each program the effort was made to find ways in which the Salvation Army could be considered a qualifying applicant.

The attempt to re-cast the Salvation Army as a qualifying applicant often raised questions as to the degree to which program staff were willing to change the character of what they engaged in and central staff were willing to let the agencies publicly perceived sense of identity shift to meet the requirements of the funding source. As one example, there is somewhere a line that is crossed between having a pre-school which accepts and attempts to serve children who are poor and disabled as well as other children and setting up a school specifically to conduct research in new methods of serving the poor and/or handicapped pre-schooler.

Of course, since funding is mostly available for the starting up of new services, the expectation of some staff that the grants would bring new dollars in to continue old services has to be pointed out as unrealistic.

In the past few years, a drastic restructuring of the mechanism for awarding and administering federal dollars for social services has occurred. It is no longer typical for money to be granted directly from a federal bureau to a project, especially to a private non-profit project. A welter of brokering quasi-agencies and boards has sprung up. Monies for juvenile justice and delinquency prevention are filtered through a local board and staff (SLEPA). Title XX provisions co-ordinate much Social Security Act and other funding under purchase of service contracts with the state DSSH. To obtain funds from the Community Development Block Grants program, one applies not to HUD but to the local city government which then, hopefully, would incorporate the requested amount into its application to HUD. The A-95 review process, long ignored, has come to life and thus the City Department of General Planning and the State Department of Planning and Economic Development both get to review any grants going up for federal funding in most areas and especially in community services. (DGP and DPED are the designated A-95 agencies; local and state.) Successful participation in this new game hinges on the involvement of the Salvation Army as an organization and of Salvation Army people with these boards, agencies and offices which control the gate to the federal monies. The attached report identifies several of these and throughout the project, Salvation Army staff have been strongly encouraged to become involved with the appropriate intermediary agency staff.

In another way, Salvation Army interaction with other agencies has also been found to be a necessary prerequisite to several grant competitions where the Salvation Army alone is not eligible to participate.

In the field of education, where monies are available for a number of programs of interest to the Salvation Army and its clients, co-participation with the D.O.E. is essential.

As had been expected, the broadly cast search by its very nature ends up reaching more dead ends than leads. In attempting to ferret out possible openings, we inevitably find many closed doors. Several areas have been found where the Salvation Army is eligible and several where the Army appears to be a good candidate. Some of these require further decision making or input by the Salvation Army and are so indicated. For others, grant applications have been prepared and submitted. (Some sources are seasonal and the funding agency has indicated the Salvation Army should pursue them in the Spring or at other specific announced times.)

In addition to grant applications requesting funds, several "in-kind" sources have been discovered and applied to including the CETA program which has supplied Salvation Army with 22 workers. These should not be overlooked simply because they don't yield "dollars." It is often fiscally administratively easier to have CETA-type staff than to take on the payroll and personnel burden of adding new staff and paying them from grant funds.

As the continuing task of grants application and management will fall more and more on the Salvation Army proper and less and less on the consultant, two comprehensive workshops on grantsmanship have been conducted. The several hundred hours of workshop and one-to-one consultation with Salvation Army staff who are writing grants should continue to yield results long after the completion of the project.

Salvation Army faces some serious issues of the role that it wishes federal dollars to play in its system: issues of identity, locus of control and public relations. Once resolved, and recognizing that many social service funding sources have already been incorporated in the Salvation Army's programs, the skill and interest, especially at the program level, to locate and successfully compete for grants is there.

FEDERAL GRANT DESCRIPTION	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
ALCOHOLISM						
13.290 Special Alcoholism Projects	DHEW	<u>NOT APPLICABLE</u> Eligibility: Limited to State agencies.				
13.420 Alcohol and Drug Abuse Prevention	DHEW Office of Education	<u>POSSIBLE -</u> Projects for the development, testing, evaluation, and dissemination of exemplary materials for use in schools and community education programs and for training in the selection and use of such materials; comprehensive demonstration programs which focus on the <u>cause</u> rather than symptoms of drug abuse. <u>Note: Not for services to clients but for the training of staff &amp; community.</u> <u>Further information has been requested</u>				
13.251 Alcohol Community Service Programs	DHEW Alcohol, Drug Abuse and Mental Health Admin.	<u>POSSIBLE</u> <u>Eligibility: Must be affiliated with a community mental health center.</u> <u>Continuation grant of a community based program of comprehensive svcs. to prevent &amp; control alcoholism.</u> <u>Further information has been requested</u>				
13.252 Alcohol Demonstration Programs	DHEW Alcohol, Drug Abuse and Mental Health Admin.	<u>POSSIBLE</u> Demonstration programs to prevent and control alcoholism through development of projects relating to the provision of prevention and treatment approaches for population groups; to conduct surveys and field trials to evaluate the adequacy of programs and demonstrate new methods. Further information has been requested.				



CHILDREN & PRESCHOOL	FEDERAL AGENCY	REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
13.259 Mental Health Children's Services	DHEW Alcohol, Drug Abuse & Mental Health Admin.	NOT APPLICABLE <u>Eligibility:</u> Must be a part of, or affiliated with a community mental health center, unless there is no center.				
13.516 Supplementary Education Centers and Services Special Programs and Projects	DHEW Office of Education	NOT APPLICABLE <u>Eligibility:</u> Local education agencies only i.e., DOE.				
13.428 Educationally Deprived Children Local Educational Agencies	DHEW Office of Education	NOT APPLICABLE <u>Eligibility:</u> State Departments of Education only.				
13.608 Child Development Child Welfare Research & Demonstration Grants	DHEW Office of the Secretary	<u>POSSIBILITY CONTINGENT UPON DEGREE OF RESEARCH INVOLVED IN APPROACH TO CHILD WELFARE PROBLEMS</u> <u>Eligibility:</u> Non-profit agencies involved in research or child welfare activities.				
13.707 Child Welfare Services	DHEW Social & Rehabilitation Service	NOT APPLICABLE <u>Eligibility:</u> Limited to State Governments only i.e., State of Hawaii				
13.600 Head Start	DHEW Office of Child Dev.	NOT RECOMMENDED 1. Unclear future funding status of compensatory educational programs 2. Differences between SA programs & Head Start guidelines (SEE ATTACHED)				

FEDERAL GRANT DESCRIPTION	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
CONSTRUCTION						
14.219 HUD Bloc Grants	HUD	<u>PROPOSAL SUBMITTED</u> Proposal for funds for an elevator for Kauluwela Corps has been written. The Office of Human Resources and the City Engineering Department have been briefed and cooperation has been established. (See letter to Ray Aono, OHR)			\$50,000	
13.607 Facilities Management	DHEW	<u>NOT RECOMMENDED</u> No monies given. Technical assistance only.				
Elderly Housing Section 8 & 202	HUD	<u>NOT RECOMMENDED</u> 1. None of the land under consideration is likely to receive approval for the development of housing. 2. Salvation Army, in Hawaii, lacks expertise in real estate development and housing management to undertake such a project. 3. Mainland projects have proven, with some exceptions, to be major financial burdens. 4. The only similar project in Hawaii is not in urban Honolulu. 5. Entry into this area would seriously draw off resources of Salvation Army staff, Board & Volunteers. (See attached)				

FEDERAL GRANT DESCRIPTION

FEDERAL AGENCY

RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT

DELINQUENCY AND YOUTH

13.623  
Runaway Youth

DHEW  
Office of  
Secretary

MORE INFORMATION IS NEEDED

16.517  
Law Enforcement Assistance  
Administration - JJDP  
Special Emphasis Prevention  
& Treatment

Dept. of  
Justice  
LEAA

NOT RECOMMENDED  
Eligibility: Limited to  
a state or local law enforce-  
ment agency only.

16.518  
Law Enforcement Assistance  
Administration - JJDP  
National Institute

Dept. of  
Justice  
LEAA

NOT RECOMMENDED  
No monies given. Technical  
assistance only.

AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS

ELDERLY	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
13.609 Special Program for the Aging	DHEW Office of the Secretary	<u>NOT RECOMMENDED</u> State already successful applicant. All monies absorbed.				
13.637 Programs for the Aging - Training	DHEW Office of Human Development	<u>NOT RECOMMENDED</u> State already successful applicant. All monies absorbed.				
13.634 Aging Programs - Title III Section 308 Model Projects	DHEW Office of the Secretary	<u>PURSUE</u> Program is applicable to SA			\$100,000 +	
13.635 Special Program: Nutrition Programs for the Elderly	DHEW	<u>PROPOSAL SUBMITTED &amp; WITHDRAWN</u> Salvation Army had submitted a proposal which was being considered by the City & County & later decided to withdraw it.				
13.633 Special Program for the Aging	DHEW Office of the Secretary	<u>NOT RECOMMENDED</u> State already successful applicant.				
49.002 Community Action	CSA	<u>NOT RECOMMENDED</u> CSA funds HCAP, no excess funding available.				
49.010 Older Persons Opportunities and Services	CSA	<u>NOT RECOMMENDED</u> CSA funds HCAP, no excess funding available.				
72.001 The Foster Grandparents Program	ACTION	<u>NOT RECOMMENDED</u> State successful applicant for both programs. No interest expressed by recipient agency.				
72.002 Retired Senior Volunteer Program	ACTION					

FEDERAL GRANT DESCRIPTION

FEDERAL AGENCY

RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT

ELDERLY

72.008  
Senior Companion Program

ACTION

PURSUE

Program is presently not funded however, it was suggested that SA submit a proposal and when and if funds become available, they will be considered.

Note: Appropriate recipient SA unit has decided to not pursue at present and will hold it for later.

LEAA

LEAA

HOLD FOR LATER

LEAA has just recently received funding for a program to study crimes against older citizens. Mr. Oley, director, left the door open for future Salvation Army involvement. Suggest re-establishing contact with them in a few months.

AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
-----------------	------------------------------------	---------------------------	--------

--	--	--	--

FEDERAL GRANT DESCRIPTION

FEDERAL AGENCY

RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT

EMPLOYMENT

17.232  
Comprehensive Employment and Training Act (CETA)

Dept. of Labor  
Manpower Admin.

RECEIVED  
(22 employees x 6 months x \$500 a month)  
Kauluwela Corps, Men's Social Services, Stores, and DHQ.



AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
\$66,000 (equivalent thereof)			

ETHNICITY	AGENCY	REASONS FOR PURSUING OR NOT PURSUING THE GRANT	RECEIVED	APPROVED (NOT YET RECEIVED)	(PENDING APPROVAL)	TOTALS
<p>13.549 Ethnic Heritage Studies Program</p>	<p>DHEW Office of Education</p>	<p><u>PURSUE LATER</u> Contact with funding source has been made and they have indicated that Salvation Army's application would be enhanced by the cooperation with the DOE. Salvation Army must <u>start now</u> to get together with DOE. Application materials are not available now. <u>Federal Register</u> announcement is anticipated in October or November 1977. (See attached.</p>				

FEDERAL GRANT DESCRIPTION

FEDERAL AGENCY

RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT

FAMILY HEALTH

13.261  
Family Health Centers

DHEW  
HSA

NOT RECOMMENDED  
Eligibility: Limited to areas of scarce health services.

13.224  
Health Services Development Project Grant

DHEW  
HSA

NOT APPLICABLE  
Grant only supports the development of comprehensive health centers with a full range of services.

13.225  
Health Services Research and Development - Fellowships and Training

DHEW  
HSA

NOT RECOMMENDED \*  
Training Program to train investigators in methods and techniques of conducting health services research.  
\*Can be used to send SA staff for training.

13.226  
Health Services Research and Development - Grants and Contracts

DHEW  
HSA

NOT RECOMMENDED  
Eligibility: Non-profit agencies.  
Research oriented.

13.258  
National Health Services Corp.

DHEW  
HSA

NOT APPLICABLE  
Eligibility: For designated shortage areas.

AMOUNT  
RECEIVED

QUANTITY  
APPROVED  
(NOT YET  
RECEIVED)

QUANTITY  
(PENDING  
APPROVAL)

TOTALS

AMOUNT RECEIVED	QUANTITY APPROVED (NOT YET RECEIVED)	QUANTITY (PENDING APPROVAL)	TOTALS

FEDERAL GRANT DESCRIPTION  HANDICAPPED	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
13.560 Regional Education Programs for the Deaf and Other Handicapped	DHEW Office of Education	<u>NOT APPLICABLE</u> Eligibility: Limited to institutes of higher education i.e., Univ. of Hawaii				
13.603 Office for Handicapped Individuals	DHEW Office of the Secretary	<u>NOT RECOMMENDED</u> No money available. Advice only.				
13.632 Developmental Disabilities Demonstration Facilities and Training	DHEW Office of Secretary	<u>ESTABLISH INVOLVEMENT WITH LOCAL DEVELOPMENTAL DISABILITIES COUNCIL AS ENTRY TO BECOMING ELIGIBLE APPLICANT</u> Eligibility: Non-profit agency operating a facility where there is administration and operation of demonstration facilities and interdisciplinary training programs for personnel needed to render specialized services to persons with developmental disabilities.				

FEDERAL GRANT DESCRIPTION	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
NUTRITION						
10.557 Special Supplemental Food Program for Women, Infants, and Children (WIC)	USDA Food & Nutrition Service	<p><u>NOT APPLICABLE</u> Salvation Army's target population is under group care. WIC's interim regulations specify that eligible WIC recipients buy and prepare their own food. <u>INVESTIGATE LATER</u> Final regulations will be coming out soon and may extend the eligibility to those individuals under group care.</p>				
13.494 Vocational Education Grant - Consumer & Homemaking Education	DHEW	<p><u>NOT APPLICABLE</u> Eligibility: Limited to the board of education or other legally constituted local school authority e.g. DOE</p>				
10.554 Nonfood Assistance for School Food Service Programs (Equipment Program)	USDA - FNS	<p><u>PROPOSAL SUBMITTED</u> Application submitted to USDA - July 26, 1977</p>			\$4559.19	
Cooperative Extension Svc. Expanded Food & Nutrition Education Program	USDA	<p><u>REQUEST FOR NUTRITION EDUCATION SERVICES HAS BEEN MADE</u> Lecture/demonstration on 1 topic per agency. Basic nutrition instructor available to the low income family who has cooking facilities. Call 948-7248.</p>			\$3000.00 (equivalent thereof)	

FEDERAL GRANT DESCRIPTION  WOMEN	FEDERAL AGENCY	RECOMMENDATIONS AND/OR REASONS FOR PURSUING OR NOT PURSUING THE GRANT	AMOUNT RECEIVED	AMOUNT APPROVED (NOT YET RECEIVED)	AMOUNT (PENDING APPROVAL)	TOTALS
17.305 Women's Special Employment Assistance	Dept. of Labor Women's Bureau	<u>NOT RECOMMENDED</u> No funds granted through this program. Technical advice only.				
13.231 Maternal and Child Health Research	DHEW HSA	<u>NOT RECOMMENDED</u> <u>Research projects related to MCH.</u>				
13.232 Maternal & Child Health Services	DHEW HSA	<u>NOT APPLICABLE</u> <u>Eligibility: Limited to state Health agencies and to institutions of higher learning for special projects, i.e., DOH.</u>				
13.565 Women's Educational Equity	DHEW Office of Education	<u>POSSIBLE - CONDITIONAL UPON DEGREE TO WHICH AGENCY IS INTERESTED IN DEVELOPING PRODUCTS OR PROCESSES FOR USE BY OTHER AGENCIES.</u> Funds specifically not available to benefit one or more agencies or individuals, to meet their own needs.				
		<u>TOTALS</u>	\$66,000		\$157,559.19	

(NOTE: See attached supplements for details and further explanations.)

July 6, 1976

TO: Ms. Beverly Nelson Sziklai

FROM: Dr. Ross Prizzia

RE: PRELIMINARY OUTLINE OF PROPOSED ACTIVITIES FOR SALVATION ARMY

In view of a review of available data and discussion with several people associated with the Army, I would like to make some general comments on an appropriate approach to satisfy the management needs of the Army programs. There are apparently several problems associated with SA needs. The six most prevalent among these problems and needs are as follows:

- A. There is a need to determine performance levels and the effectiveness of the various SA programs in terms of their goals and also in relation to their cost (i.e., amount of funding.)
- B. There is a need to improve the systematic flow of relevant data from the various affiliates to the DHQ.
- C. There is a need to ascertain present and future community needs for SA programs services.
- D. There is a need to provide for a plan which would insure funding for the continuity of a Program/Federal Grant Coordinator position to retain for DHQ expertise in areas of evaluation and planning of federal contracts.
- E. There is a need to maintain certain standards of effectiveness for future funding in compliance with rules and regulations set forth by the Federal government.
- F. There is a need to explore all potential sources of funding and generate an increase in grant proposals to obtain this funding and available matching funds with DHQ as a direct recipient of funds for program development.

There is little chance of meeting all the above needs on a one-year contract. However, operating in phases with a well-planned and practical approach to the above problems, most all of the needs may begin to be met over the allotted period of time (one year). Outlined below are the proposed duties of the Program Development Specialist as well as the proposed accomplishments.

#### Duties

- A. To supervise and conduct the research in all steps of year one.
- B. To improve existing "monitoring systems" and "information systems" (e.g., UWASIS) so as to be more relevant in terms of goals and objectives of the various SA programs, and to improve the coordination and



TO: Ms. Sziklai  
FROM: Dr. Prizzia  
p. 2 - July 6, 1976

systematized flow of organized evaluation data to the Army (DHQ).

- C. To provide assistance and training (through seminar panels, lectures, etc.) to the members of the various SA programs in the general area of grant writing, research methodology, survey techniques, etc. (as requested).
- D. To provide assistance in the development of the survey strategy to be employed and in the construction of the questionnaire of needs assessment projected for 1977-78.
- E. To provide periodic written progress reports to the director and/or program development officer.
- F. To write the final report and development plan.

#### Some Proposed Accomplishments of 1976-77

With the tasks outlined and completed, the program specialist will have met the following needs for the SA.

- A. A systematized inventory of all existing services provided by all funded affiliates (SA program units.)
- B. Recommendations for an improved approach to a continuous gathering and storing of information by relevant categories for the various affiliates.
- C. Standardized and specialized criteria of effectiveness for the various SA programs.
- D. A detailed strategy for a survey as well as a survey instrument to test the efficacy of the existing criteria of effectiveness (for 1977-78, which will be supported by federal funds.)
- E. A detailed report of federal funds available with recommendations on which ones the SA should pursue.
- F. Several grant proposals completely written and ready to be sent to Federal agencies (upon review and approval of director and/or program development officer.)
- G. A report on available matching funds and strategy for obtaining federal funds for retaining staff in DHQ in the areas of research, program development, and "grantmanship."

