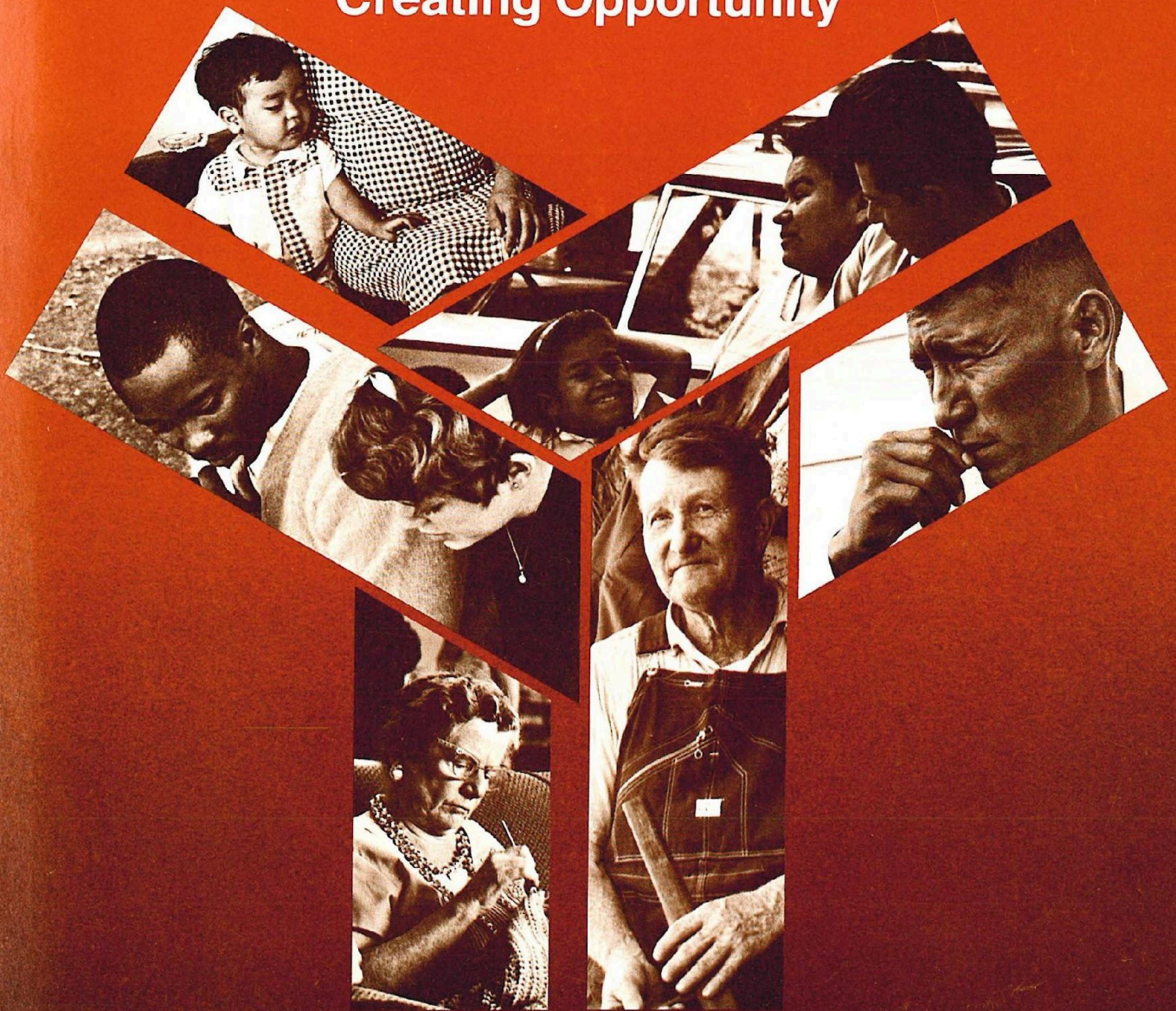


COMMUNITY SERVICES ADMINISTRATION

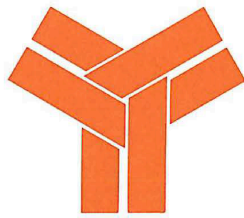
Creating Opportunity



FY 1979 Annual Report

**COMMUNITY
SERVICES.
ADMINISTRATION**

Creating Opportunity



Annual Report Fiscal Year 1979

CONTENTS

Preface: Creating Opportunity

I. Offering Opportunities

Community Action.....	7
Economic Development.....	14

II. Searching for Solutions

Community Food and Nutrition.....	23
Senior Services.....	26
Energy Conservation.....	28
Housing.....	31
Women.....	33
Handicapped.....	34
Migrants.....	35
Indians.....	36
National Youth Sports Program.....	37
Summer Youth Recreation.....	38
National Supported Work.....	39
Rural Community Assistance.....	40
Group Homes.....	41
Institute for Cinema Artists.....	41

III. Managing Resources

Grantee Program Management System.....	43
Agency Planning System.....	44
CAP Management Guide.....	44
Civil Service Reform.....	45
Training and Technical Assistance.....	45
Legal Actions.....	46
Inspections and Audits.....	47

Appendixes

I. Obligations Summary.....	49
II. Program Funding By States.....	50
III. Distribution of Local Initiative Program Funds.....	54
IV. Evaluations.....	56
V. Community Economic Development Projects.....	58
VI. Interagency Agreements.....	60
VII. Poverty Guidelines.....	65
VIII. Number of Poor in U.S.....	65
IX. CSA Senior Staff.....	66
X. CSA Regions, Directors.....	66
XI. National Advisory Council on Economic Opportunity.....	67

PREFACE

CREATING OPPORTUNITY

When the Office of Economic Opportunity (OEO) was created in 1964, the policy of the United States was stated to be "to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity."

The creation of comprehensive opportunity was envisioned by the Congress and the President as the method by which poverty would be abolished and the newly created Office of Economic Opportunity (OEO) as the administrative means by which this goal could be achieved.

Today, the Community Services Administration-successor to OEO-can be differentiated from other federal agencies in two basic ways: CSA is the only agency whose sole mandate is to help the poor and to concentrate on the causes of poverty as well as its effects. Its overall goal is to enable the poor to become self sufficient.

Within that overall goal, CSA has four major objectives:

- To act as the voice and advocate of the poor within the government, to make their needs and aspirations known to policy makers and to mobilize both public and private sector resources on their behalf.
- To promote the development and strengthening of community-based institutions which represent the interest of the poor and to devise and carry out programs responsive to their needs.
- To undertake research and experimentation to expand knowledge of poverty problems and to develop and test innovative solutions.
- To develop and support local programs which meet the critical service needs of the poor and provide permanent improvements in their living conditions.

CSA carries out those objectives in the

following ways:

Representing the Poor

CSA's advocacy efforts include varied activities geared toward securing funds, personnel and other resources to support projects and solve immediate problems and enlisting the assistance of the private and voluntary sectors in the Agency's efforts. They also include educating the general public on the causes and consequences of poverty and dispelling myths and misconceptions about poverty and the poor.

These efforts extend to monitoring and evaluating programs of other Federal agencies, and promoting appropriate legislation and assisting in the coordination of all government programs which benefit the poor. CSA also seeks to identify changes in social and economic institutions which are needed if poverty is to be eliminated or substantially reduced.

Institution Building

CSA works closely with community action agencies and community development corporations to improve their capacity to assist and organize community organizations which relate to and help the poor. CAAs and CDCs are instructed in management,

planning, citizen participation, advocacy and other techniques of resolving poverty-connected problems.

Research and Demonstration

Since innovation and change are essential to any effective attack on the causes of poverty, one of CSA 's major objectives is to function as a social and economic laboratory. Using CAAs both as sources of information on poverty problems and as testing grounds for proposed program solutions, CSA continues to experiment with new approaches to problem solving. Successful experiments are expanded to pilot projects and national emphasis programs funded by CSA or spun off to other departments and agencies where appropriate. Findings from such research are disseminated widely and also used in the Agency's advocacy activities.

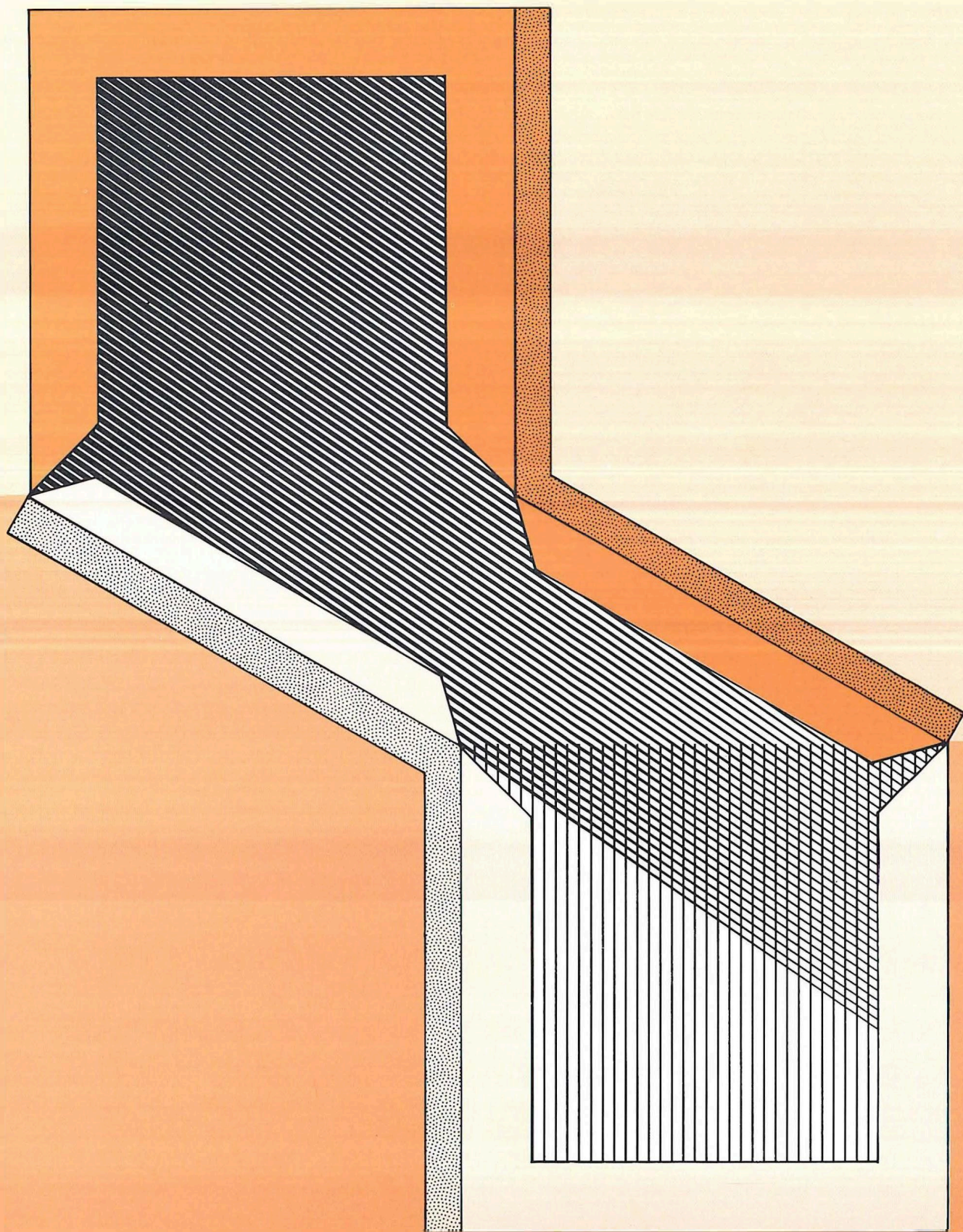
Delivery of Services

Though delivery of services is not the primary purpose of CSA, it is an integral part of the agency's overall approach to improving the lives of the poor. A major objective of CSA is to design and implement service and developmental programs which fill critical program gaps and reach unserved and underserved groups of poor persons. CSA's service and developmental programs serve as instruments for institutional change and as models of methods which can effect permanent improvements in the living conditions of the poor as well as the manner in which both public and private resources are brought to bear on the problems of poverty.

Since 1964, CSA/OEO has pioneered a number of innovative concepts and programs. These include Head Start, Job Corps, Legal Services and Foster Grandparents, and Weatherization. Today, CSA continues to explore new ideas and projects. Among them: programs to assure the rights of the mentally and physically handicapped poor; and deprived and abused children; to help preserve poor families through

family crisis/ counseling centers; to assure the rights of poor women to fair treatment both social and economic, and expanded economic development efforts to remove more general deleterious economic conditions which penalize all the poor.

Still, poverty persists. The basic needs which motivated the founding of an antipoverty program in 1964 continue today, and so does the Community Services Administration's continuing commitment: creating opportunity.



COMMUNITY ACTION

At the heart of the nation's effort to eliminate poverty is a concept called Community Action. Once labeled controversial, even unworkable, this concept has now become the basic federal approach to grant-in-aid assistance programs. Community Action is just what the name implies: a community marshalling its own resources, tapping state and federal funds, recruiting professionals and enlisting volunteers to solve the problems of its low-income citizens.

Local Determination

Washington does not have all the answers. This admission by federal planners in 1964 laid the foundation for Community Action. This realization was embodied in the original (1964) Economic Opportunity Act, thus putting creative power in the hands of the people. No longer would government alone decide what would be done where and when. The community itself was now responsible for planning and directing its own anti-poverty effort. For the purposes of this program, "community" can mean anything from a few square blocks to several counties, even crossing state lines if necessary. Unity of need and concern is more important than geography.

How It Works

The process begins with the designation of an official Community Action Agency. This may be either a private non-profit organization selected by the local governing body or a department of the local government. The new agency, the CAA, must first define the conditions that cause or perpetuate poverty in the area. It then determines what resources are already at work on the problems. With this information in hand, the CAA plans programs that added to existing resources show promise of eliminating some cause or causes of poverty. The next step is submission of the plan to the Community Services Administration, usually to one of 10 regional offices. If CSA approves the plan, it can then make a grant to the CAA to cover up to 80 percent of the costs of the program. The local group must supply the remaining 20 percent, either in actual cash or in services, staff or facilities.

Where It Works

Poverty plays no favorites. It flourishes in crowded cities, old mining towns, fishing villages in Washington state, and with

in a few blocks of the White House in Washington, D.C. And wherever poverty flourishes, Community Action is there too. Reversing the traditional method of setting up shop and waiting for people to come into the office, the CAAs take their services into areas where poor persons live. With neighborhood centers, mobile units and outreach workers, Community Action seeks to inform and involve every family and individual who needs help.

Who Runs the CAAs

Directors of local anti-poverty efforts reflect a cross-section of America: bankers, ministers, union leaders, school-teachers, mothers who never finished high school and former migrant laborers. Guiding their activities are boards of directors which by law must represent all parts of their community: local government officials and members of private organizations such as churches, business and labor groups, universities and civil rights organizations. At least one third of the board must be the real experts on poverty, representatives of and the poor themselves.

What Community Action Does

No two CAAs are exactly alike because conditions vary from place to place. The programs, tailor-made to meet specific problems, may include the following and more: health services where doctors are a rarity and hospitals nonexistent; job develop-

areas of high unemployment; day care centers that allow mothers to work without worrying about their children; nutritional meals and profitable activities for senior citizens; preschool training, tutoring, and other educational assistance to limit the stifling effects of inherited poverty; housing rehabilitation or help in acquiring a new home. Over the years, this process of local planning and direction has led to such milestones in human service programming as Head Start, Legal

Services for the Poor, Foster Grandparents, Neighborhood Health Centers and a variety of other programs for young people and adults.

Community Action-1979

Some 897 community action agencies operated during FY 1979, covering 2,212 of the nation's 3,141 counties. These CAA-served counties contain 75 percent of the U.S. population and 86 percent of the nation's poor. Ninety percent of the 897 CAAs are private non-profit corporations and the other 10 percent are public, that is, operated under the aegis of a city or county government.

Funding

In FY 1979 Congress appropriated \$369 million for local initiative programs by community action agencies under Section 221 of the Economic Opportunity Act.

CAAs are required to match CSA funds used for CAA and program administration on an 80 (Federal) to 20 percent (local) basis.

Many CAAs have shown outstanding ability to mobilize program funds from non-CSA sources so that about 80 percent of the money administered by CAAs comes from such other sources: Federal agencies, state, city and county governments and private sector groups. (For comparison of CSA dollars to monies leveraged from non-CSA sources, see Appendix III.) In total, CAAs collectively administered more than \$3 billion in antipoverty programs in FY 1979.

Community action agencies engage in two basic types of activities: service programs which deal with specific facets of poverty; e.g., health, nutrition, job training, education, etc.; and non-service efforts which include mobilizing local resources, involving community groups and representatives in collective antipoverty projects, expanding citizen participation, advocating for various interests of the poor: e.g., energy. Both kinds of programs fall under the general rubric of local initiative.

Some examples of programs administered by CAAs in 1979 follow:

NON-SERVICE PROGRAMS

Outstanding Advocate

Southwestern Oregon Community Action Committee Inc. in North Bend acts as the lead agency for the state's community action agencies in energy advocacy. Through its efforts, low-income representatives and energy experts have intervened in utility rate and energy-allocation hearings.

The CAA, through its energy advocacy project, has also presented expert testimony before the state's public utility commission on whether a "lifeline" rate (charges proportionate to amount used) should be adopted. Following public hearings, the utility commission banned utility shut-offs where life or health would be jeopardized. The CAA is monitoring the new rules to assure compliance.

In non-energy areas, the CAA has used lay persons (non-attorneys) to represent low-income persons in administrative hearings on recovery of Social Security benefits, etc. It has won 90 percent of the cases in which it has intervened. (Some 75 per cent of cases with no intervenor are lost.)

As the only agency in the county acting as an advocate for abused children, the CAA has been named by a local court as surrogate guardian for juveniles with special learning problems. The CAA also successfully challenged a proposed municipal use of community block grant funds, compelling their reassignment from an affluent to a low-income area in a precedent-setting case.

Protecting the Poor/ Advocacy

Schenectady (N.Y.) Community Action Program Inc. runs a CSA-funded state-wide consumer advocacy program which regularly intervenes in utility rate cases and acts to inform the poor of their options on energy and other critical needs.



In one recent major utility case, the CAP program won a ruling which will save each customer \$18.24 or a total of \$2.1 million a year in annual payments by low-income customers. The essential dispute involved late payments and how they were assessed. Other local advocacy groups, affiliated with the state-wide project,

are located in Buffalo, Syracuse, New York City, Albany and Long Island. CSA funded this statewide project at \$250,000 for 1979-80.

A child advocacy project, part of the Menninger Group Homes demonstration project funded by CSA in several locations around the nation, is also operated by the Schenectady CAP. This CAA oversees operation of four group homes for 24 neglected, dependent, abused or delinquent children. The project is financially self-sustaining from local payments for foster care. Some \$100,000 in CSA funding has yielded a half million dollar self-sustaining program.

Community Cooperation

Santa Barbara (California) is an affluent community and such communities do not always respond to pleas about poverty. Santa Barbara has responded through the Santa Barbara County Community Action Commission.

Some examples:

- More than 30 target area group representatives have been named to local government advisory commissions. Among them: three representatives to the Lompoc Electric Rates Committee and one representative to the County's Affirmative Action Commission. The latter representative participated in drawing an affirmative action plan which, in two years, raised target group representation in city and county government jobs to their percentage in the general population.
- A basic study of inequities in the local health care systems was made by CAC with a special incentive grant from CSA's Region IX office. A delegate agency, LaCas de la Raza, is using that plan to actively advocate removal of the inequities.

Other non-service-oriented achievement during the year included:

- Start of construction on two 116-unit, cooperatively owned housing projects for the elderly and handicapped by the CAA's delegate agency, the Santa Barbara Housing Corporation. Housing and Development funds of \$4.2 million have been reserved for these projects.

- A set aside of \$500,000 by the City of Santa Barbara to assist in purchasing an apartment house which will be converted into cooperative-owned senior housing units.

- Production of a Housing Handbook which has been widely distributed.

Barrier Removal (Advocacy)

The Community Services department of San Bernardino County (California), a public community action agency which serves a large area of 21,000 square miles, has served as a strong advocate on rights of the poor, using testimony, position papers, articles and community meetings to further their interests on energy rights, Indian opportunities, housing, etc.

A particular achievement has been CSD's success in barrier removal, both physical and intangible, for the handicapped. Through an Access Advisory Committee, it has obtained 28 parking spaces and 25 home or office structural modifications. It has also set up a Lifeline system under which 50 (ultimately 400) older persons with medical problems

are provided with electronic alert devices

which tie them into a hospital and other emergency service offices.

Planning Against Poverty

Pueblo Action Inc., a public community action agency in Pueblo, Colorado, once an almost defunct CAA, has turned itself around in recent years.

It has changed from borderline to effective status mainly by indepth planning in which it has involved major segments of its community.

In FY 1979, this CAA completed a four-year plan of action which resulted from more than 10 months of intensive planning sessions by its board of directors.

Significantly involved also were such private sector groups as labor and social welfare organizations as well as the city council itself. Low-income representatives met repeatedly to assure that their input went into the final plan.

Advocacy for basic needs of the poor has resulted. One example is the attendance of about 500 poor and elderly Puebloans at the annual legislative luncheon attended by U.S. senators and congressmen plus state legislators from the area.



Mobilizing Funds

Woodbury County Community Action Agency, a private CAA in Sioux City, Iowa, has been an aggressive mobilizer of resources to use in providing anti-poverty services in its massive geographic territory: 800 square miles in rural and 54 square miles in urban areas.

During FY 1979, this CAA raised approximately \$18 in other funds for every \$1 it received in CSA local initiative funding: \$2.8 million raised on an L.I. base of \$158,000.

Its varied FY 1979 programs included:

- A four-county bus system with 12 vehicles which hauled 75,756 passengers;
- A senior citizen employment program which provided part-time jobs for 55 low income persons;
- A WIC (Women, Infants and Children) supplementary nutrition program which served 1,100 clients per month.

WCCAA also joined in successfully advocating a statewide rule against winter time utility shut-offs. Acting on a petition of the CAA and local citizens coalitions,

the Iowa Commerce Commission prohibited utility companies from turning off electricity or other utilities between November and April when temperatures were forecast to drop below 20 degrees Fahrenheit within the next 48 hours.

Many Grants, Many Sources

South Central Community Action Programs Inc. in Lake Andes, South Dakota, a delegate agency of the statewide South Dakota Community Action Agency, is best known for its ability to mobilize resources from many sources. This 12-county agency has obtained grants and contracts from 113 sources in the past several years. It had 37 different funding sources in 1979.

It has been particularly adept at funding and building housing. SCCAP built 75 low-income homes during the year through use of Farmers Home Administration 502 funds, and caused at least 50 other homes to be built during the same period by private individuals.

Besides these individual homes, this agency is also constructing a \$12 million, 34-unit, three-story home for the elderly at Wagoner, South Dakota. Some 135 persons have been employed in building homes sponsored by SCCAP and five craftsmen graduated from the CAA in FY

1979 to become independent housing contractors.

In line with its varied funding, the CAA operates several kinds of programs. Among them: Head Start, Retired Senior Volunteers Program, Transportation for the Elderly, an Alcohol and Drug Abuse program, VISTA, Department of Energy weatherization projects and a Small Farms Assistance Program through the U.S. Department of Agriculture.

The recipient of \$130,105 in CSA local initiative funds, this CAA raised an additional \$9 million from other sources in FY 1979.

Participation of the Poor

The Garden Neighborhood Center, a delegate agency of the Oklahoma City Community Action Agency, has won an award for three straight years for having the highest number of participants in elections of representatives of the poor to the CAA's board of directors.

The Center operates under a 17-member board of its own which decides--after in put from community residents--on plans and priorities for the Neighborhood Center. It has a good record for success in promoting these priorities.

In 1979, it won approval of two proposals for use of funds from Oklahoma



City's Community Development Block Grants. These were:

- \$168,00 to replace private sewers in its area.
- Housing rehabilitation grants totalling \$945,000 for 126 owner-occupied housing units whose occupants met HUD guidelines. Each owner is eligible for a grant of up to \$7,500 each.

Advocacy /Weatherization

Fresno County (California) Economic Opportunities Commission Inc., which serves both an urban and rural clientele, has been outstanding in two major anti-poverty areas: advocacy for migrant farm laborers and weatherization.

For farmworkers, EOC has established a network of six community centers whose common goal is to provide upward mobility and lifestyle improvement for farmworker residents in 31 identifiable areas and communities in the county. In four target communities, the mayors are employees and community organizers for EOC. By becoming part of a nonpartisan political process, EOC has been able to transfer these communities from simple clusters of farm shanties with a service station and general store into minicities with municipal services.

EOC's weatherization program is outstanding. The CAA has insulated an average of two houses per working day throughout the 1977-79 period at an average unit cost half that of the regional norm. The materials come from EOC's wholly-owned subsidiary, Western Community Industries, which manufactures insulation for sale throughout the region. This economic development project is now showing a consistent monthly profit as well as providing Fresno County with a major industrial payroll.

Through FY 1978, EOC's weatherization funding came from CSA. Starting this year (FY 1979), all such funds were assigned to the Department of Energy by Congress at the request of the President.

In FY 1979, EOC received approximately \$459,000 in weatherization-related funds from DOE: \$233,000 for training weatherization workers for the entire Western region and \$226,000 for

weatherization of homes.

SERVICE PROGRAMS

Health and Infant Care

Like most CAAs, Clark County Economic Opportunity Board in Las Vegas, Nevada operates a comprehensive gamut of programs made possible by its local initiative funding from CSA.

But this CAA is particularly strong in pre-natal and infant health care. (It also has effective youth projects, so much so that the city of Las Vegas turned over its entire youth program, including two gym nastic and cultural centers, to EOB for operation.)

At one time, three sections of the city's newborn and infant mortality rates ran 20 per cent higher than in the rest of the city. Through the CAA's free prenatal care for high-risk (low-income, diseased, battered or overage) mothers, this high death rate has begun to decline.

This CAA also operates other health programs such as family planning, sickle cell anemia and cancer screening, feeding programs for infants and mothers, plus diagnosis and treatment for welfare children and senior citizens.

Urban Homesteading

Utica (N.Y.) Community Action Inc. has, over several years, moved effectively into the relatively new area of urban home steading, enabling poor city families to own their own home.

Without any housing authority or any municipal agency participation, this community action agency has success fully operated a rehab-and-resell program which renovates dilapidated homes and sells them to poor families.

The CAA buys the old homes with a specific family in mind as prospective buyers. The program loans the family the down payment and pays closing costs.

The program also assists in obtaining a loan for rehabilitating the home (or makes such a loan itself) and provides a panel of expert engineers to advise on how to rehab the house and estimate the cost.

A short-term mortgage on the rehabilitated property is obtained as a part of the purchase price. The homesteaders

are responsible for the mortgage as a part of their lease in the form of rent payments for the initial period, usually no longer than five years. The property remains off local tax rolls until title actually passes to the homesteading family after they have paid off the mortgage debt.

CSA funded this program for \$120,000 in FY 1978 and for \$40,000 through CSA Region II to continue the program in FY 1979. Fifteen families had obtained homes under the program by the end of FY 1979.

A Comprehensive CAA

West Central Missouri Rural Development Corporation at Appleton City, Missouri is a comprehensive (nine-county) community action agency which has performed above the average for some years.

With little industry, high unemployment and very limited public transportation, this CAA has had to devise means of serving its predominantly elderly clientele in the rural reaches of its service area.

Over the years, it has mounted comprehensive housing programs for the elderly, among others.

Two major projects, particularly stressed in FY 1979, were:

- *SUEDE (Solar Utilization Economic Development and Employment)*, a cooperative effort of the Community Services Administration, the Department of Labor and the Department of Energy. On-the-job training was provided through the installation of solar devices by unemployed persons. They are trained for future unsubsidized jobs.
- *Community Anti-Crime Project:* WCMRDC is one of only two rural organizations in the U.S. participating in a community anti-crime project funded by the Law Enforcement Assistance Administration. This program concentrates on neighborhood and area watches, home security checks and special crime curbing services such as new and sturdier locks for the homes of senior citizens.

Family Concept

Northeast Kansas Community Action Program (NEK-CAP) has enabled a number of families to move themselves off county welfare rolls through training and education under an intensive family counseling program in its six-county service area.

Under this total family concept, family members are counseled on education and job training which can make the family economically self-sufficient.

The basic approach emphasizes coordinated services to meet total family needs rather than solutions of isolated problems.

So far, 40 family members have been placed in continuing jobs and human services coordinators under the program continue to counsel 97 other families. Training has included nursing and office skills, as well as instruction in filling out job applications, writing resumes, etc. General education development classes for obtaining high school equivalent diplomas are conducted. NEK-CAP officials estimate the overall family program has already saved \$300,000 in tax-supported human services.

One Stop Service Center

Thanks to the South King County Multi-Service Center, the poor in Federal Way, Washington can obtain services at a one-stop facility. This Limited Purpose Agency—besides operating its own programs—leases space to other agencies so that low-income elderly and handicapped and similar clients do not have to scurry about to several places to meet their needs.

The center's transportation program is believed to be the only non-profit corporation to contract with a transit authority to provide door-to-door bus service to low income handicapped riders who would otherwise remain full-time shut-ins. This center also provides home help to perform household chores, thereby enabling senior citizens to remain in their own homes rather than go into nursing homes.

Training the Handicapped

In FY 1979, Douglas-Cherokee Authority

Inc. in Morristown, Tennessee initiated a media-and-graphics training program for handicapped students in a six-county area with the highest unemployment rate in the state. The students learn graphics and printing techniques through performing actual production—in a six-month phototypesetting course using the most advanced computerized equipment.

Graduates are employed by the CAA. The plan is to start a semi-commercial print shop with government surplus printing equipment. Income from the shop will fund future training.

The CAA also runs several other education-related projects. These include:

- Remedial and continuing education over a four-state, 34-county area through a \$226,000 grant from the U.S. Department of Education to the Appalachian Confederation for Education.
- Teaching of reading through 2,000 volunteers in six-counties under a \$73,000 Department of Labor/CETA grant.
- Training of 30 women as carpenters.
- Training of 30 seasonal farmworkers as auto mechanics under a \$124,000 DOL/CETA grant.

Reducing Juvenile Crime

Project Uplift, operated by the Peoria (Ill.) Commission on Economic Oppor-

tunity aims at reducing juvenile crime while at the same time reducing the fear of the community's elderly of being victimized.

An Elderly Escort Service operating in conjunction with a new Youth Center was established during the first year. (Local police officials actively advise on the program.) During its second year, the project expanded its escort service to more closely relate the youths to the older escorts through clean-up projects plus a job training program for actual and potential juvenile delinquents.

Local businesses help fund this project which is a part of a community-wide anti-crime, awareness program.

Flexibility and Fuel

Alaska, with its vast geographical expanses and isolated villages, requires a more flexible pattern by which low-income Alaskans can receive energy and other assistance from the Rural Alaska Community Action Program.

Recognizing this need for an alternative approach, CSA made a 1979 grant of \$735,000 for the rural CAP to start a revolving energy emergency loan fund. Because of CSA's action, the CAP was able to get additional state funding of \$1.5 million voted by the Alaskan Legislature with only one dissenting vote. CSA also agreed that the loans could be made to villages rather than individual households.

This loan fund enables rural villages with severe energy shortages during Alaska's long winters to borrow up to \$50,000 to buy needed fuel.

The Rural CAP is also engaged in advocacy on the complex issue of the rights of villagers to subsistence game and other resources. The key issue is local control over these local resources decisions, including whether villagers can continue to exercise their accustomed hunting and fishing rights.

Network of Services

Northeast Michigan Community Service Agency Inc., operates a massive network of services in its 11-county area, ranging from programs for the very young to the very old.

Examples:

For the young: it runs a Head Start program with HEW funding which covers 21 counties, one-fourth of the entire state of Michigan.

For the old: As the only Community Action agency in the state to be designated as an Area Agency on Aging by HEW, this CAA has organized and expanded Councils on Aging into eight counties which provides services to 75 percent of all senior citizens within those counties in any given year.

NEMCSA's other projects cover a comprehensive gamut.

They include:

- Organization of Housing Commissions in all the counties in Northeast Michigan (\$1 million Small Cities Block Grant).
- Opening of an extended care home, which created 60 jobs and establishment of a plastics plant which



created 140 new jobs. (HUD urban
development funds totaling \$21 0,000.)

ECONOMIC DEVELOPMENT

CSA's Community Economic Development Program dates from the late 1960s. It is administered within CSA by the Office of Economic Development (OED). OED's activities are legislatively mandated to test the concept of community-controlled and planned economic development as a solution to poverty, unemployment, and physical decay in depressed urban and rural areas across the nation. OED provides administrative support and venture capital in partnership with other Federal and private sources to locally organized community development corporations (CDCs). It also supports a small number of special rural programs and selected demonstration and technical assistance projects.

14 CSA Annual Report

SPECIAL IMPACT PROGRAM

OED's primary activity is the Special Impact Program, under which 40 community development corporations are undertaking comprehensive economic development in highly-impooverished special impact areas through investment in job-and-income-producing businesses and physical development projects designed to improve the living and commercial environment. CDC jobs and enterprises are not, however, fully funded from the public treasury. OED's grants to CDCs provide seed capital which in turn leverages private sector bank loans, foundation grants, equity investments from private entrepreneurs, and, ultimately, sales generated by the ventures themselves. OED grants to CDCs also generate funds from other Federal agencies and from state and local governments.

One indication of the success of CSA's approach to economic development is the growing involvement and support for CDCs from other Federal programs. CDCs are now recipients of funding from the Department of Housing and Urban Development (Urban Development Action Grants, Community Development Block Grants, and subsidized housing program); the Department of Commerce (Economic Development Administration and Minority Business Development Agency); the Department of Agriculture (Farmers Home Administration), and the Department of Labor (Office of Youth Programs).

CDC Models

CDCs are pursuing a variety of strategies, using a number of different models in carrying out their economic development missions.

Urban CDCs mainly use two basic models. The first is a limited social model which requires the CDC to work with other community organizations to revitalize the area and to invest in labor-intensive ventures. A second model uses a commercial or business approach to expand the financial and economic base of the community. This may include creating

new financial institutions as well as purchase and expansion of existing large businesses employing large businesses employing large num-

bers of area residents. A third model emphasises new enterprise development.

Rural CDCs operate with two models. The first seeks job creation through starting new businesses or job preservation through purchase of existing enterprises. The other model is keyed to area development through a partnership with local townships and a plan of action which takes account of political and sociological concerns.

Indian-operated CDCs vary. For example: one, covering a large geographical area, works with *many tribes* and seeks to develop cooperatives and supply them with financial and technical support. Another Indian CDC serves a *single tribe*, and is engaged in research and development of several aquaculture-related ventures.

Funding

During FY 1979, CSA funded 40 CDCs, 25 of them urban and 15 rural, the latter primarily multi-county. Because of budget limitations, no new planning grants were made during this fiscal year. CSA's economic development budget for FY 1979 was \$46.2 million.

Management Improvements

The Office of Economic Development moved in FY 1979 to fully implement improved management techniques introduced the previous fiscal year. OED also initiated a number of interagency agreements designed to demonstrate new mechanisms for relating CDCs to the financial resources of other Federal agencies.

• **Funding Policies:** All CDCs were classified as operational, transitional, planning or probationary with appropriate funding policies. (These categories were outlined in the FY 1978 report.) For operational CDCs, this meant two-year administrative funding. For transitional and planning CDCs, this meant one year of administrative funding. For probationary CDCs, it meant short-term extensions without additional funds or denial of refunding. (Two CDCs were defunded in FY 1979.)

• **Investment Fund:** A \$17 million Competitive Investment Capital Fund was fully implemented. Under this fund, transitional and operational CDCs compete on a case-by-case basis for ventures rather than receiving unallocated venture capital at the time of refunding.

• **Cost Center Budgeting:** OED continued to require all CDCs to break down their administrative funding requests into two basic divisions: overhead costs and programmatic activities directed toward CDC institutional development, business development, physical development (e.g., housing), and community services. This makes OED monitoring of program effectiveness more precise and realistic. During FY 1979, two outstanding CDCs—TELACU in East Los Angeles and the Harlem Commonwealth Council—began a phase-down of their requests for CSA supported overhead costs.

• **Management and Technical Assistance:** OED fully implemented its national call contract network first funded in FY 1978. Under this arrangement, management and technical assistance is provided to various CDCs in business and commercial development, industrial development, and employment and support services. This network was supplemented by a Peer Assistance Program under which staff from more experienced CDCs advise newer CDCs.

Increased Mobilization of Resources

Besides internal managerial reforms, OED also expanded its operational scope through a series of interagency agreements which provided CDCs with significantly expanded access to non-CSA financial resources. (See table.)

Several of these major FY 1979 inter agency agreement programs are briefly outlined below:

Rural Youth and Housing Partnership

The **Rural Youth and Housing Partnership** is the result of an interagency agreement among CSA's Office of Economic Development, the Department of Labor's Office of Youth Programs, and the Department of Agriculture's Farmers Home Administration (FmHA). CSA is the lead

agency in this demonstration. Grantees are CDCs and CAAs in 10 states. Unemployed rural youths between the ages of 16 and 19 receive training in housing construction and rehabilitation while rehabilitating the homes of low and moderate income families in rural areas.

Youth Agricultural Entrepreneurship

The **Youth Agricultural Entrepreneurship Demonstration Project** operates under an interagency agreement among FmHa, the Department of Commerce, DOL, and CSA-OED. This project seeks to demonstrate the viability of creating and supporting agricultural training institutes for unemployed rural youths. The institutes are designed to operate agriculture or agriculturally-related businesses and to deliver support services to enable youths to pursue careers in agriculture. Cash crops produced will be sold to offset project costs.

Community Housing Partnerships

Community Housing Partnerships in several cities around the nation are being tested under a joint agreement between the Community Services Administration and the Department of Housing and Urban Development. Both single family and multi-family projects are being conducted. Selected community development corporations are operating both kinds of demonstration projects in their cities under which houses reclaimed by HUD are being rehabilitated by the CDCs for future sale to low-income individuals and families.

Funds Mobilized a by CSA's Title VII In FY 19		
Other Federal		Stat
	\$43.8 million	\$
Urban:	\$27.3 million	\$
Rural:	\$13.5 million	\$
Native Americans:	\$ 3.0 million	

Participating in the multi-family project are the Kansas City CDC and Greater Roxbury Development Corporation in Boston.

CSA provided \$840,000 in venture capital for the single family program and HUD contributed to this funding by using a bulk sales formula which writes down the cost of each property through deduction of the estimated rehabilitated market value.

On the multi-family projects, OED provided equity funds to each CDC but the remaining mortgages had to be financed through loans from conventional sources.

Overall, the goal of the program is to develop residential housing ventures within the CDCs and other community based organizations and to explore ways of relieving critical housing shortages in the impact communities served by CDCs.

Seven CDCs and one community action agency are participating in the single family project. They are: Bedford Stuyvesant Restoration Corporation: Brooklyn, New York; Pyramid West Development Corporation: Chicago, Illinois; Union Sarah Economic Development Corporation: St. Louis, Missouri; Kansas City CDC: Kansas City, Missouri; Black People's Unity Movement Economic Development Corporation: Camden, New Jersey; TELACU/Watts Labor Council: Los Angeles, California; East Side Community Investment, Inc.: Indianapolis, Indiana; and Economic Opportunity of Atlanta (CAA): Atlanta, Georgia.

Career Mobility

Career Mobility Through Community Improvement is an interagency demonstration which aims at training disadvantaged youth for permanent, non subsidized jobs through participation in community economic enterprises.

It is jointly funded under an interagency agreement between CSA's Office of Economic Development and the Department of Labor's Office of Youth Programs (DOL/OYP). DOY/OYP committed \$1.6 million for wages, benefits and evaluation of the program and CSA/OED pledged \$400,000 for administrative and related support costs.

The program will operate year-round for out-of-school youth but will include

in-school disadvantaged youths during summer months to test the effect of such joint training on the quality of work of the participating youths.

Three CDCs with demonstrated expertise in running past youth programs were funded for 15 months each. They are: Bedford-Stuyvesant Restoration Corporation, Brooklyn, New York, funded for \$579,329; Chicano Por La Causa, Phoenix, Arizona, \$683,000; The East Los Angeles Community Union (TELACU), East Los Angeles, California, \$633,000.

Some CDC Examples

As noted, CSA funds both urban and rural community development corporations.

Examples of both follow:

URBAN CDCs

Eastside Community Investments

Only three years old, **Eastside Community Investments, Inc.** in Indianapolis, Indiana has taken significant steps towards restoring economic vitality in the Highland Brookside neighborhood, an area blighted by residential and industrial migration. During FY '79, ECI's first year as a transitional CDC, three contracts were obtained from the City of Indianapolis totaling approximately \$1,000,000. In addition, ECI packaged and presented to the city a plan for joint development of a 22-acre industrial park. The city will finance nearly \$2 million of that project and ECI will contribute \$717,940 through a grant from the Economic Development Administration.

To help increase the number of home owners in the Highland-Brookside neighborhood, ECI works with mortgage lenders and bankers to obtain low interest mortgage money for home buyers, and encourages realtors to list homes for sale. ECI is responsible for administering a city funded project through which residents receive assistance in paying for the exterior painting of their homes. Nearly \$41,500 worth of home improvement work was completed in FY 1979. Through its housing rehabilitation program—jointly sponsored by CSA, HUD, and the Lily Endowment—ECI buys sound vacant houses in Highland-Brookside, renovates and sells the homes at affordable prices.

In FY 1979, ECI bought five homes for rehabilitation and sale. Repairs have been completed on three, and two homes have been sold. Based on FY '79 accomplishments, ECI's board of directors has set a goal of rehabilitating and placing one home on the market every six weeks during 1980. ECI, in cooperation with the Community Services Administration, is promoting business development and expansion in Highland-Brookside through counseling and technical assistance programs and its equity and debt financing program.

Harlem Commonwealth Council

Harlem Commonwealth Council, Inc. (HCC), New York, New York, established as a small neighborhood organization in 1967 with an



Economic Opportunity demonstration grant, began by creating small businesses such as a sewing center, gas station, pharmacy, and travel bureau. Operating in central Harlem, an area populated by 400,000 mostly black residents with an average median family income of about two-thirds the nation's average, HCC began large scale expanded business development programs in the early 1970s. The impact of HCC's efforts on the revitalization of urban Harlem has been substantial. In FY '79, total combined sales and revenues from HCC-sponsored ventures approached \$13 million a year. Direct employment from ventures totaled 500 jobs with combined salaries and wages (including fringe benefits and payroll taxes) of nearly \$5 million annually. Tenants occupying space in HCC real estate holdings created more than 775 jobs, generating close to \$8 million a year.

HCC's major for-profit companies and major land holdings operate under the Commonwealth Holding Company, the CDC's wholly-owned for-profit subsidiary. These major enterprises include:

- **Acme Foundry Co.**, HCC's first acquisition, manufactures rough bronze and aluminum castings by a sandblasting process.
- **Washburn Wire Products, Inc.**, the largest manufacturing plant in Manhattan, is housed in 17 buildings extending three city blocks along the Harlem River. The company is a drawn-wire manufacturer.
- **The Schultz Company**, the second largest venture, manufactures wood, metal, and plastic interiors for super markets.
- **Ben's Lumber Yard** is a wholesale retail merchandiser of lumber products, masonry supplies and other building materials.
- **A Shopping Center Complex** along a major block of the I 25th Street corridor in Harlem is planned for the immediate future.
- **HCC's Land Bank-Real Estate Development Program** has acquired 36 parcels of improved and unimproved land in the Special Impact Area for an equity investment of \$6 million. The majority of these parcels are non-income producing

holdings being held for development purposes. Parcels acquired for investment will offset the annual carrying costs of the unused parcels.

Denver Community Development Corporation

Denver Community Development Corporation is active in four planning areas for low-income people in central Denver. The population of 115,000 is predominantly Mexican-American living in a special impact area which is physically deteriorating. Funded since 1971 under Title VII, DCDC has refined its approach to economic problems by adopting the following strategies:

First, all business and physical development is carried out by DCDC's for-profit holding company, El Dorado Denver Industries, Inc. Second, DCDC/El Dorado has attempted to assemble a balanced portfolio of investments, divided between wholly-owned companies and firms in which it has a minority interest. Third, DCDC is attempting to physically rebuild the impact area as well as strengthen the economic base of its low income population. Currently, DCDC owns and operates a chain of three supermarkets with annual sales of over \$6 million which employs 85



area residents. It has minority investments in four other businesses which employ over 200 area residents with annual sales exceeding \$12 million. DCDC is also currently developing a 22-acre industrial park with combined support from CSA, the Economic Development Administration (EDA) of the Department of Commerce, and local banks.

In FY '79 DCDC bought and cleared land for an industrial park and almost completed site preparation.

DCDC also completed 90 percent of construction of the Zocolo Development Project, a commercial development with retail and office space. Zocolo leased all the office space to minority businesses from the community and outside businesses one of which is Burger Chef.

These ventures generate over \$4 million per year in salaries and wages—most of which goes to impact area residents. CSA has made \$8 million in grants to DCDC since 1971 (which includes administrative overhead as well as venture capital). The CDC has current assets of \$5 million.

East Los Angeles Community Union

TELACU (The East Los Angeles Community Union) represents a primarily Spanish-surnamed population located east of downtown Los Angeles. Population for the area has topped 310,000. The poverty rate has reached over 25 percent and unemployment as high as 17 percent. TELACU's extensive programs combine public development, physical development and community services.

Since its inception in 1971, this community development corporation has expended \$11.8 million dollars in investments. Over \$53 million from other public and private sources have been mobilized as well since early 1971.

Special Impact Area jobs increased 10 percent over FY '78 with 150 new jobs offered in new businesses and subsidized companies funded by CETA. These jobs are direct placement jobs in the private sector.

TELACU raised \$2 million in FY '79 toward the \$10 million needed for a TELACU Family Health Center to be located in East Los Angeles to provide comprehensive family health care. A 1978 survey found health care services far below

the needs of the community.

TELACU is seeking a proper site for the Health Care Center.

In FY '79, the second major tenant moved into the TELACU Industrial Park, a private corporate organization called Federated Group, the second largest stereo component retailer in California. Federated moved into a completely new building, one of two completed in FY '79. The Industrial Park is now ready for small minority-owned enterprises with the completion of "incubator units," 2,500 ft. to 5,000 ft. spaces which are expected to fill up in 1980. TELACU—through its small business outreach programs and investment companies—has loaned directly or helped place loans of well over \$17 million. In addition, TELACU Industries, the CDC's for-profit group, has plans to build a hotel and convention center complex as a joint venture in their impact areas. The 46-acre Industrial Park is forecast to be filled with manufacturing facilities by the end of Fiscal Year 1980.

RURAL CDCs

Delta Foundation

Located in the fertile lands of the Mississippi Delta, Delta Foundation has changed the economy of its 16-county area in which 60 percent of the population is black. Delta has developed into one of the

most successful CDCs in the nation. Headquartered in Greenville, Mississippi, a port city overlooking the Mississippi River, Delta's operations cover an area with a radius of over 200 miles. In the past 10 years Delta's operations have provided direct jobs to over 1,000 people and indirect employment to over 4,000 people in an

industry-scarce agricultural area.

Delta Enterprises, Inc., Delta Foundation's profit-making division, manufactures such diverse products as blue jeans, commercial and residential exhaust fans, folding attic stairs, replacement bicycle wheels, spokes and nipples, and electro-magnetic compo-



nents. Sales totaled more than \$10 million in FY '79 and employment over 600.

In FY '79, Delta Enterprises started a new blue jean plant, **WIL-SEW**, in Fledge, Mississippi, creating 150 new jobs for local residents. Delta also acquired WEL-BILT, a plant in Little Rock, Arkansas, that was dying. Using its expertise in the business of folding attic stairs, Delta was able to give new life to the company and add jobs for the community.

Delta assisted Metcalf, Mississippi in incorporating as a town to provide a tax base for services such as sewers and a legal base for elected officials and to aid the development and construction of Metcalf Spike Works, a railroad spike plant. The plant now employs 50 people and will employ at least 50 more when operating at full capacity.

Delta Development and Management Corporation, a new profit-making business provides jobs for 200 persons, and had sales over \$5 million with assets over \$6 million. Through Delta Foundation, DD&MC in FY '79 was granted a charter as a minority enterprise small business investment corporation (MESBIC) capitalized by the Economic Development Administration at \$1.2 million plus \$5 million in funds from the Small Business Administration.

Delta has attracted over \$1 million from the private sector from such diverse sources as the Lily Endowment, the Ford Foundation, and the Rockefeller Brothers Fund.

Kentucky Highlands Investment Corporation

The **Kentucky Highland Investment Corporation (KHIC)** creates new jobs through venture capital investing in a nine county area of Southeastern Kentucky. Since adopting its venture capital strategy in 1971, KHIC has invested more than \$3.5 million in 11 ventures that include **Possum Trot Corporation**, a nationally known manufacturer of prestige soft toys and designer tote bags; **Outdoor Venture Corporation**, a 1972 start-up that has become one of the nation's top

companies and **Phoenix Products, Inc.**, the nation's largest Kayak producer. Other ventures include two hog feeding operations, a coal

truck-bed manufacturer, a trophy company, and a sleeping bag producer.

In 1979 KHIC invested \$300,000 in Rockcastle Manufacturing Corporation, a subsidiary of a major Midwestern Uniform Rental Company. The company initially employed 50 people but this number is expected to grow to 200 over a two-year period. More than 2,400 persons applied for this company's first 50 jobs.

Also, in FY 1979, KHIC received a three-year, \$151,000 administrative grant from the Fund for Improvement of Post Secondary Education to conduct an investment and training program for local entrepreneurs. KHIC hopes to invest up to \$500,000 in several new small businesses that will be owned and managed by residents of its special impact area.

KHIC also owns and manages a real estate corporation and a federally licensed small business investment corporation. KHIC ventures recorded 1979 sales of \$13.5 million and employed more than 400 people.

Impact Seven, Inc.

Impact Seven serves six rural counties in Western Wisconsin in an impact area that covers over 5,000 square miles. This CDC first received funds from the Special Impact Program in 1970. Since that time it has been awarded \$5,486,000 in CSA grant funds.

During Fiscal Year 1979, Impact Seven made four major investments with CSA funds totalling \$1,170,000. They also succeeded in leveraging \$6,146,000 from private and other government sources for housing, business development and Native American programs.

The business ventures included start-up of a company to lease and manage a Native American-owned cranberry marsh, a startup business that is manufacturing a newly designed, more efficient plow, and investment in several buildings that enabled a farm equipment manufacturing company and a major computer firm to expand.

In the past nine years, Impact Seven's investment of almost \$3 million in 15 businesses has added more than 400 jobs in the six counties and CDC technical assistance to other businesses has produced 165 more jobs. Since 1976, Impact Seven has utilized CETA on-the-job training monies to place more than 600 unemployed persons in training programs with more than 400 employers, with a 90 percent retention rate. Joining this successful program this year were such special projects as a touring Childrens' Theatre Company, a daycare center, a special job creation effort and a demonstration project for youth that is one of 13 jointly funded nationwide by three federal agencies.

In FY 1979, Impact Seven's Area Development section completed 152 units of Federally funded housing in 12 communities in four counties for low income senior citizens, plus six units for low income families. All are now managed by Impact-Seven. In addition, 35 homes in five communities were rehabilitated under another Federal program. In six years, \$11 million has been spent to construct or repair more than 500 housing units under Impact-Seven management.

Chicanos Por La Causa

Chicanos Por La Causa in Phoenix, Arizona was incorporated in 1969 to provide better opportunities and improve conditions within the Chicano community in Phoenix's Special Impact Area.

Chicanos Par La Causa has provided a mixture of social services and economic development opportunities in Phoenix, and in 1978 became the only CSA-funded CDC with both rural and urban programs. It has offices in Somerton and Tucson, Arizona, and a total budget of almost \$4 million.

Among the social services provided by Chicanos Par La Causa are housing counseling, a comprehensive manpower training center, elderly services, education and summer youth programs, and various youth training and employment programs. In two and a half years, the manpower program has placed 1,200 youth in jobs. It has been recognized as a "National Model Youth Program" by the U.S. Department of Labor.

In 1979, CPLC's economic development projects included a Mexican food

manufacturing plant, a credit union, a new office facility, a HUD Repo/Rehab program, and the start of a \$5.2 million 162-unit apartment complex for the elderly and handicapped. A commercial medical/industrial development is also being planned next to the elderly housing project. Plans are also underway for a 70-acre industrial park in Phoenix.

Offering Opportunities
19

SPECIAL RURAL PROGRAMS

In addition to the Special Impact (CDC) Program, OED also administers Special Rural Programs directed primarily to rural cooperatives. Although OED's budget is limited in this area, significant benefits have resulted. Some of those special economic development rural projects which continued or originated in FY 1979 follow:

Coastal Enterprises

Coastal Enterprises, Inc. of Bath, Maine was funded to reconstruct the Boothbay Region Fish and Cold Storage, Inc., a fish processing and storage operation that had burned down. This forced local fisherman to ship their catch to Boston to be processed, reducing their profit. Many people were left unemployed in an area of sparse opportunity. With CSA and other funds, the construction of the new facility began in the summer and by the end of FY '79, the operation was beginning to function. Coastal Enterprises, Inc. offers the depressed fishing industry in Maine opportunities for improvement and expansion.

Family Farm Cooperative Program

The Southern Cooperative Development Fund, Southern Development Foundation, Community Services Administration, Farmers Home Administration and U.S. Department of Labor and Economic Development Administration have agreed to joint participation in the **Family Farm Cooperative Program** which is designed to relieve the level of poverty in rural areas, and attendant problems such as poor housing, inadequate medical care, deficient social services, and inadequate transportation. The FFC Program proposes to deal with poverty problems by creating a

community-based cooperative system to make small farms viable and a mechanism for providing ongoing training, housing, and the delivery of social services to rural residents. The basic approach, patterned on the "Moshav" concept used successfully in Israel, involves a corporate-to-cooperative model

in which groups of candidates are trained on land which will eventually be transferred to individual ownership as part of a local cooperative.

Traditionally, U.S. rural cooperatives have been formed from scattered farms that join together for production or marketing. The "Moshav" model is a planned cooperative where individually-owned land adjoins, thus fostering the development of community life that can provide services. The success of the California-based Central Coast Counties Development Corporation's rural production cooperatives (see below)—aimed at training migrant workers to become self-sufficient farmers—has had considerable impact on the creation of this project.

The Southern Development

Foundation has worked for years with the Ford Foundation and—with the approval of the Department of State—the Center for International Agricultural Cooperation of the Ministry of Agriculture of the State of Israel. The SDF will continue planning and development with the Ford Foundation's Office of Program Related Investments. The Israeli Association for International Cooperation has committed itself to continue technical assistance, including on-site technical advisors at each local project site. The FFC program will include sites in Alabama, Florida, and Louisiana. One-thousand and two-hun-

dred acre land parcels are being acquired through a regional development entity, the **Small Farm Development Corporation**. Agreements were signed and initial plans concluded for this innovative program in FY '79.

Central Coastal Counties Development Corporation

information exchange with many new struggling rural co-op groups.

CCCDC obtained the first federal financial assistance ever provided for housing construction to a farmworkers cooperative, a \$1.8 million loan from FmHA. The housing cooperative, called San Jerado, was under construction in FY '79 on the site of a former labor camp. CCCDC worked with seven production co-ops for low-income people in their three base counties in FY '79, delivering technical assistance on all aspects of agricultural management.

Migrants who earned \$4,000 to \$6,000 a year working for others now earn at least twice as much working for themselves. Their main crop is strawberries. CCCDC's successes have been instrumental in promoting Federal involvement in co-op formation in other areas of the U.S.

Rural Development Loan Fund

In FY 1979, OED for the first time activated its development loan authorities under Part C of Title VII. The Rural Development Loan Fund—involving over \$50 million in previously appropriated funds—was created in FY 1979 through the transfer back to CSA of funds previously administered by the Farmer's Home Administration in the Department of Agriculture. As FY 1979 ended, im-

The **Central Coastal Counties Development Corporation** is located in the California Counties of Monterey, Santa Cruz, and San Benito. Incorporated in 1969, CCCDC, a private, non-profit Hispanic-led community organization, organized and helped sustain the first successful farmworker-owned agricultural production cooperative in the U.S. financed by private sector capital. This was Cooperative Campesina, in which migrant workers acquired the fiscal, technical, managerial and implementing CSA regulations were being developed.

Generally, the proposed rules will allow CSA to make two kinds of loans: first, directly to eligible rurally located organizations for business facilities and community development projects; and second, loans to eligible intermediary organizations which in turn will relend or guarantee funds to other eligible recipients, but only if such relending is approved by CSA.

The Rural Development Loan Fund will be operated so as to maximize leveraging loan and loan guarantee programs of the Economic Development Administration and the Farmers Home Administration.

In FY 1980, CSA expects to loan some \$20 million to a selected number of eligible borrowers. In cooperation with EDA and FmHA, CSA will target about \$10 million from the fund to a minimum of 10 rural community development corporations to finance large-scale enterprises. CAAs and cooperatives will also be eligible recipients under the proposed rules.

Private Sector Relations

Several community development corporations have special working relationships with major private companies. Some examples:

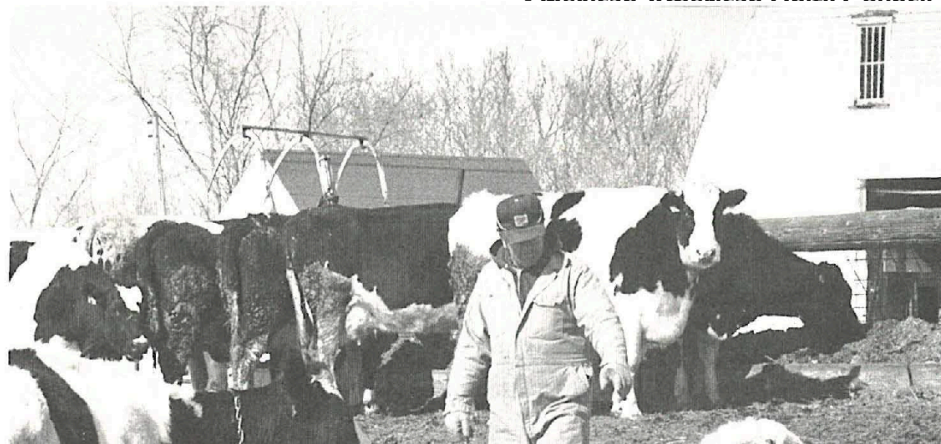
• **Mexican American Unity Council in**

planning skills necessary to become farmers in place themselves. With the onset of federal aid, CCCDC expanded its programs, substantially influencing California legislation relevant to small farms and migrant workers. CCCDC persuaded the University of California's Agriculture Division to examine agriculture co-ops and to evaluate the role of the university in assisting them. The achievements of CCCDC include advocacy, technical assistance and

Control Data Corporation. The CDC's own construction company has remodeled a building leased by Control Data. The private electronics firm has also located a plant in the CDC's industrial park which so far has created 300 new jobs and will ultimately provide 600 such jobs. The CDC and Control Data are also organizing a joint venture to produce computer software for private markets. This Texas CDC has also joined as a partner with the Hyatt Corporation to build a new \$30 million downtown hotel.

• Black People Unity Movement Economic

Development Corporation in Camden, New Jersey has enjoyed a special relationship with the Campbell Soup Corporation for the past 10 years through that company's president. Two Campbell Soup executives sit on BPUM's five-member Business Advisory Committee. (The other three members represent local major banks.) This Committee advises on major enterprises and investments undertaken by the CDC. BPUM also produces wooden (storage) pallets for Campbell Soup at the CDC's pallet factory.



- **Delta Foundation**, described in greater detail above, has received advisory assistance from the Cummins Engine Company of Indiana since 1969. Currently, that company's second executive-on-loan advises the CDC on its manufacturing ventures.

- **Bedford-Stuyvesant Restoration Corporation**, one of the first CDCs organized in the late 1960s, has received both advice and economic benefits through its ties with International Business Machines Inc. over a period of years. IBM located its first plant in Bed-Stuy's target area in 1968 and acquired land and built a new plant there in 1978. This operation has created 400 new jobs for residents of this low-income area. IBM has also joined the CDC in sponsoring numerous cultural projects such as concerts, theatre, etc.

- **Harlem Commonwealth Council Corporation**, also described above, currently holds a \$400,000 contract with the Ford Motor Company for special steel products being produced by HCC's wholly owned corporation, Washburn Wire Company.

II. SEARCHING FOR SOLUTIONS

CSA funded a variety of research and demonstration and related programs in FY 1979, continuing the search for new solutions to problems of the poor. Some of them are outlined in this chapter.

COMMUNITY FOOD AND NUTRITION

The Community Food and Nutrition Program (CFNP) is designed to fight hunger and malnutrition among the poor. With a funding level of less than one percent of the federal budget for food programs, the CFNP is not intended to feed the poor. Rather, the program enlists low-income persons in efforts to improve the delivery of food and nutrition services by other agencies, mobilizes other antihunger activities at all levels of government, and develops new solutions to the problem of hunger among the poor. The ultimate aim of the CFNP, as in all CSA programs, is to promote self-sufficiency among the poor.

In 1979, CSA obligated \$29 million for nutrition programs conducted by 462 grantees throughout the nation. Of this amount, approximately \$7 million was directed to organizations of Migrants or Native American groups. \$3.3 million was used for technical assistance to Community Action Agencies (CAAs) and other public or private organizations engaged in the anti-hunger effort. The balance of about \$19 million was distributed through CSA regional offices among the states. Individual CFNP grants were awarded on the basis of regional competitions.

The distribution of general community Funds is based on a three-part formula, applied after each state is first allocated \$100,000. The remainder is then allocated among the 10 Federal regions according to a formula consisting of incidence of poverty; infant mortality; and number of individuals eligible for, but not participating in, the Food Stamp Program. Distribution of funds for support, training, and technical assistance for each region is based on each region's share of general community nutrition funds as

determined under the formula.

Individual grants are awarded by CSA regional offices to applicants on the basis of scores received in regional competitions. The rigorous nature of the competition is evidenced by the fact that in 1979, proposals totaling \$22 million were eliminated from consideration due to failure to receive sufficiently high scores. (Another \$7 million worth of valid proposals was turned down due to insufficiency of funds.)

Although the bulk of the CFNP monies are distributed to local applicants by the regional offices, CSA Headquarters directly awards a number of national emphasis grants as well as grants to migrant conduit organizations.

The Community Food and Nutrition Program does not compete with or duplicate USDA food aid programs. CFNP is a complementary program that ensures the success of major federal food programs by promoting community efforts to make them work more efficiently and effectively, and develops the capacities of low-income people to take care of their own nutritional needs and thus lessen dependence on feeding programs.

To achieve its purposes, CFNP provides assistance to CAAs and other groups for catalytic activities in four program categories: **Access, Self-Help, Nutrition Education, and Crisis Relief.**

Nearly 40 percent of those eligible for food stamps still do not receive them, and non-participation in other Federal food programs is also high. In 1979, 66 percent of CFNP funds were devoted to **Access** activities to increase participation by eligible individuals and families in Federal feeding programs. Projects also assist at the local level to make implementation of these programs fairer and more effective.

These are some of the successes achieved
in FY 1979:

Searching for Solutions 23

Access

• The Denver School Breakfast Coalition

campaign for expansion of the National School Breakfast Program (NSBP) into 56 additional elementary and secondary schools in the Denver Public School System. Through efforts of the Coalition—whose staff person was funded through a CSA grant—participation in the NSBP increased from 5,000 (7 percent of the school system's enrollment of 69,000) in December 1977 to 7,751 (12.5 percent of enrollment of 63,000) in December 1979—an 80 percent increase in the percentage of children served by the program.

The increased **NSBP** participation brought thousands of dollars in new revenue into the Denver metropolitan area, sparking increased retail and wholesale food sales. The project also provided jobs for additional school personnel needed to prepare the extra meals.

• In 1978, 10 sponsors of the **Summer Food Program (SFP)** in Montana served an average

of 1,350 children per day. In 1979, 19 sponsors served an average of 3,359 children each day. The increase resulted from activity of the **Montana Department of Community Affairs**, which used CFNP funds to do outreach, provide technical assistance, and act as a liaison between USDA and potential sponsors. After a USDA workshop on the SFP was poorly attended and unsuccessful, the staff person for the CFNP project advocated a repeat workshop, did the outreach to insure high attendance, and followed up the training with technical assistance and encouragement necessary to achieve program expansion.

The results were dramatic: an increase of 90 percent in sponsors, and an increase of more than 140 percent in the number of children served.

• The **Northern Tidewater Opportunity Project (CFNP)** took the lead in establishing the Southeastern Virginia Nutrition Alliance, which involved 53 community-based organizations and many low-income consumers in efforts to

increase access to nutrition programs. The Alliance trained 678 unemployed potential food stamp recipients in client rights and fair hearing procedures, and monitored food stamp outreach efforts and grocery store pricing policies. The Alliance was also very successful in increasing access to school lunch and breakfast programs. The number of area schools participating in the two programs was increased from 39 to 89.

Self-Help

Self-Help projects seek to improve the ability of low-income individuals and groups to produce and distribute their own foodstuffs as a supplement to the food provided under Federal feeding programs or by private institutions. Many CFNP grantees have devised innovative approaches to increase self-sufficiency among the poor. Here are three examples:

• The **Oklahoma Department of Human Development (SEOO)** operates a seed distribution program for low-income people served by CAAs in the state. The



state matched a CSA grant of \$25,000 for operation of the program in 1979. The SEOO allocated a number of seed varieties in bulk amounts. CAAs provided training and technical assistance in planting, harvesting and marketing methods.

26,000 low-income families were served in 1979. For an average investment of only *two dollars* per family—which included seeds, cookers placed in CAAs, and canning supplies—a \$300 per family return in foodstuffs was produced.

- **The Commission on Economic Opportunity of Luzerne County, Pennsylvania** in 1979 established a Senior Citizen's Market to assist the large elderly population of the Wilkes-Barre area in conserving their limited incomes.

During 1978-79, the CAP combined \$31,000 raised in the community and \$12,000 from the local Corporation on Aging with a \$21,000 grant from CSA to open the market which grossed \$275,000 in its first year of operation. The 3,600 senior citizens who are members of the market realized an average savings of 15 percent or \$140 in food costs for the year.

Besides selling food at reduced prices, the staff at the Senior Citizens' Market counsels on food stamps, provides application, and assists with other food problems. They also act as advocates on behalf of low-income elderly with the county board of assistance.

- **The Oregon Gleaning Consortium** is an organization of 13 CAAs funded with CFNP monies which sponsors a nine county gleaning project. Gleaning is the gathering and sharing of crops that remain after harvesting and are donated by the grower. Volunteers and program participants provide time and energy to pick, dry or can produce for themselves and others.

In 1979, the Oregon Gleaning Consortium provided 649,800 pounds of produce valued at approximately \$195,000 to low income, elderly, and disabled persons in Oregon. The costs of this food to the agencies involved for staff and administrative costs was less than 12¢ per pound.

Nutrition Education

Nutrition Education projects teach low income individuals and families how to understand the connection between diet and

health, to obtain nutritionally superior foods at the lowest prices and to prepare these foods in ways that minimize nutrient loss. Some examples:

- **Rural Alaska Community Action Program** used nutrition education as an essential part of its special anti-hunger program. The subsistence way of life is indigenous to Alaska. Subsistence as opposed to a cash economy is a form of livelihood in which people gather fish, other wildlife and vegetation as primary or supplementary foodstuffs. Rural CAP has undertaken massive educational efforts to demonstrate the nutritional value of subsistence foods which cannot be met by store-bought junk foods in places where villagers cannot afford to buy nutritional foods. Nutrition education is also an integral part of Rural CAP's Head Start program.

- CSA Headquarters also funded a number of groups, including the **Community Nutrition Institute (CNI)** to provide nutrition information and education on a nationwide scale to low-income consumers and anti-hunger groups.

Crisis Relief

The objective of Crisis Relief is to develop and improve community mechanisms for providing speedy relief to hungry individuals and households during temporary personal emergencies and widespread general emergencies. One example:

- **The Metropolitan Action Committee (MAC)** of Nashville, Tennessee, a CFNP grantee, operated a Food Bank for which food was obtained at reduced prices or no cost and distributed to needy families in crisis situations.

During the year, MAC raised funds through a Second Harvest Food Festival and from local donations. Food was donated by warehouses, grocery chains, and by local children and parents in two school-sponsored food drives. Some food was also purchased at greatly reduced prices from local groceries.

As a result of MAC's efforts, 2,550 boxes of food—each containing a three-day supply—were distributed to



SENIOR SERVICES

Isolation, fear, inadequate income and poor health are among the serious problems that confront the nation's estimated 4.2 million elderly poor. The Community Services Administration addresses these problems through a wide range of programs authorized under Section 221—Local Initiative assistance to Community Action Agencies; Section 222—Special Programs and Assistance; and Section 232—Research and Pilot Programs.

Local Initiative

Most community action programs provide benefits to the elderly poor. In fact, more than 20 percent of all local initiative funds—the primary assistance provided to CAAs—are used to serve low-income older persons. The aged are primary beneficiaries of several Section 222 national emphasis programs, especially the Senior Opportunities and Services (SOS), Community Food and Nutrition (CFN) and Energy and Housing programs.

CAAs and SOS grantees have demonstrated an ability to attract a great deal of support for their activities from various federal, state and local sources. In 1979, nearly \$85 million in CSA funds—\$75 million in local initiative and \$8.7 million in SOS program funds—were spent to provide services and assistance to low-income elderly persons in local SOS projects. CSA grantees mobilized another \$471 million for the elderly poor from HEW, HUD, DOL, USDA and other federal agencies, and from state and local sources. These figures do not include funds spent for SOS headquarters demonstration grants or for the other CSA programs that serve low-income elderly persons.

Senior Opportunities and Services

The Senior Opportunities and Services Program is a national emphasis program specifically designed to meet the special needs of low-income persons over the age of 60 which cannot be met by CSA programs serving all age groups. The SOS program was funded for \$10.5 million in 1979. This provided support for 199

26 CSA Annual Report

programs
in 44
states, the

Virgin Islands and Puerto Rico. One-hundred and eighty-nine of these programs were run by CAAs. Of the remaining 10, six were statewide organizations of senior citizens and four were research and pilot projects. \$8,695,500 was spent in grants from CSA regional offices and \$786,995 went to demonstration and pilot projects funded through CSA Headquarters.

In 1979, CSA revised its funding policies for SOS programs to reflect the following priorities:

- assisting greater numbers of vulnerable and frail elderly poor to remain in their homes and avoid institutionalization;
- helping the elderly poor to organize and advocate for their own interests;

- strengthening the capacity of grantees in planning and programming; and
- preventing criminal victimization of the elderly.

In line with policy priorities, SOS activities emphasize outreach and follow-through, access and advocacy, innovative programs, and integrated services. The greatest concern of SOS programs nationwide has been to foster self-sufficiency of the elderly through concerted efforts to enable them to continue leading useful, independent lives.

A network of more than 1,500 senior citizen and neighborhood centers, run by local CAAs, provides a



elderly poor persons can find companion ship, social activities, direct services ranging from health screening to transportation, as well as information and referral to other available services. Many SOS programs offer comprehensive services to less mobile seniors who cannot participate regularly in activities at drop-in centers.

Examples of some elderly programs follow:

- The activities of the **Hill County Community Action Program (HCCAP)** in San Saba, Texas are typical of the assistance and services offered to the elderly through SOS programs. Using an SOS grant of \$81,000, HCCAP mobilized \$832,000 in other resources to serve the elderly poor through 25 senior centers in a nine-county rural area. These centers provide services to support independent living—including home health care, congregate and home-delivered meals, employment opportunities, continuing education, home repair and renovation, weatherization, financial and legal counseling, outreach, referral and follow-up. Volunteers also provide companionship to the lonely by helping with shopping and chores, friendly visiting, and tele phone reassurance. In 1979, HCCAP provided 600 meals per day and made 12,000 trips transporting low-income elderly persons.

- Another CAA, **Action for Boston Community Development (ABCD)** in Boston, Massachusetts has a network of nine senior centers located in target areas throughout the city. Services at each location are geared to the particular needs of the elderly residents of that neighborhood. The Columbia Point Senior Program, for example, operates in an area with a declining but aging population and growing crime. This program aims at reducing feelings of isolation through

regular personal contact with elderly residents. An escort service is also provided along with social services, information and referral.

Most of the participants in the Jamaica Plains Senior Program are residents of six elderly housing buildings. Because a large percentage are over age 80, the center emphasizes health programs, education and advocacy to enable the elderly to take better care of themselves.

Overall, ABCD's senior centers serve nearly 2,000 low-income older persons on a regular basis, and provide information and referral to many more.

Many SOS programs have developed innovative approaches to increasing self-sufficiency of the elderly poor. Some examples:

- The **Anne Arundel County Economic Opportunity Committee** in Annapolis, Maryland provides administrative support for a Senior Aides program which employs 54 elderly seniors in part-time jobs. The agency sponsors two novelty shops where nearly 100 elderly persons can sell their handcrafted items. The stores netted \$6,000 in a recent six-month period.

- The **Upper Arkansas Council of Governments Community Action Agency** in Canon City, Colorado used six volunteers to assist elderly and disabled persons secure property tax and rent rebates. In 1979, \$111,442 were returned to residents through this activity.

- The **Retired Senior Volunteer Program** in Lansdowne, Pennsylvania was funded to operate a special project called Help Alleviate Loneliness Today (HALT). The project will train active senior volunteers to provide services needed to prevent the institutionalization of homebound elderly poor—primarily those over 75 who are functionally disabled and living alone. The program will establish referral and emergency services and transportation networks, and initiate a volunteer recognition program.

Research and Pilot Programs

- The **National Elderly Victimization Prevention and Assistance Program**, a

national demonstration program funded by CSA in cooperation with the Law Enforcement Assistance Administration (LEAA), the Department of Housing and Urban Development (HUD), the Administration on Aging (AoA) and the Ford Foundation, completed its second year of operation in FY 1979.

Beginning in 1977, seven demonstration projects to reduce and prevent

crime against the elderly were established in six major cities, including two in New York City. CSA funded \$1.5 million to sponsor three of these projects operated by community action agencies in New York City, Milwaukee and New Orleans.

A recently completed evaluation prepared by the National Council of Senior Citizens identifies factors in program operations that helped the low-income elderly avoid victimization, establish social networks and strengthen neighborhoods; aided elderly victims of crime; expanded public awareness of crimes against older persons, and devised activities needed to combat the problem.

CSA has decided to provide a third year of funding for two community action agencies for the Elderly Crime Assistance and Prevention programs: the Community Relations-Social Development Commission in Milwaukee County and the Community Development Agency (CDC) in New York City.

- CSA provided a grant of \$49,999 to the **Central Arkansas Development Council (CAA)** of Benton, Arkansas to work with Henderson State University and Ouachita University to determine the renovation costs necessary to convert a 7-year-old, eight-story women's dormitory into a rural gerontology center and congregate living facility for handicapped and low-income elderly. Renovation funds have already tentatively been promised by HUD and the USDA Rural Housing Program district office.

- A grant of \$114,373 was given to the **West Philadelphia Fund for Human Development** for a demonstration by a consortium of three churches serving low-income elderly persons. A Roman

Catholic, a United Methodist, and an AME Church will provide a broad range of services to enable 50 to 60 elderly to remain in their homes. Without these services many of these older poor persons would have to be placed in long-term care facilities or hospitals. A significant number of trained professionals in medicine, law and academia have made commitments to serve as volunteers and to assist in training lay church members to provide comprehensive health and other needed services to the elderly poor in West Philadelphia.

ENERGY CONSERVATION

Emergency Energy Conservation Services

Section 222(a)(5) of the Economic Opportunity Act of 1964 as amended established in CSA the Emergency Energy Conservation Services Program, "designed to enable low income individuals and families, including the elderly and the near poor, to participate in energy conservation programs designed to lessen the impact of the high cost of energy on such individuals and families, and to reduce individual and family energy consumption." In past years CSA's energy conservation program has included major efforts in weatherization of low income homes; energy conservation education, including projects to assure the representation of the poor in judicial and administrative proceedings concerning the pricing and distribution of fuel and utilities; and research and demonstration projects which developed and tested low cost alternative energy sources in low-income communities and on low-income farms.

Funding

In FY 1979 \$10 million in appropriated energy funds went to a variety of Research and Demonstration projects which included optimal weatherization research, solar job training and low cost solar energy development, 37 energy advocacy projects, and continued research and development in the fields of appropriate technologies carried forward in large part through the CSA-funded National Center for Appropriate Technology.

In addition to the regularly appropriated energy R&D funds, Congress once again appropriated \$200 million for a Crisis Intervention Program (CIP) to help the poor and elderly pay rising fuel costs and to provide other limited assistance in crisis situations. This was the third straight year that Congress had appropriated such special crisis funds for administration by CSA.

FY 1979 Crisis Intervention Program (CIP)

28 CSA Annual Report



Declaration of a winter-related disaster. The Director of CSA, after consultation with the Federal Disaster Assistance Administration, then had to determine that a winter-related disaster had created conditions which would endanger the health and/or cause severe hardship to eligible low-income individuals and households.

CIP's operating period ran from January 1 to June 30, 1979.

Energy Research and Demonstration Program

In Fiscal Year 1979 CSA funded \$10 million in Energy R&D programs which included the support of activities in



and Optimal Weatherization, Energy Advocacy, Information and Research on the Needs of the Poor, LowCost Technologies, and Solar Retrofit and Rural Solar Development. The following examples illustrate the broad range of innovative activities undertaken by CSA's Energy Program:

- **National Center for Appropriate Technology** (NCAT) at Butte, Montana: FY 1979 funding—\$1,950,000. NCAT was first organized in 1976-77 under a \$3.1 million CSA grant for that purpose. The research organization was funded to make the benefits of appropriate (small-scale, low cost, environmentally benign) technology available to low-income persons and communities through applications related to alternate energy development and resource conservation.

An additional grant of \$150,000 was made to NCAT in FY 1979 to design, build, and test five small (30-gallon a day) alcohol stills using different feed stocks.

The five stills are going to five rural development organizations in different sections of the country. As a part of CSA's participation in the President's Rural Energy Initiative, CSA began to fund these organizations to build five more stills (with help from NCAT) and distribute them in their area to local farmers and co-ops. The organizations will also provide technical assistance to

local farmers and co-ops in financing and constructing additional stills.

NCAT has also:

- Made small grants to low-income organizations for field demonstrations of basic appropriate technologies in energy, agriculture, housing, resource recycling, etc. (See examples of NCAT grants and projects later in this section.)
- Set up an information system which makes the techniques and basic information on AT more accessible to needful prospective users of such technologies.
- Conducted technical research and evaluations in such areas as heat source efficiency, insulation manufacture, low energy cooling, solar space and water heating and weatherization of mobile homes.
- Organized an active outreach program at

national and regional levels through conferences, newsletters, specialized publications, field expansion workers, etc.

NCAT has made small grants totalling \$1,067,585 to more than 150 low-income technology projects around the nation. All energy related, they have been generally in the following categories: Agriculture, food and nutrition, 26 percent; Training and Technical Assistance, 14 percent; energy conservation (solar and weatherization), 26 percent; special studies and research (waste recycling, greenhouse operation, etc.), 16 percent; and low-income housing, 18 percent.

Some specific small grants NCAT made in FY 1979 were:

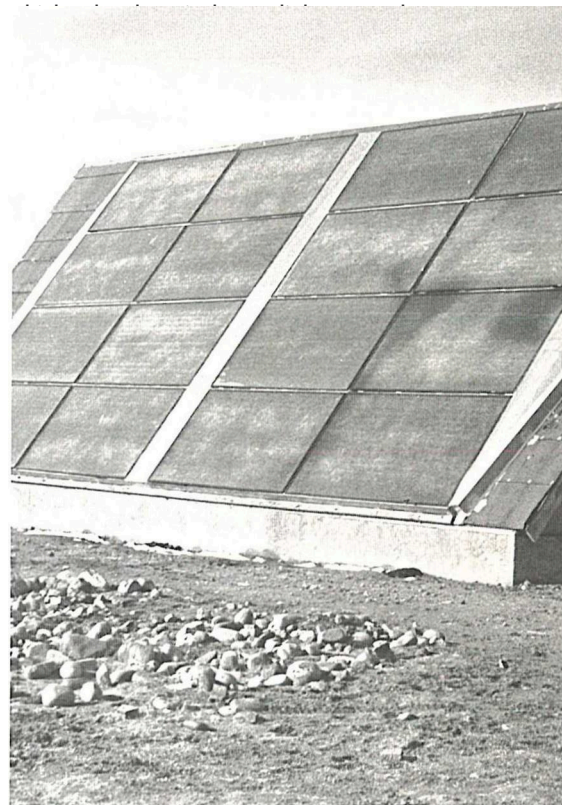
- *Greenhouse Solar Systems:* Dickinson-Iron County CAA, Iron River, Michigan received \$54,450 for a national pilot project combining passive and active solar systems in a greenhouse operated by a new senior citizens center. Major construction costs of the new center (\$300,000) came from a HUD grant. Ground breaking was held in April 1979.

- *Integrated Community Demonstration:* In 1979 NCAT made a grant of \$146,842 to the Whitaker Community Council as its first example on how communities can use appropriate technologies in an inter-related way to help low-income people.

Over 10 community groups are working with 15 different technologies (e.g. recycling, building rehabilitation, weatherization and community gardening) in order to show a viable systemic approach to energy conservation and production.

- *Center for Maximum Potential Building Systems:* A grant of \$84,000 was made to build 120 solar hot water heaters for farmworkers in Crystal City, Texas and surrounding communities. This project is the first in the country which will produce low-cost reliable solar hot water heaters in any great quantity. The water heaters will be fully operational by the summer of 1980.

- *District IX Human Resource Development:* A grant of \$10,734 was made to the Bozeman unit of HRD to train high school dropouts to construct and install low-cost solar collectors in low-income homes. Many of the trainees have now achieved their GED



- **New Life Farm**, Drury, Missouri, with a \$167,384 grant from CSA through Midland Energy Institute, has developed a completely self-sustaining biogas digester which is inexpensive and buildable in a short time through easily understood technology with locally available materials. Fifteen model digestors have been built in various climatic zones throughout the country and work is proceeding to begin evaluating the cost-effectiveness of the systems being used by low-income farmers.

- **SUEDE**, a program jointly funded by the Department of Labor, CSA, and the Department of Energy in 1978, undertook the training of CETA workers in solar technology applied to low income housing across the country. CSA's original funding came to \$650,000 in the joint program under which 10 projects—one in each Federal region—were funded on a competitive basis. CSA was able to fund an additional five projects for an additional \$750,000 bringing the total number of SUEDE projects to 15 which together trained more than 300 CETA workers and completed over 50 solar installations on the homes of the poor. With CSA's 1979 funding of \$300,000, the programs are currently collecting data on the installed solar collectors to evaluate their effectiveness.

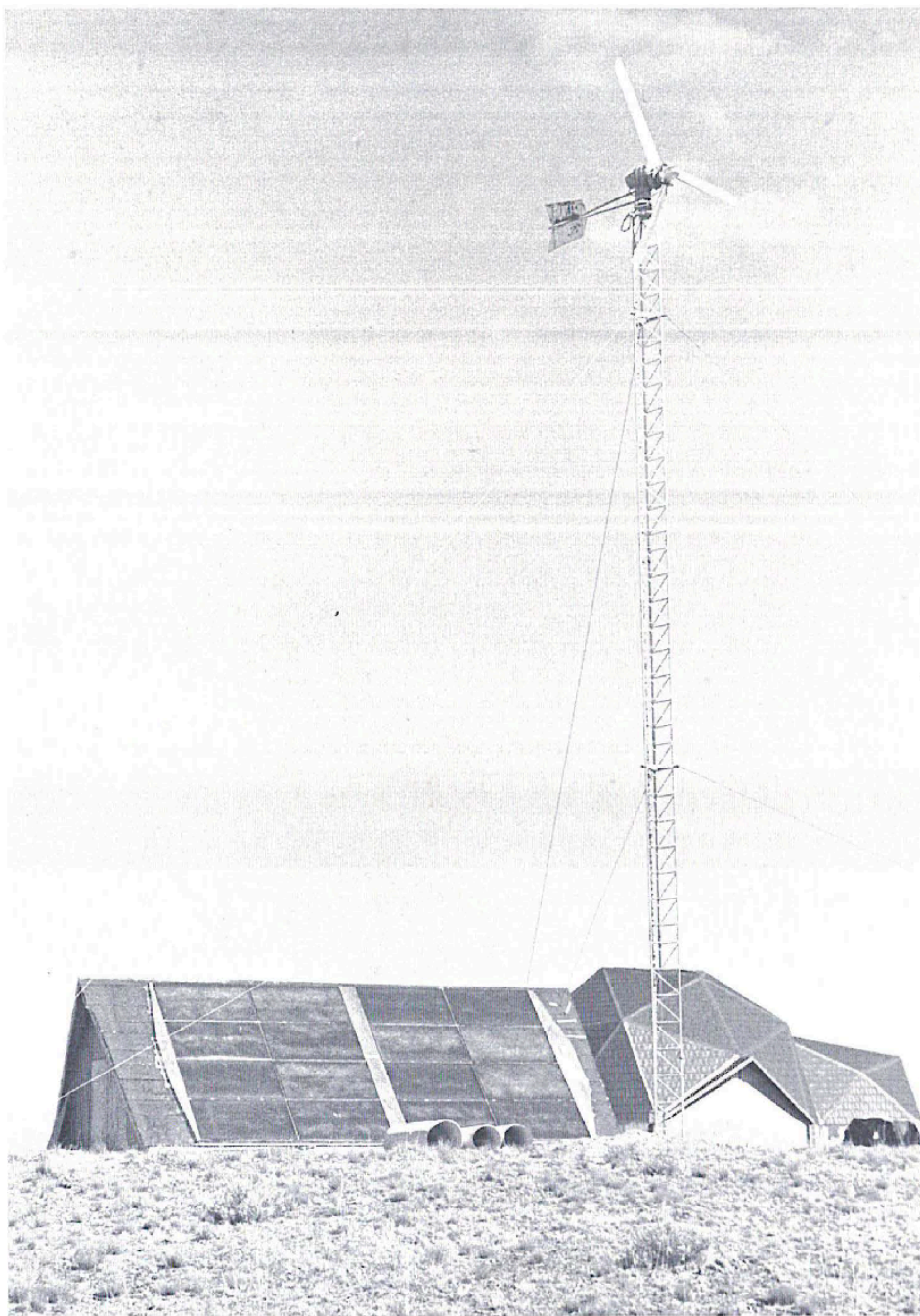
- **Optimal Weatherization Research Project**, conducted by the National Bureau of Standards, received \$350,000 in 1979 CSA funding to provide a body of experiential data on how much energy can be conserved and at what cost through application of cost effective optimal weatherization techniques in 14 different climatic zones throughout the country. Using \$2,050,000 in CSA funding since 1977, local CAAs have selected homes, installed architectural and mechanical options and monitored consumption patterns, temperatures, air infiltration and thermography of each house to produce findings.

- **Diocesan Human Relations Services**, Portland, Maine, with \$48,638 from CSA and the HEW Administration on Aging, is

effectively dealing with accidental hypothermia and its effects on the elderly by developing a preventive counseling program and packets of warm indoor clothes for 1,000 elderly in Maine.

30 CSA Annual Report

- **Bronx Frontier Development Corporation**, Bronx, New York, with \$83,000 in CSA funds, has turned a burned-out ghetto into an urban agriculture project which is centered around a 40 kwh wind generator. The generator provides the energy necessary to maintain a composting process and an education center which serves as a base for nutrition information, urban gardening education and school class exhibits.



• **Energy Task Force**, New York, New York, with \$633,000 from CSA since 1976, built the first solar hot water system and wind generator in New York City, located on the Lower East Side. ETF has also developed an energy audit curriculum to train apartment dwellers and has been active in renewable resources design and research and implementation services to low income housing groups. They are currently developing data on the cost effectiveness of wind energy, establishing small alternative energy businesses and developing a block-wide efficient energy system.

HOUSING

Using a nation-wide network of community action agencies and special Housing Development Corporations, CSA's national and regional housing programs work to enable poor families to take advantage of established housing programs and also to repair and construct homes for the poor on a limited scale.

Activities under the overall housing program include referral services, tenant counseling, advocacy packaging of loan applications, repair and construction of homes plus loan and subsidy programs, among others.

CSA's biggest source of research and demonstration housing funds was \$6 million appropriated by Congress in FY 1979 (and earlier years) for Section 232 Research and Demonstration (R&D) housing projects conducted by 55 nationally funded grantees who mobilized an additional \$89 million from non-CSA sources. Substantial sums are spent on housing by about 500 community action agencies around the nation. The combined CSA housing effort expended approximately \$24 million through 600 grantees who mobilized approximately \$375 million for housing from non-CSA sources.

Rural Home Repair

Begun in FY 1978, CSA's National Rural Home Repair Program continued as the biggest single (R&D) segment of the agency's predominantly rural housing program.

NRHR completed a second year of \$2,250,000 funding in FY 1979 to bring the total for this program to more than \$5 million in two successive years. A third year with a like amount is projected.

In FY 1979 under this program, 1,189 homes were repaired out of a planned 1,410 homes. Problems with obtaining sufficient CETA labor, a harsh winter plus a new programmatic emphasis on more substantial repair accounted for the shortfall in the number repaired.

Forty (40) percent of the persons whose homes were repaired fell within the lower half of CSA's poverty guidelines, a result of better outreach and advocacy during the

program's second year. Training in home repair was provided for 738 CETA workers

and 19 Green Thumb senior citizens were used under an agreement with Green Thumb representatives in June, 1979.

Grantees under this home repair project mobilized some \$6,399,606 in non-CSA funds, almost \$2 million more than during the first year of the project. For each CSA dollar spent, \$2.9 was received from other sources. Twenty-one grantees and 37 sub-grantees participated in the program during FY 1979.

Other Housing Projects

Besides the rural repair demonstration, substantial housing programs were continued with local initiative funds as in previous years. Funded through CSA Headquarters Office of

er.

Data from the latest National Housing Survey (1978) showed that some 500 CAAs were then operating housing programs with Section 221 funds and that

Community Action and 10 regional offices, the grantees of these programs were mostly community action agencies and special housing development corporations.

A FY 1979 survey for the agency's new Interim Data Highlight system (covering 898 CAAs) indicated that CAAs in the 10 regions spent \$23,582,973 on housing from Section 221 local initiative funds.

Further, a related survey indicated, that the need for housing for the poor continued to rank as the No. 2 priority listed by the reporting community action agencies. Only the need for jobs ranked higher.

Data from the latest National Housing Survey (1978) showed that some 500 CAAs were then operating housing programs with Section 221 funds and that \$14 million in

Searching for Solutions 31

local

initiative investment in such housing had mobilized an additional \$384 million from HUD, FmHA, and other loan and subsidy programs.

Program Examples

- **Genesis Housing and Community Development Corporation** acts as an advocate for the poor on housing issues in an eight-county area in South Georgia. It operates varied projects, among them a Youth Conservation and Community Improvement Project (YCCIP) as a part of a national program to train high school dropouts and other disadvantaged youth to repair homes of the elderly. Genesis has, through persistent advocacy, substantially increased FmHA funding in the area and been designated as management agent for defaulted HUD properties in its area.

- **Coney Island Redevelopment Project**, operated by the American Jewish Committee, has overseen reconstruction of a deteriorating area around the formerly famous amusement park. New playgrounds, improved street fronts and substantial housing rehabilitation have been undertaken.

- **Eastern Kentucky Housing Development**

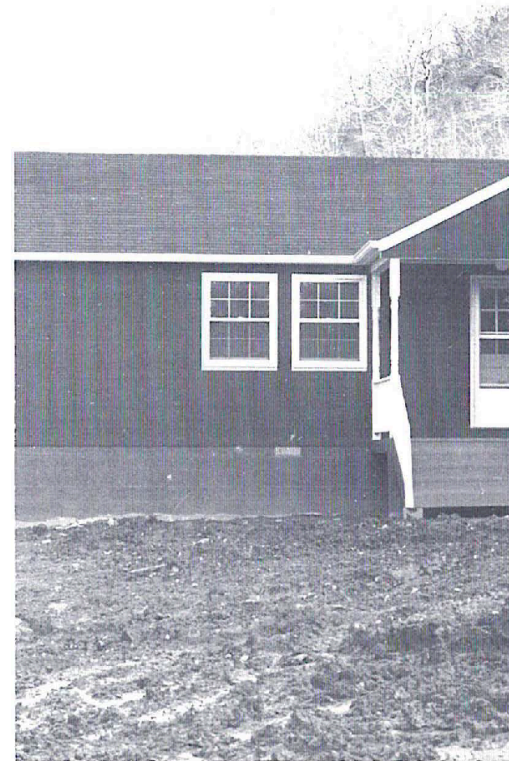
operates two housing construction units: one, using older, low-income men, repairs homes of poor families; the second, with CETA labor, builds and erects housing prefabricated in the HDC's housing factory.

- **Low-Income Development Corporation**

of North Carolina joins with selected community action agencies in using HUD, FmHA and Department of Labor funds to repair and build homes for the poor. Its housing services include self-help housing assistance, housing construction, management services and rent subsidy programs. It also trains CAAs in housing techniques.

- **New York City Housing and Development Administration** engages in housing rehabilitation, neighborhood preservation, cooperative conversions and block renovation in deteriorating central city areas. Projects are dispersed on a city-wide basis through a revolving loan fund.

32 CSA Annual Report



project established a comprehensive training program to improve services to battered wives statewide at 24 women's Centers and Shelters throughout the state. Training included basic counseling, legal advocacy and media outreach skills. (FY 1980-\$100,000.)

Sexual Assault and Domestic Violence

- The **Baltimore County Sexual Assault and Domestic Violence Center** in Baltimore County, Maryland was funded at \$100,000 for direct services to victims of sexual abuse and domestic violence. This included counseling, support and referral information, a 24-hour hotline, prevention information to schools and private organizations and training for police and hospital personnel on the issues of sexual assault and domestic violence.

Testing Effectiveness Responses to Family Violence

- CSA transferred \$122,306 to Law Enforcement Assistance Administration (LEAA) to fund five of nine grantees in as many states. These five grantees subcontracted with community action agencies in their states to target program services to poor clients. Both urban and rural projects were included. Programs using criminal justice, social services, medical and mental health agencies jointly were tested. The five CAA-related projects operated in communities in Oregon, California, Rhode Island, Virginia and Kentucky.

Low Income Women's Center

- The **National Congress of Neighborhood Women** in Brooklyn, New York received a \$65,000 grant to establish a low-income women's resources center. The Center will provide clearinghouse services, individualized training and consultation plus training and workshops for low-income women. (FY 1980—200,000.)

Housing

- **The Women's Development Corporation** in Providence, Rhode Island received \$166,000 to develop 100 housing units by rehabilitating abandoned or under-used HUD buildings in Rhode Island over the next several years and to start a building ownership, business and management network to respond

WOMEN'S PROGRAMS

CSA funded several programs during Fiscal Year 1979 designed to assist female victims of sexual and domestic assault as well as prevent or solve family crises. Total funding during the fiscal year for these women-oriented programs totaled \$1 million.

Some of the individual programs and their goals are briefly outlined below:

Domestic Violence

- **The Bureau of Human Resources, Department of Community Affairs**, in Harrisburg, Pennsylvania was granted \$100,000 to sponsor eight training centers around the state to assist victims of domestic violence. Shelters to house such victims received program and fiscal management training conducted through such shelter operations. The training was provided by the Pennsylvania Coalition Against Domestic Violence.

- \$100,000 was granted to **Massachusetts Coalition of Battered Wives' Service Groups** in Boston, Massachusetts. The

to needs identified by low-income women. It will also arrange for financing redesign of buildings acquired for the ownership plan and create jobs for women within the

overall plan. These jobs will be based both on traditional homemaking skills and acquired skills in such non-traditional fields as construction,

housing management, day-care and food and other services. (FY 1980—\$150,000)



HANDICAPPED

During Fiscal Year 1979, the Community Services Administration took the first steps toward inclusion of low-income handicapped persons as equal participants in the agency's programs, activities and employment practices.

The largest grant went to the California State Office of Economic Opportunity for a project called **Access California** which was funded at \$474,960 for two years

(FY 1978-79). In six local projects, community action agencies and groups of disabled persons worked to remove physical and communication barriers and correct attitudes that severely limit the independence and mobility of the handicapped. Access California is intended to serve as a model to give guidance for reform throughout the CSA grantee network.

Advocacy was the main objective in two other grants:

- **The American Coalition of Citizens with Disabilities**, a Washington-based consumer organization, received a total of \$104,550. In regional workshops, community-based groups of low-income disabled persons and their local CAAs learned where and how to seek public and private funds to assist implementation of Section 504 of the Rehabilitation Act of 1973, the law that prohibits discrimination against disabled persons in Federally supported programs and activities. These model workshops should produce techniques and patterns that can be adapted to local situations throughout the country.

- **The Center for Independent Living** in Berkeley used a \$142,800 grant from CSA's San Francisco Regional Office to promote independent living projects and offer training sessions throughout Region IX. The training concentrated on educating low-income disabled persons and their Community Action advocates about their rights under existing legislation, particularly the Federal Rehabilitation Act and the Education for All Handicapped Children Act (PL. 94-142).

- **The Atlantis Community Project** in Denver is also concerned with independent living. Using a \$30,000 grant from CSA's Region VIII office, this project emphasizes moving disabled persons out of institutions into barrier-free homes or apartments. Support services needed to make the move successful are also furnished. For instance, VISTA Volunteers provide transportation for shopping, medical appointments, etc.

- CSA contracted with the **National Center for a Barrier-free Environment** for a national survey of the costs of renovation or relocation to make facilities accessible and some field surveys of sample grantees were carried out. Three technical assistance pieces were also produced by the Center: line drawings of standard barrier-free designs to accompany the Section 504 regulations; "Accessibility Assistance," a list of 600 architects and other barrier-removal experts by state and specialty; and "Opening Doors," a handbook on low cost methods of facility renovation. Cost data are not yet available.



MIGRANTS

Congress appropriated \$ 1 million in basic funds for CSA Migrant and Seasonal Farmworker Programs in FY 1979 but another \$23.9 million in CSA funds also benefited migrants.

These latter funds included \$3.9 million assigned to seven conduit organizations for community food and nutrition assistance to migrants and another \$20 million to 10 conduits under the CIP emergency energy assistance program.

A long-planned Migrant Desk was set up within the agency as of July 1, 1979, late in the fiscal year. The chief of this operation will oversee migrant program operations in the future.

Some of the-FY 1979 demonstration grants and projects included:

- \$300,000 to the **National Association of Farmworker Organizations** to continue development of a national benefit trust (insurance) plan for NAFO members.
- \$283,000 for NAFO's continued operation of a nationwide migrant hotline started in FY 1978.
- An \$81,585 grant to **KCET-TV, Community TV of California** in Los Angeles for research to determine what

migrant needs should be dealt with in a future documentary on migrant problems and to lay a data base for a future grant to fund actual production of the TV documentary.

- \$50,000 to **North Dakota Migrant Council** to train Region VIII Farmworker Organizations in how to operate a community food-and-nutrition conduit agency and also to respond to other farmworker needs.



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INDIANS AND ALASKA NATIVES

CSA established an Indian and Alaska Native Team Desk in OCA's Office of Program Development on July 1, 1979. Preparation had taken almost two years during which time CSA Indian policy had been established and implemented in the Community Food and Nutrition Programs, the Energy Crisis Intervention Program, and the Summer Youth Recreation Program. Overall, CSA assigned \$13.9 million in FY 1979 to Indian-related programs.

This total included community food and nutrition, rural housing and emergency energy funding. Some of the specific Indian programs funded in FY 1979 follow:

- **Birdsprings Solar Demonstration Project** received \$49,500 to complete the installation of a solar/wind demonstration energy system to provide heat and electricity for Little Singer School in Birdsprings, Navajo Nation, Arizona. With the support of CSA, the Indian residents of this isolated desert community were able to realize their dream of building a school so their children would no longer have to go away to boarding school where they were separated from family and not allowed to speak their native tongue. The school's energy system consists of wind generators and solar panels developed by two non-Indians dedicated to the Indian Community. The solar panel called Shandiin, the Navajo word for sunshine, is a highly efficient solar collector. Demand for Shandiin panels gave birth to the Birdsprings Solar Corporation, owned by the residents of Birdsprings and one of the first Indian-owned and operated solar businesses in the nation. This business revitalized a dying community where fewer than six jobs had existed. Now the elements of sun and wind that almost destroyed Birdsprings have brought it back to life.

- **CSA's Energy Program**, through an interagency agreement with the Administration for Native Americans

(ANA) of the Department of Health, Education, and Welfare, provided \$7,362,500 to ANA to assist 127 Indian and Alaskan Native

36 CSA Annual Report

grantees in coping with the energy crisis on the reservation and in urban communities. Under the Crisis Intervention Program (CIP), fuel bills were paid and other assistance given.

- The **Solar Utilization Economic Development and Employment (SUEDE)** program was earlier used by the Indian Development District of Arizona to instruct Indian youth from all Arizona tribes in installing hot water heating systems using Shandiin solar panels. Their first priorities were the homes of the elderly and widows with children. The overall SUEDE project is utilizing solar

expertise to develop projects such as solar green houses and solar stills. SUEDE was first funded in 1978 under an Interagency Agreement with the Department of Energy, the Department of Labor, and the Community Services Administration.

In FY '79, two of 14 SUEDE grantees were Indian groups. The Indian Development District of Arizona was funded for \$31,905 to hire personnel and purchase solar energy loggers to monitor the performance of eight to 10 solar systems installed in Indian tribal communities throughout Arizona. The other SUEDE Indian grantee was the Chippewa-Cree Tribe of Rocky Boy, Montana, which



received \$30,000 for a similar monitoring project.

- CSA funded the **National Congress of American Indians** at the end of FY '79 for \$25,000 under an interagency agreement with the Administration for Native Americans (ANA) (\$20,000), and the Indian Health Services (HEW) (\$20,000), and the Bureau of Indian Affairs and Department of Interior (\$20,000). (Total: \$85,000)

The grant obligated the National Congress of American Indians to prepare for and conduct a National Indian Conference in Albuquerque, New Mexico on October 5, 1979. Objectives of the conference were to bring together Indian leaders from all tribes and Alaskan corporations to identify national, regional, and state issues affecting Native Americans and to collect the conference data and write final reports on conference findings.

- **The American Indian Lawyer Training Program** received \$205,000 to develop training materials for Tribal Court, Tribal Council, and Tribal law enforcement personnel for use in a Tribal Justice Center. The program has developed films, curricula and training materials, a monthly publication and several training manuals, and has conducted seven seminars for tribal systems.

- **The Community Food and Nutrition Program** serving Indians and Alaskan Natives has been decentralized from CSA headquarters and is administered through CSA Regional Offices. In FY 1979 the CFNP program funding was \$3,002,691. Of this sum, \$285,000 went to the National Indian Health Board to establish an Indian Food Resource Center to advocate for and monitor Food Stamps, commodity distribution, and elderly nutrition and child feeding programs for Indians on and off the reservation. The Indian Food Resource Center will concentrate on program coordination, nutrition education, and coalition building.

- **CSA's Summer Youth and Recreation Program** provided \$301,755 to Indian communities through CSA's Regional Offices. This money went for arts and crafts, recreational equipment, field trips and educational pursuits.

NATIONAL YOUTH SPORTS PROGRAM (NYSP)

The **NYSP** is a program to introduce disadvantaged youth between the ages of 10 and 18 to a new environment and new ideas through a competitive sports program which will stimulate them toward self-improvement and advancement. The program covers both urban and rural areas.

The program provides an opportunity for economically disadvantaged youth to benefit from sports skills instruction, engage in sports competition and improve their physical fitness. In addition, each participant must receive a minimum of three hours per week of enrichment activities which include drug/alcohol abuse education and instructions on job responsibilities. They also receive medical exams, counseling in study practices, positive attitudes and career opportunities.

The program, administered by the National Collegiate Athletic Association (NCAA) through a grant from CSA, is an important cooperative effort which effectively combines Federal funds and private resources. Principal partners in the effort are selected institutions of higher education, the NCAA and CSA. The colleges and universities benefit from the NYSP by being exposed to community problems leading to possible involvement by the colleges and universities in solutions.

During FY 1979, CSA awarded a \$6 million grant to the National Collegiate Athletic Association which provided funds to 140 institutions of higher education. These institutions served more than 50,000 youths between the ages of 10 and 18. Approximately 40 percent of the participants were girls. Some 90 percent of participants completed the 1979 program and better than 51 percent of the participants continue from year to year.



SUMMER YOUTH RECREATION PROGRAM (SYRP)

Recreation, cultural and educational experience, and transportation to special events are among the services offered to poor children through CSA's Summer Youth Recreation Program. Nearly three million children between the ages of 8 and 13 enjoyed supervised recreation, arts and crafts instruction, received equipment and clothing, and were taken on trips to special cultural events and recreational activities. The program is conducted in conjunction with two other departments:

Department of Labor (DOL) provides CETA jobs to youths who serve as playground supervisors; U.S. Department of Agriculture (USDA) provides meals.

CSA conducts program evaluation and supplies administrative support.

The Summer Youth Recreation Program (SYRP) originated in 1968, when the Summer Youth Recreation and Transportation Support Program was added to Title I of the Manpower Development and Training Act. The program was then administered by DOL. In 1973, the program was transferred to CSA's predecessor, the Office of Economic Opportunity. The enactment of the Comprehensive Employment and Training Act (CETA) in 1973 transferred the program back to

DOL for the summer of 1974. Finally, the Community Services Act of 1974 renamed the program and returned it to CSA.

During FY 1979, CSA allocated more than \$17 million to over 900 grantees. These grantees provided a wide range of recreational services and activities such as trips to professional sports events, trips to state and county fairs, cultural and educational tours, camping and field trips to outdoor recreational areas, athletic equipment for playgrounds, instruction in arts and crafts and mobile recreational shows (skating, puppets, movies, etc.). These benefits were provided to an estimated 3 million economically disadvantaged children during the summer of 1979.



NATIONAL SUPPORTED WORK

This project began in 1974 under an interagency agreement which the Department of Labor initiated with HEW, HUD, LEAA, EDA and the Ford Foundation. The project has been administered since its start by the Manpower Development Research Corporation (MDRC) located in New York City.

In 1975, 13 agencies were selected for the three-year demonstration projects, including one Community Action Agency, ADVOCAP, Inc., located in Fond du Lac, Wisconsin. CSA has entered into a formal interagency agreement with Department of Labor to participate in the national demonstration, primarily due to the considerable success of the ADVOCAP project. CSA funds (\$1.2 million) transferred under this agreement provided for the following activities to be conducted in the State of Wisconsin:

- Third year operation of the ADVOCAP project.
- Inclusion of several Wisconsin CAAs (Western Dairyland, Coulee Region, Dane County and Milwaukee SOC) in the National Supported Work Demonstration.
- Establishment of a Technical and Training Assistance Office for the Wisconsin CAAs under the direction of MDRC.

The Wisconsin Supported Work benefits not only program participants (former mental patients, ex-addicts, etc.), but also offers needed services to the community. The supported workers receive their work experience in graduated stress situations primarily through projects which provide services in the community in the following areas:

• **Energy Conservation Services to the Poor.** Each of the programs operate work projects which seek to reduce energy consumption in the community. Specific services include home weatherization, housing rehabilitation, or manufacture of energy products such as wood storm windows.

• **Services Affecting the Poverty Community.** In addition to the energy

conservation services, other work projects deliver needed services to disadvantaged persons who would otherwise not be able to afford them. Examples include home chore services which enable the elderly and handicapped to remain independent and avoid costly institutionalization and furniture manufacture which helps the poor to upgrade their home environment.

• **Community Betterment Services.**

These work projects include forest management and federal property rehabilitation. Both are aimed at improving the



community environment. The Eco-Three Tire Recycling Operation at Coulee CAA has been designed to reduce the incidence of viral encephalitis caused by mosquito larvae incubating in stagnant water in discarded tires and to simultaneously recycle old tires into recaps.

- **Secretarial and Clerical Services.** CAAs providing these services have oriented their operations toward antipoverty groups and other community agencies and organizations which lack the resources to purchase such services commercially.

DEMONSTRATIONS

Rural Community Assistance

CSA's Rural Community Assistance Program is designed as a nationwide network of six rural resource centers—one for each Farmers Home Administration catchment area. The first two centers were started in FY 1978 and the final four centers added in Fiscal 1979 when CSA set an annual funding level of \$2.4 million.

Water and waste disposal facilities are probably the greatest single need in rural America. Not only are they needed to improve health and housing but their absence or presence greatly affects economic development and land use.

Through RCAP, CSA has moved to improve the capacity of community

action agencies to play a continuing role in water-sewer development and reform. To that end, CSA has established the six centers which assist rural CAAs in several ways. Among them:

- By education on the significant role that unsafe water and waste conditions play in permanently impairing the health of both children and adults.
- By urging surveys of actual water and waste disposal in each CAA's service area.
- By providing technical assistance on alternative methods for communities to use in improving water-sewer standards, including technological advice.
- By promoting the uniting of rural CAAs

reform-oriented networks, and by providing added access for low-income groups to federal financial assistance as well as loan funds from the Housing Assistance Council/RCAP Revolving Loan Fund.

The Revolving Loan Fund, funded initially by CSA for \$400,000, is a key mechanism for linking the poorest rural communities with the White House Rural Initiative-Water and Sewer Services.

The Rural Community Assistance Program Centers follow:

WESTERN REGION

Mr. William French
Rural Community Assistance Corp.
1900 K Street, Suite 202
Sacramento, CA 95814
916/447-2854

SOUTHWESTERN REGION

Mr. John Squires
Community Resources Group, Inc.
Box 4158
Fayetteville, AR 72701
501/521-1960

SOUTHEASTERN REGION

Mr. Jackson Hall
Virginia Water Project, Inc.
Box 2868
Roanoke, VA 24001
703/345-6781

NORTHEASTERN REGION

Mr. Andrew Howarth
Rural Housing Improvement, Inc.
14 Walnut Street
Box 370
Winchendon, MA 01475
617/297-1376

GREAT LAKES REGION

Mr. Neil McCabe
WSOS Community Action Commission,
Inc.
Box 568
Fremont, OH 43420
419/334-8911

MIDWEST REGION

Mr. Ken Bruzelius
Midwest Assistance Project



MENNINGER GROUP HOMES

Starting in 1975, CSA and the Menninger Foundation in Topeka, Kansas jointly undertook a Group Homes project under which community action agencies would operate group homes with surrogate parents for poor and neglected children.

The initial goal was to establish six such homes with the support of selected communities and under the overall direction of CAAs located in those communities. Through FY 1979, CSA had invested \$2 million into the project, and 13 homes had been established, caring for 72 children.

By the end of Fiscal 1979, CAA-connected group homes were located in Schenectady, New York, four with 23 children; Western, New York, two with 12 children; Kearney, Nebraska, one with nine children and California, six with 28 children.

Also in FY 1979, CSA allocated an additional \$2.7 million to cover project costs through Fiscal 1981. The plan as of the end of FY 1979 was to establish 38 homes in five states and the District of Columbia.

Once established the homes become self-supporting through payments from state agencies for the foster care of the children. CSA funds have been used primarily to buy homes and to train the substitute parents.

The Menninger Foundation designed the program and has overseen the CAA-funded project since its origin. Menninger staff train the substitute parents and give continuing technical assistance to the community action agencies in operation of the homes to assure quality standards are maintained.

Thus far, state matching funds have yielded about \$20 for every \$1 invested by CSA. Local officials have reported that the group homes cost them about half the cost of institutional care.

INSTITUTE FOR CINEMA ARTISTS

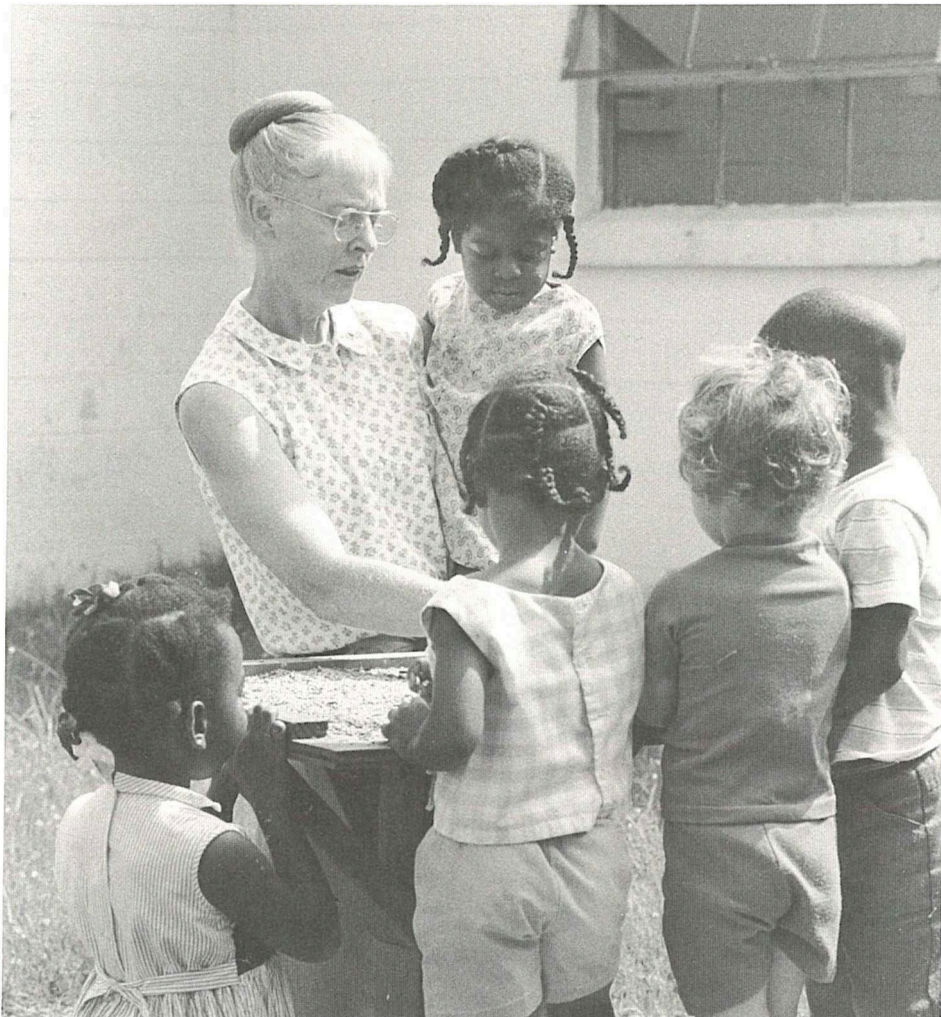
CSA funded the Institute of New Cinema Artists for the first time in FY 1979, granting it \$300,000 to add a division to train minority youth in job techniques of the recording industry.

Founded eight years ago by Ossie Davis, the eminent black actor and director, INCA had previously trained disadvantaged youth—blacks, Hispanics and women—in film editing, camera techniques, and video taping and production plus other behind-the-camera skills in the TV and movie industries.

For the CSA-funded project, thirty-two young men and women were chosen from more than 500 applicants. They have received instruction from a staff of experienced professionals plus eminent visiting lecturers. Instruction has covered recording engineering and production, concert production and sound, tour management, personal management, public relations, record company operations, trade publication reporting and knowledge of copyright law.

Upon completion of training, the trainees are placed as interns with such companies as Philadelphia International, Infinity, A&M Record Companies and Warner Brothers. INCA urges use of the Targeted Job Tax Credit which was adopted to promote hiring of disadvantaged youths. Under this tax procedure, employers can claim a tax credit equal to 50 percent of the individual's salary up to \$6,000 during the first year and up to 25 percent of salary for the second year.

Since its beginning eight years ago, INCA has trained and placed more than 350 disadvantaged young people in jobs in motion pictures, television and radio.



III. MANAGING RESOURCES

1

THE GRANTEE PROGRAM MANAGEMENT SYSTEM

Three major managerial improvements were initiated or moved forward by CSA in FY 1979. They were:

A revised and simplified grants management system for community action agencies was tested on a limited scale. The new system will be phased in in 1980 and fully implemented in 1982. The new system was devised over a two year period after agency management concluded that the former system of funding CAAs was confusing and inconsistent from region to region and did not help CAAs meet the legislative requirements of the Economic Opportunity Act of 1964.

The new system and its rules provide a standard and clearer procedure to be used by all CAAs and CSA offices. It replaces the old CSA

Instruction 6710-1, "How to Apply for a CAP Grant." The main elements of the new plan are **Planning, Application and Performance.**

Essential changes from the old system are:

- All CAAs and Regions will use the same planning process.
- CAAs will develop a four-year plan of action outlining CAA goals and strategies which will form the basis for the CAA's grant application funding request.
- CAA grant applications will include projects to be operated over a two-year period instead of annually as before. Funds will still be released annually, depending on availability.
- All CAAs' CSA-funded work will be on a project basis though funding will continue to be by program account.
- Grant application and project progress forms have been combined and project progress reports simplified, and required less often.

- CAAs have been given greater flexibility to move Section 221 program funds between program accounts.
- The field representative's on-site, prereview visit has been formally reestablished.
- Certain other changes have been made regarding the amount of information required in the grant application and in the CAA's right to combine information for reporting purposes.

Interim Program Data Highlight:

This is a new reporting system which has two main purposes: to help CSA identify the types of programs being operated by the various CAAs and what resources they use or have available, and to allow CAAs to inform the agency what programs they believe have top priority in their area for helping the poor.

It also enables the agency to analyze and assess the planning capacity of CAAs as well as their advocacy strategies.

The Office of Community Action Multi-Year

Calendar: This calendar system will be used to schedule and implement the agency's planning system, looking ahead a minimum of three years. Recurring and continuing reports such as policy statements and funding plans will be keyed to this calendar to assure prompt and timely preparation and performance.

AGENCY PLANNING SYSTEM

In 1979, CSA adopted a uniform, comprehensive, and easily implemented planning system. The system has one central goal: the effective organization of all efforts and resources in support of the agency's mission to assist the poor to become self-sufficient.

Planning systems or structures which allow for evaluations, goal-setting, and strategy formulation are not new to CSA. Such activity has been ongoing since the inception of OEO in 1964. Systems and procedures for assessing progress, choosing goals, and fashioning means have been operative for many years. However, these systems have been limited to particular offices or particular program activities. There is a need for an overall agency system—not to displace the earlier systems but rather to incorporate them and to build upon them. Each of the offices and activities at CSA is interdependent. Thus, the need for a comprehensive and uniform planning system which is easily understood, flexible, and effective.

The purposes of the Agency Planning System are several:

44 CSA Annual Report

- To provide a framework for a stable and interdependent agency-wide planning structure.
- To provide a framework for a stable and orderly sequence of activities.
- To clarify the roles and responsibilities of all CSA personnel in the system.
- To employ the results of evaluations, research, analysis of needs and resources as background for the review and setting of central priorities consistent with CSA's legislative mission and character.
- To communicate the Director's priorities to the Agency.
- To coordinate efforts of the agency in response to the Director's goals.
- To ensure that all resources—human and financial—are targeted to the goals and priorities.
- To provide a mechanism for the review and approval of all plans.
- To ensure that programs and activities are progressing according to schedule.
- To provide a procedure for timely and effective assessment of activities.

CAP MANAGEMENT GUIDE

A major administrative accomplishment in FY 1979 was the development of a CAP Management Guide, a planning guide for community action agencies nationwide. Intended for use along with the new Grantee Program Management System (see earlier in this section), the Management Guide gives general guidance on the main principles of planning. The GPMS, developed by the agency's Office of Regional Operations (OCA), will establish a basically uniform method for CAA's planning and reporting to Headquarters. Use of the CAP Management Guide will create a common data base among the CAAs, thereby assisting CSA Headquarters in carrying out its major agency goals such as advocacy for the poor, the development of national poverty-related social issues, institutional changes, etc. It allows for genuine local input to planning and evaluation by the agency. Described as "a lengthy checklist for decision makers within a CAA," the management guide outlines how to assess needs, analyze resources, establish priorities and goals, develop strategies and evaluate results.

CIVIL SERVICE REFORM

The Agency moved rapidly in 1979 to implement the recently passed Civil Service Reform Act of 1978. Three major elements of reform included creation of a Senior Executive Service (SES), establishment of a new performance appraisal system for all employees and development of a new procedure to provide merit payments for supervisors and managers based on performance.

Shortly after the Act was passed, all the agency's super grades (employees with GS-16, 17 and 18 ratings) were converted to the new Senior Executive Service.

Agency instructions on performance and pay for this new group of Senior Executives (which now includes all 10 of CSA's Regional Directors) were completed and forwarded to the Office of Personnel Management (OPM) where approval to adopt was granted.

In addition, an Instruction on Recruitment for this new senior service was also put into effect. This recruitment instruction formally created an Executive Resources Board charged with the responsibility of staffing SES positions (including determining the numbers of positions needed), position management, executive development, and evaluation of the overall Agency SES program. Since the initial July 18, 1978 conversion of CSA's key personnel to the Senior Executive Ser-

vice, three new Agency SES positions have been created in the newly established Inspector General's office. These new positions plus three other initially vacant SES positions were announced under the new SES recruitment program. The Executive Resources Board was convened on several occasions to review executive and technical qualifications of applicants. Two of these vacancies were filled after the selected candidates received OPM approval. Other positions will be filled.

An SES Executive Development Plan was prepared with the assistance of the Executive Resources Board and received prompt approval by OPM. This plan will provide for training of two competitively selected high-potential CSA candidates. Upon completion of a two-year program, these candidates will be given priority consideration for future SES position vacancies within the Agency.

At the end of Fiscal Year 1979, a performance appraisal system for all other CSA employees as required by the Civil Service Reform Act was being prepared. Work had also begun on instructions to set up procedures by which Agency supervisors and managers will receive direct compensation based upon performance. Much of this system will likely receive a test-run before actually being put into use. By law, the system must be operational in 1981.

TRAINING AND TECHNICAL ASSISTANCE

A number of training initiatives were undertaken prior to the establishment of a Training and Technical Assistance Division (T&TA) in October 1978. The principal training resource used was the National Center for Community Action (NCCA), a grantee funded by the Office of Regional Operations. NCCA conducted training sessions on such subjects as Staff Development, Responsibilities of CAA Board Members, CAA Management, Public Relations and Financial Management. While some of this training was well prepared and delivered, the quality of the training varied depending upon the trainers used by NCCA and the amount of research and effort expended on the development of the training materials.

It was decided that the Office of Regional Operations would supervise and coordinate the development of training modules to reach several priority national constituencies: CAA Boards of Directors, CAA Executive Directors, and CSA Field Representatives. In this way we would be able to assure the communication of certain basic information in a uniform manner throughout the country.

Training Design Managers were identified for each of the training subject areas. Working groups, chaired by these managers, were organized with participation from the various constituencies to be trained. After the agency reorganization brought the T&TA Division into

being, three design groups

produced training course design packages directed toward meeting the basic training needs of the previously mentioned constituencies: CAA Boards of Directors, CAA Executive Directors (with special attention to new Executive Directors), and CSA Field Representatives. A design package

was later produced for CAA Midlevel Managers.

Priority was given to the development of the Board Training Package which consisted of 14 subject areas. Through a contract with a Dallas firm (the Board Training Design Manager is in CSA's Dallas Regional Office), eight training modules have been prepared, reviewed and approved for final production. A training module includes a trainer's manual, a trainee's manual, flip charts, audio-visual aids, etc. The remaining six board training modules are in various stages of development and are to be completed by June of 1980. Meanwhile CSA initiated a series of trainers' workshops in January. These workshops train both CSA and CAA personnel in the 10 CSA regions to deliver the board training modules. The trainers (most of whom will have some training background) are being trained in the techniques of training delivery as well as in the substance of the materials which have been developed. Due to staff limitations, further development of the other training packages has

not occurred as soon as was anticipated.

However, work is now proceeding on the Executive Director training package and development of a field representative training package. The latter part of July 1980.

While CSA Headquarters has been developing the national training packages, the Regional Offices have continued to develop and deliver staff and grantee training. In the two-year period ending in June 1979, there were over 300 staff training sessions conducted for Regional Office personnel and more than 1,000 sessions for Community Action Agency personnel. There were more than 1,000,000 person/hours of training given to CSA staff and grantee personnel during this period. This training continues in a multitude of subjects: Community Organizing, Labor Relations, Financial Management, Parliamentary Procedures, Civil Service Reform, Planning and Evaluation, etc.

LEGAL ACTIONS

CSA continued in FY 1979 to pursue a policy of aggressive litigation to recover funds improperly used by grantees and to otherwise insure that such funds were employed for legitimate purposes.

Some examples of litigative action under this policy in FY 1979 and earlier follow:

- In *U.S. vs. Adela Corp.*, the agency filed to compel a former community development corporation to return Federal funds improperly used for payment of bail, grossly unfair property sales and a kickback arrangement. The agency sought either return of the funds or their transfer to a successor organization capable of running programs which would really help low-income migrants. The court has frozen the assets of Adela pending court resolution of CSA's complaint.

- A lien was filed to prevent the sale of real property by a community group awarded Federal funds from a CSA grantee. By filing of the lien, CSA was able to assure the use of such property for low-income people. (*Southwest Council vs. Stovall*).

- In a series of action involving the Greater Los Angeles Community Action Agency (GLACAA), which was defunded during FY 1979, the agency has acted to preserve its claims on those Federal funds for which it is responsible. CSA has sued ex-employees of GLACAA, GLACAA's bank and the Sheriff and Marshall of Los Angeles, seeking an injunction in Federal court against further executions of excessive backpay judgements awarded to ex-employees,

asserting that the funds belong to CSA, not GLACAA. To protect other remaining GLACAA monies from competing and often

and Social Opportunities Inc.)

- Earlier (in FY 1977), CSA obtained a judgment of \$310,000 under the False Claims Act against an individual convicted of embezzlement from a community action agency. Partial satisfaction of this judgment has since been obtained by cash payment and assignment of a mortgage.

was completed or else was still in progress on 112. Both audit and investigative staffs were used to complete some of the investigations. Investigations will operate under direction of an assistant inspector general in the new IG office.

Audits

Before the Inspector General's office was set up, audits were classified as

unjustified claims by GLACAA creditors and ex-employees, the agency has also filed a number of state court claims to protect GLACAA's assets until competing claims are resolved.

CSA has filed a court action to recover more than \$400,000 in GLACAA funds illegally transferred to an employee trust. The agency seeks termination of the trust, a declaration of CSA's interest in the trust property and recovery of the funds for return to the U.S. Treasury.

- In Denver, CSA has intervened in a lawsuit to prevent a bank or local court from using \$30,000 from a grantee bank account to pay a creditor for judgments unrelated to authorized program expenditures. (*Western Medical Properties vs. Denver Opportunities Inc.*)
- Other liens are currently being sought to protect CSA grant funds. A community development corporation which had been defunded had contracted to sell land purchased with CSA funds but without the required CSA approval. The corporation was required to amend the escrow agreement placing proceeds of the sale in a third-party account enabling CSA to veto any improper expenditure. (Westside Planning Group Inc.) CSA has also filed a lien to protect its \$100,000 interest in the purchase price of a greenhouse project developed by a community action agency with CSA approval. (Economic

INSPECTIONS AND AUDITS

A new office of Inspector General was created in CSA by the Inspector General Act of 1978 and Mrs. Frankie Muse Freeman, a St. Louis attorney, was nominated by President Carter to fill the post on June 14, 1979.

Mrs. Freeman was confirmed by the U.S. Senate on October 4, 1979, four days into Fiscal 1980 and assumed her new position on October 5, 1979.

Investigations

During FY 1979, the Inspection Division completed fifty-two (52) field investigations. Lanier equipment was leased to improve report processing. Training efforts included sending six (6) investigators to the White Collar Crime course at Glynco, Georgia.

Complaints—of program abuse, employee misconduct, conflicts of interest and personal use of property and funds—were significantly affected by installation of a CSA Complaints Hotline as of July 2, 1979.

From July 2, 1979 to the end of the fiscal year, the office received 124 complaints, 91 percent of them via the new Hotline. Another 122 came in during the first quarter of FY 1980.

These calls—246 in all—were handled as follows:

Twenty-six were referred to other agencies; 20 required no action, and a preliminary investigation

internal and external, and assigned to separate divisions. They will be combined in the new structure under a single assistant inspector general for Audits.

In FY 1979, 1,943 external audit reports were issued; 1,139 of these audits required replies from grantee-agencies. There were 1,000 unresolved audits on hand at the start of Fiscal 1979, yielding 2,139 reports to be resolved during FY 1979.

Costs questioned by FY 1979 audits totaled approximately \$31 million. Unresolved questioned costs for all years from FY 1971 through the first quarter of FY 1980 amounted to \$43.9 million.

Follow-ups by staff were stepped up during FY 1979 and 1,502 reports and \$39.8 million in questioned costs were resolved.

Additionally, 135 randomly selected auditors of 1,109 independent auditors currently used by CSA grantees were reviewed by the External Audit Division. Based on these reviews, three audit firms were declared substandard and several others whose work was questionable will be reviewed again in FY 1980.

The Internal Audit Division completed six audits during the fiscal year in the following areas: cash management, the Special Crisis Intervention Program, the Emergency Energy Assistance Program and

procedures used to select energy
development grantees.

APPENDIXES

iv

II. PROGRAM FUNDING BY STATES

CSA—FY 79 PROGRAM OBLIGATIONS

NAME OF STATE	LOCAL INITIATIVE	SENIOR OP-PORTUNITIE S & SERVICES	COMMUNITY FOOD & NUTRITION	ENERGY CONSER- VATION	ENERGY (CRISIS IN- TERVENTION)	DEMOS, & SPECIAL ASSISTANCE
REGION I - (BOSTON)						
CONNECTICUT	4,027,433		315,158	139,980	3,253,664	
MAINE	1,946,164		265,159	348,953	3,237,526	85,000
MASSACHUSETTS	10,760,305	178,000	410,739	515,000	8,744,140	119,624
NEW HAMPSHIRE	1,009,588		113,861	154,920	3,371,305	155,000
RHODE ISLAND	2,126,500		189,101	145,448	1,380,438	
VERMONT	681,499	39,000	204,682	123,000	1,187,595	
TOTAL	20,551,489	217,000	1,498,700	1,427,301	21,174,668	359,624
REGION II - (NEW YORK)						
NEW JERSEY	10,496,312	281,001	570,676	60,000	5,168,294	125,000
NEW YORK	34,690,843	773,157	2,180,943	1,060,913	19,858,051	730,650
PUERTO RICO	16,698,263	440,052	257,747	30,000	95,000	
VIRGIN ISLANDS	591,000	28,124	41,034		60,000	
TOTAL	62,476,418	1,522,334	3,050,400	1,150,913	25,181,345	855,650
REGION III - (PHILADELPHIA)						
DELAWARE	763,250		148,204	120,000	459,225	
DISTRICT OF COLUMBIA	6,868,000	12,248	1,037,646	1,344,398	588,559	2,094,904
MARYLAND	5,438,176	74,800	236,456	252,112	2,068,220	140,000
PENNSYLVANIA	15,752,092	225,893	1,111,743	538,530	14,049,291	27,500
VIRGINIA	6,825,365	219,300	683,906	335,000	2,777,800	22,027
WEST VIRGINIA	3,911,117		174,854	230,000	1,723,825	240,000
TOTAL	39,558,000	532,241	3,392,809	2,820,040	21,666,920	2,524,431
REGION IV - (ATLANTA)						
ALABAMA	7,363,762	473,829	696,823	340,000	108,362	100,000
FLORIDA	10,766,215	91,000	1,022,332	408,919		70,000
GEORGIA	10,326,150	210,000	334,350	771,979	823,550	586,000
KENTUCKY	6,197,740	55,332	212,591	371,000	2,796,988	947,886
MISSISSIPPI	6,197,132	154,000	414,409	348,637	417,469	65,000
NORTH CAROLINA	10,611,250	424,839	1,114,513	460,000	505,313	520,000
SOUTH CAROLINA	5,679,459	76,000	170,022	299,076	118,591	127,000
TENNESSEE	7,142,762	235,000	394,660	337,150	344,294	76,226
TOTAL	64,284,470	1,720,000	4,359,700	3,336,761	5,114,567	2,492,112
REGION V- (CHICAGO)						
ILLINOIS	18,239,702	165,000	653,770	238,397	12,989,438	31,200
INDIANA	4,861,000	160,000	451,630	178,817	5,230,780	
MICHIGAN	14,171,812	221,000	617,750	255,700	9,118,575	
MINNESOTA	4,069,610	51,000	1,016,435	241,630	8,718,413	
OHIO	14,462,000	310,000	621,815	310,978	11,453,253	140,000

WISCONSIN	4,413,500	468,834	349,000	266,474	6,399,451	370,575
TOTAL	60,217,624	1,375,834	3,710,400	1,491,996	53,909,910	541,775

CSA FY 79 PROGRAM OBLIGATIONS

TRAINING & TECHNICAL ASSISTANCE	STATE ECON. OPPORTUNITY OFFICES	MIGRANTS	SUMMER YOUTH RECREATION	NATIONAL YOUTH SPORTS	COMMUNITY ECONOMIC DEVELOPMENT	EVALU ATION	TOTAL
	107,000		169,077	38,500			8,050,812
	235,000		85,059		390,960		6,593,821
5,000	232,060		338,234	132,000	2,262,265	56,367	23,753,734
	145,900		44,641				4,995,215
	109,000		84,258	70,500			4,105,245
	95,040		38,847	32,000	448,000		2,849,663
5,000	924,000		760,116	273,000	3,101,225	56,367	50,348,490
	650,000		438,163		858,548		18,647,994
212,000	544,000	84,945	1,564,782	457,000	10,747,198	211,319	73,115,801
	94,000		741,744		79,066		18,435,872
	68,000		10,000				798,158
212,000	1,356,000	84,945	2,754,689	457,000	11,684,812	211,319	110,997,825
	77,386		33,094				1,601,159
1,748,207		583,000	134,204	35,700	4,413,468	808,228	19,668,562
	129,000		237,006	164,000			8,739,770
	297,514		773,636	258,000			33,034,199
			299,910	200,000	85,000		11,448,308
56,961	140,100		143,629	34,500	40,000		6,694,986
1,805,168	644,000	583,000	1,621,479	692,200	4,538,468	808,228	81,186,984
	177,000		429,019	204,000	10,000		9,902,795
	288,000		572,820	189,600	1,131,930		14,540,816
38,000	300,000		465,083	204,400		171,000	14,230,512
	146,500		338,042	109,200	2,101,266		13,276,545
	240,000		367,429	197,000	2,140,989	13,196	10,555,261
	232,000		475,485	283,000	48,000		14,674,400
	288,000		283,168	42,000			7,083,316
	398,500		637,077	311,500	1,220,000		11,097,169
38,000	2,070,000		3,568,123	1,540,700	6,652,185	184,196	95,360,814
122,341	429,000		664,276	199,000	75,000	150,000	33,957,124
	140,000		311,829	36,500	450,000		11,820,556
	434,000		625,239	77,000			25,521,076
	354,000		348,728		802,102		15,601,918

TRAINING & TECHNICAL ASSISTANCE	STATE ECON. OPPORTUNITY OFFICES	MIGRANTS	SUMMER YOUTH RECREATION	NATIONAL YOUTH SPORTS	COMMUNITY ECONOMIC DEVELOPMENT	EVALUATION	TOTAL
	439,000		690,673	252,000	745,841		29,425,560
	160,000		271,927		1,313,485	10,411	14,023,657
122,341	1,956,000		2,912,672	564,500	3,386,428	160,411	130,349,891

II. PROGRAM FUNDING BY STATES

NAME OF STATE	LOCAL INITIATIVE	SENIOR OP-PORTUNITIES SERVICES	COMMUNITY FOOD & NUTRITION	ENERGY CONSER-VATION	ENERGY (CRISIS INTERVENTION)	DEMOS. & SPECIAL ASSISTANCE
REGION VI - (DALLAS-FT WORTH)						
ARKANSAS	4,574,775	157,276	344,512	124,255	1,365,889	65,000
LOUISIANA	8,757,230	476,394	678,184	478,289	1,817,914	134,530
NEW MEXICO	2,437,112	56,328	404,300	207,000	2,111,840	
OKLAHOMA	5,033,782	63,620	719,903	375,513	3,602,347	100,000
TEXAS	18,360,244	154,716	1,128,578	459,952	3,545,118	144,980
TOTAL	39,163,143	908,334	3,275,477	1,645,009	12,443,108	444,510
REGION VII - (KANSAS CITY)						
IOWA	4,732,485	58,000	280,000	280,000	3,925,740	120,000
KANSAS	5,651,661	198,000	434,000	270,000	2,211,489	862,724
MISSOURI	6,968,917	230,417	383,000	543,512	7,352,615	90,000
NEBRASKA	2,905,004	178,583	308,000	190,000	1,824,593	135,000
TOTAL	20,258,067	665,000	1,405,000	1,283,512	15,314,437	1,207,724
REGION VIII - (DENVER)						
COLORADO	2,713,457	488,505	706,366	119,878	3,052,321	95,000
MONTANA	1,259,925	86,462	259,600	3,130,538	2,221,883	
NORTH DAKOTA	672,005	84,200	230,865	111,000	1,448,914	40,000
SOUTH DAKOTA	990,027	114,000	248,495		1,718,618	130,000
UTAH	1,371,041	80,000	337,074	37,600	1,330,677	
WYOMING	290,852	76,833	36,400	10,000	365,734	
TOTAL	7,297,307	930,000	1,818,800	3,409,016	10,138,147	265,000
REGION IX- (SAN FRANCISCO)						
ARIZONA	3,251,930	108,000	266,979	251,905	1,402,524	60,000
CALIFORNIA	33,988,915	864,000	2,789,175	505,825	1,308,304	829,980
HAWAII	1,741,250	80,000	69,494	155,000		
NEVADA	755,504	38,000	270,952	55,000	391,937	
TRUSTS	1,339,151					
TOTAL	41,076,750	1,090,000	3,396,600	967,730	3,102,765	889,980

REGION X-(SEATTLE)						
ALASKA	1,486,516	60,900	201,072	180,000	746,950	
IDAHO	778,813	84,000	823,098	143,760	738,434	
OREGON	2,829,300	192,000	461,746	278,434	675,526	300,000
WASHINGTON	4,576,151	198,100	1,251,434	605,764	523,630	105,000
TOTAL	9,670,780	535,000	2,737,400	1,207,958	2,684,540	405,000
ENERGY (CIP) ADJUSTMENT					18,044,023	
GRAND TOTAL	364,554,048	9,495,743	28,645,286	18,740,236	188,774,430	9,985,806

CSA-FY 79 PROGRAM OBLIGATIONS

TRAINING & TECHNICAL ASSISTANCE	STATE ECON. OPPORTUNIT Y OFFICES	MIGRANTS	SUMMER YOUTH RECREATION	NATIONAL YOUTH SPORTS	COMMUNITY ECONOMIC DEVELOPMENT	EVALU ATION	TOTAL
	206,400		259,756	39,000			7,136,863
13,951	144,000		478,144	193,200	3,047,120		16,218,956
	236,000		161,143	86,000	134,985		5,834,708
	282,000		283,845	69,000		54,180	10,584,190
211,483	384,000		1,105,046	293,500	538,229		26,325,846
225,434	1,252,400		2,287,934	680,700	3,720,334	54,180	66,100,563
	158,500		163,000	35,000	1,500		9,754,225
	121,750		110,704	300,400			10,160,728
	192,500		358,904	214,000	1,836,821	42,000	18,212,686
	159,000		113,110	38,000	500,421		6,351,711
	631,750		745,718	587,400	2,338,742	42,000	44,479,350
	162,720	249,600	151,310	177,000	642,000	16,000	8,574,157
	175,670		62,585	34,000		8,000	7,238,663
	192,210		76,890	30,000			2,886,084
	159,420		87,350	37,000			3,484,910
81,980		61,857		199,296		3,499,525	
			9,384				789,203
	772,000	249,600	449,376	278,000	841,296	24,000	26,472,542
	118,000		226,500	73,500	482,338		6,241,676
42,906	626,000	81,585	1,604,721	452,500	6,487,202	232,508	49,813,621
	116,000		55,400	35,000	474,711		2,726,855
	68,000		32,900	37,000	432,316		2,081,609
	20,000		22,000				1,381,151
42,906	948,000	81,585	1,941,521	598,000	7,876,567	232,508	62,244,912
	284,000		32,150		1,635,000		4,626,588
	260,000		66,270	39,000	40,000	20,000	2,993,375
	355,000		124,375	75,500	250,000	20,000	5,561,931
	389,000		303,389	77,000	291,245		8,320,713
	1,288,000		526,184	191,500	2,216,245	40,000	21,502,607
							18,044,023
2,450,849	11,842,150	999,130	17,567,812	5,863,000	46,356,302	1,813,209	707,088,001

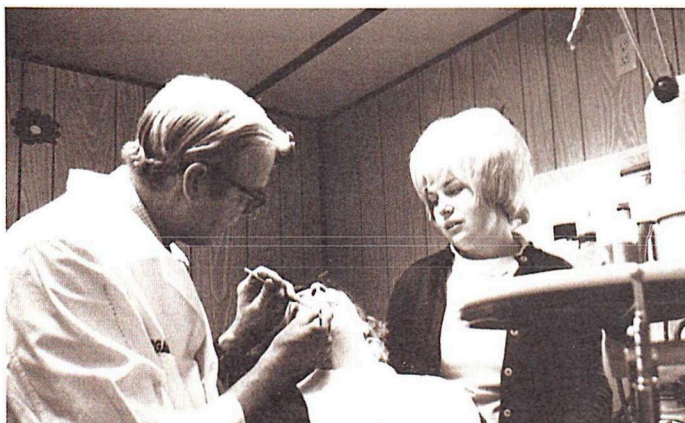
III. DISTRIBUTION OF CSA LOCAL INITIATIVE PROGRAM FUNDS

BY MAJOR CATEGORIES (Based on 898 CAAs)

REGION	HOUSING	HEALTH	EDUCATION	EMPLOYMENT	TRANSPT	ECON DEV	ENERGY
01-BCS	1,373,205	1,438,329	1,025,732	742,357	286,034	433,091	372,606
02-NY	5,099,476	7,335,684	7,106,826	6,073,617	869,337	3,069,314	1,104,553
03-PHI	3,106,999	2,005,361	2,552,513	3,277,379	1,049,009	1,055,948	686,575
04-ATL	3,588,348	5,145,685	3,505,564	3,590,519	4,535,877	2,080,111	2,406,746
05-CHI	2,009,016	4,250,417	3,039,764	4,279,140	3,165,213	1,309,492	1,738,989
06-DAL	2,658,573	4,214,646	3,508,637	3,364,259	2,922,670	3,210,874	1,818,424
07-KAN	1,459,717	1,610,288	1,060,377	1,771,106	832,550	704,286	1,490,163
08-DEN	970,651	358,019	165,330	595,009	243,346	418,310	238,616
09-SF	2,516,529	2,433,408	3,101,010	2,994,549	1,091,541	1,334,226	526,529
10-SEA	800,459	839,911	991,961	717,195	235,978	168,320	378,869
NATIONAL TOTAL	23,582,973	29,631,748	26,057,614	27,405,130	15,231,555	13,783,972	10,762,070

OTHER NON CSA RESOURCES

REGION	HUD	HEW/AOA	LOCAL GOV.	USDA HSG	HEW/YOUTH	ST GOV.	USDA FOOD
01-BOS	3,806,529	3,688,413	3,088,718	549,066	21,703,718	14,599,731	2,190,319
02-NY	8,153,564	3,206,205	6,714,142	38,500	44,036,465	6,145,660	3,290,675
03-PHI	4,074,186	9,387,311	10,319,717	23,768	27,239,085	18,981,999	827,200
04-ATL	7,229,629	11,398,167	4,015,089	996,058	75,874,203	17,889,678	12,299,674
05-CHI	10,713,237	23,652,925	20,620,550	1,375,825	61,474,620	30,816,253	15,040,442
06-DAL	11,531,503	15,149,591	4,828,518	1,790,787	39,065,115	11,384,671	9,120,932
07-KAN	9,290,257	5,234,608	1,691,543	351,169	14,434,772	16,708,915	8,277,693
08-DEN	1,436,790	2,541,760	999,118	977,000	2,760,563	823,819	233,569
09-SF	4,327,846	8,033,626	10,701,247	3,000,000	14,772,904	10,685,120	2,205,351
10-SEA	2,303,966	5,078,339	3,441,696	1,295,554	5,439,409	7,053,583	2,064,762
NATIONAL TOTAL	62,867,507	87,370,945	66,420,338	10,397,727	306,800,854	135,089,429	55,550,617

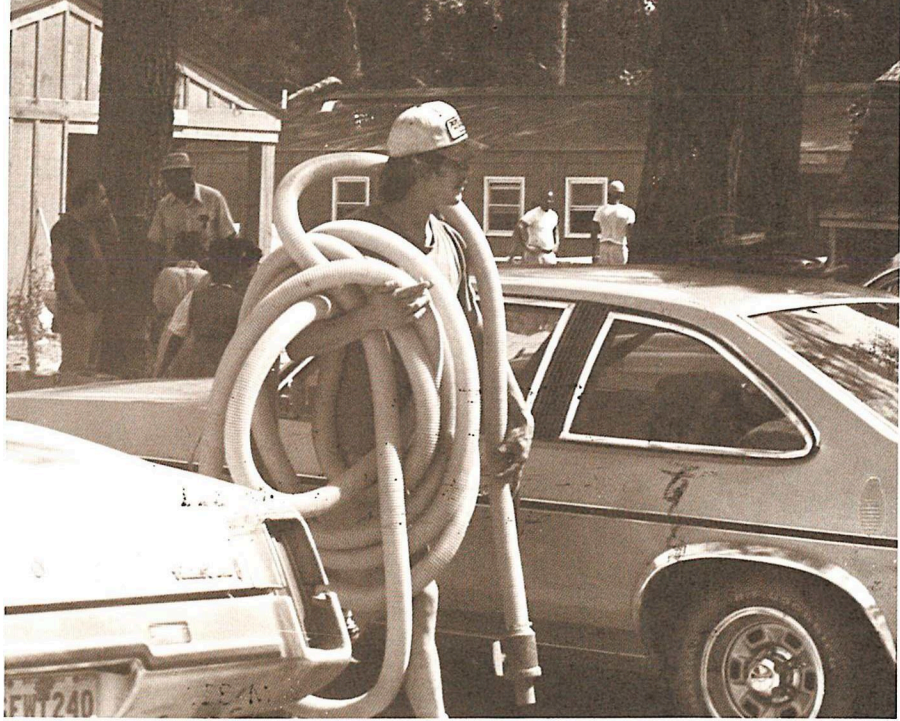


CONSUMERS

	OTHER	TOTAL
358,560	1,498,854	7,528,768
3,098,645	6,577,980	40,335,432
1,358,643	7,413,898	22,506,225
3,398,543	6,173,564	34,424,957
1,546,888	15,635,911	36,974,830
2,185,537	9,002,263	32,885,883

1,167,660	1,848,564	11,944,711
305,319	517,254	3,811,854
1,878,106	5,721,189	21,597,087
761,318	1,908,869	6,802,880
16,059,219	56,298,346	218,812,627

DOL	OTHER	TOTAL
34,023,780	15,245,586	98,895,860
28,490,777	11,435,658	111,511,646
48,180,508	16,804,864	135,838,638
93,878,710	15,412,249	238,993,457
105,387,031	43,009,069	312,089,952
49,681,406	17,601,985	160,154,508
20,123,762	16,655,674	92,768,393
6,818,817	14,269,636	30,861,072
30,482,638	13,573,321	97,782,053
21,240,241	12,611,051	60,528,601
438,307,670	176,619,093	1,339,424,180



IV. CSA EVALUATIONS-FY 1979

Area Studied or Evaluated	Evaluator	Funding	Start/End Dates	Project Description and Results
LOCAL/STATE GRANTEES				
CAA Economic Economic	Center for Economic Development	\$165,000	12/77- 12/79	Approximately 39% of CAAs are engaged in economic development. Average payroll was \$62,000. Most ventures were designed to "fill a hole" in community needs. Rate of CAA involvement in economic development is growing. Technical assistance is needed.
State Economic Opportunity Offices	Abt Associates, Inc.	\$370,000	6/78- 6/80	Evaluation of all SEOOs which is measuring performance against stated goals. Will be used to redesign CSA instruction on SEOOs, as well as provide major baseline data.
Community Development Corp.	Nat. Center for Economic Alternatives	\$2,375,000	9/78- 12/81	Impact evaluation of Title VII Community Economic Development Programs, with emphasis on CDCs. Research design is complete; operational phase will take two years.
Community Action Agencies: 10% Sample	Varied: in-house staff, grantees and contractors	\$758,000	1/79- 1/80	For FY 79, a target level of 39 CAAs and other grantees was projected for an on-site evaluation. Part of five year plan to evaluate all CSA grantees.
NATIONAL RESOURCE CENTERS				
Housing Assistance Council	Urban Systems Research and Engineering, Inc.	\$133,000	12/78- 6/80	Evaluation of selected aspects of HAC, including technical assistance to CAAs, assistance to small towns with minority elected officials and administration of a housing loan fund.
National Demonstration Water Project	Louis Begger & Assoc., Inc.	\$167,000	12/78- 6/80	Evaluation of NDWP as an organizational vehicle, a service delivery project, and vehicle for institutional reform.
National Center for Appropriate Technology and National Rural Development and Finance	Harbridge House, Inc.	\$16,000	7/79- 12/79	Comparison of the planning that went into the establishment of NCAT and NRDFC. Proposes questions for CSA to consider in setting up new national resource centers.

Area Studied or Evaluated	Evaluator	Funding	Start/End Dates	Project Description and Results
Corporation				
NATIONAL EMPHASIS PROGRAMS				
Rural Housing Repair Program (Demonstration)	Rural America, Inc./ USRE, Inc.	\$200,000	9/77- 2/80	General quality of home repairs was good. Disproportionate number of elderly poor home owners were served. Ties with other resource agencies (CETA, FmHA, CDBG) facilitate rate of repair. Training objectives and output objectives cannot be maximized simultaneously. Program emphases and outcomes should be more clearly specified.
NATIONAL EMPHASIS PROGRAMS (cont.)				
Special Crisis Intervention Program (FY 1977) Emergency Energy Assistance Program (FY 78)	Urban Institute	\$695,000	9/77- 2/80	Project has developed a series of interim reports and working papers which address the universe of need, the impact of the SCIP and EEAP programs, recommendation for alternative program designs and selected other issues.
Energy Economic Development	Center for Comm. Economic Development	\$100,000	9/77- 3/80	Evaluation of five energy economic development projects to determine the extent to which they become self-supporting and contribute to energy conservation in their communities.
Small Farms Energy Project	Associates in Rural Development	\$49,000	9/78- 12/80	Evaluation of extent to which limited resource farmers made beneficial use of proven alternate technologies to reduce energy use and costs. Project was successful in promoting community awareness of energy conservation issues.
CAP Incentive Program	E.H. White	\$150,000	9/79- 9/80	Evaluation of CAP Incentive Program in which 18 CAAs received grants to carry out local advocacy projects. Possible model for larger program.
TITLE IX STUDIES				
Community Development Block Grants: Urban and Rural	Center for Community Change, Rural America	\$500,000 \$200,000	4/77- 4/81	These projects comprise a monitoring research effort to assess the relationship of CDBG spending to benefits to low income areas. Project findings from a number of communities have been communicated to HUD, which is following up.
Philanthropy	National Center for Responsive Philanthropy	\$96,000	9/79- 9/80	Analysis of extent to which private foundations and philanthropic groups provide assistance to low income communities.
Green Pages	James Long	\$12,500	7/70- 1/80	Evaluation design for evaluating results of using Green Pages in telephone directories to highlight human service agencies.

Area Studied or Evaluated	Evaluator	Funding	Start/End Dates	Project Description and Results
Policy and Program Implementation	California League of Cities	\$49,000	4/78- 1/80	Handbook on social policy implementation for private and public community service agencies.
Day Care	Day Care Child Development Council	\$10,000	1/79- 4/80	Research into day care options for low income families.

V. COMMUNITY ECONOMIC DEVELOPMENT PROJECTS

(FY 78/79 Fundings for Grantees Being Funded Under Title VII as of September 30, 1979)

PART	GRANTEE/CONTRACTOR	TOTAL FY78 (in 000s)	TOTAL FY79 (in 000s)	PART	GRANTEE/CONTRACTOR	TOTAL FY78 (in 000s)	TOTAL FY79 (in 000s)
A	Special Impact Program				Midwest Minn. CDC: Mahnommen, Minnesota	-0-	409
					Natchitoches EDC: Natchitoches, Louisiana	-0-	-0-
	Anacaostia Economic Dev. Corp. Washington, D.C.	-0-	249		Northern Comm. Invest. Corp.: St. Johnsbury, Vermont	1,989	448
	Community Develop-ment Corporations				Omaha CDC: Omaha, Nebraska	368	500
	Bedford- Stuyvesant Restoration Corp.: Brooklyn, N.Y.	-0-	¹ 8,349		Operation Life CDC: Las Vegas, Nevada	46	² 432
	Black Peoples United Movement: Camden, New Jersey	173	859		People Organized for Comm. Dev.: Pensacola, Florida	-0-	352
	Bronx Venture Corp: Bronx, NY	-0-	492		Pyramid West Dev. Corp.: Chicago, Illinois	-0-	75
	Chicanos Por La Causa: Phoenix, Arizona	1,823	³ 482		San Juan CDC: San Juan, P.R.	-0-	79
	Chinese Econ. Dev. Corp.: Boston, Mass.	657	914		Seminole Empl. & Econ. Dev. Corp.: Sanford, Fla.	-0-	⁴ 780
	CDC of Kansas City: Kansas City, Missouri	703	1,114		Siete del Norte CDC: Espanola, N.M.	-0-	-0-
	Community Enterprise Dev. Corp. of Alaska: Anchorage, Alaska	3,000	⁵ 1,635		Southside Comm. Enterp.: Minneapolis, Minnesota	50	⁷ 394
	Delta Foundation: Greenville, Mississippi	2,272	⁶ 2,101		Southwest Va. Comm. Dev. Fund: Roanoke, Virginia	-0-	⁸ 85
	Denver CDC: Denver, Colorado	2,368	642		Spanish Speaking United Council: Oakland, California	50	493
	Dineh Cooperatives: Chinle, Arizona	-0-	-0-		Tenco Developments Inc.: Shelbyville, Tenn.	999	122
	East Boston CDC: East Boston, Mass.	-0-	71				

¹ \$100,000 of this amount was awarded under Part D.

² \$75,000 of this amount was awarded under Part D as a planning grant.

³ \$235,000 of this amount was awarded under Part D.

⁴ \$85,000 of this amount was awarded under Part D.

⁵ \$135,000 of this amount was awarded under Part D.

⁶ \$85,000 of this amount was awarded under Part D.

⁷ \$34,000 of this amount was awarded under Part D as a planning grant.

⁸ \$85,000 of this amount was awarded under Part D.

PART	GRANTEE/CONTRACTOR	TOTAL FY78 (in 000s)	TOTAL FY79	PART	GRANTEE/CONTRACTOR	TOTAL FY78 (in 000s)	TOTAL FY79
	East Los Angeles Community Union: Los Angeles, Calif.	4,771	⁹ 1,779				
					Tri-Island Econ. Dev. Council: St. Thomas, V.I.	667	-0-
	Eastside Comm. Invest. Inc.: Indianapolis, Ind.	36	450				
					Union Sarah Econ. Dev. Corp.: St. Louis, Missouri	923	682
	Greater Roxbury Dev. Corp.: Boston, Mass.	463	1,078				
					West Side Planning Group, Inc.: Fresno, California	434	114
	Harlem Commonwealth Council: New York, N.Y.	9,478	¹⁰ 1,866				
				Other	Corp. for Youth Enterp.: Portland, Oregon	3,719	-0-
	Hough Area Dev. Corp: Cleveland, Ohio	-0-	746	B	Special Rural Programs		
	Impact Seven, Inc. Turtle Lake, Wisc.	-0-	1,313				
					Central Coast Counties Dev. Corp.: Aptos, Calif.	401	¹¹ 885
	Ky. Highlands Invest. Corp.: London, Kentucky	-0-	¹² 2,101				
					Southern Coop. Dev. Fund: Lafayette, Louisiana	-0-	3,047
	Lokahi-Pacific Corp.: Kihei, Maui, Hawaii	-0-	475				
					Pacific NW Rural: Moses Lake, Washington	-0-	49
	Lummi Indian Tribal Enterp.: Marietta, Washington	2,791	42				
					US/Mex. Border Study	-0-	48
	Mexican-American Unity Council: San Antonio, Texas	1,595	538				
					Natl. Farm Education Project	-0-	351
	Coastal Enterprises, Inc: Bath, Maine	-0-	351				
D	Supportive Programs and Activities						
	A.D. Little: Cambridge, Mass.	48	21				
					United Indian Dev. Assoc.: Los Angeles, Calif.	100	100
	A.L. Nellun & Assoc.: Washington, D.C.	225	422				
					U.S. Conference of Mayors: Washington, D.C.	749	-0-
	Black Enterprises: New York, N.Y.	50	4				
					Veritas Systems: Seattle, Washington	49	200
	Cardinal Management Assoc. Inc.: Los	276	-0-				

⁹ \$100,000 of this amount was awarded under Part D.

¹⁰ \$149,000 of this amount was awarded under Part D.

¹¹ \$85,000 of this amount was awarded under Part D.

¹² \$150,000 of this amount was awarded under Part B.

PART		TOTAL FY78 (in 000s)	TOTAL FY79	PART		TOTAL FY78 (in 000s)	TOTAL FY79
	Angeles, California						
					Interagency Initiatives		
	Center for Comm. Econ. Dev.: Cambridge, Mass.	I,300	-0-		EDA	36	300
						Appendixes	59
	Granville Corp.: Washington, D.C.	185	6		Evaluation of Rural Youth and Housing Partnership (CSA/DOE/FmHA)	-0-	100
	Human Resources Corp.: San Francisco, California	-0-	977		HUD	75	-0-
	Institute for Econ. Dev.: Washington, D.C.	-0-	1,338		Nat'l. Tribal Chairmen's Fund	-0-	17
	Leon Whitney & Assoc.: Baltimore, Maryland	84	48		Nat'l. Football Player's Assn.	-0-	200
	Mariscal & Company: Los Angeles, Calif.	1,105	410		OMBE	225	175
	M.I.T. (Innovation Ctr.): Cambridge, Mass.	-0-	50		Small Farms Conference	31	-0-
	Meiji Resource Consultants: Bountiful, Utah	224	-0-		Southern Rural Policy Congress	-0-	10
	Milwaukee CDC: Milwaukee, Wisconsin	150	-0-				
	Nat'l Center for Econ. Alt.: Berkeley, Calif.	49	250				
	Nat'l Econ. Dev. Law Center: Berkeley, Calif.	416	1,889				
	Nat'l Rural Dev. Finance Corp: Washington, D.C.	-0-	25				
	Nat'l Training Institute for Comm. Econ. Dev.: Washington, D.C.	1,217	-0-				
	Opportunity Funding Corp.: Washington, D.C.	31	755				
	Solar America: Albuquerque, New Mexico	-0-	75				
	Tribal Council of the Northern Cheyenne: Lame Deer, Montana	48	-0-				

VI. 1979 LIST OF INTERAGENCY AGREEMENTS & MEMORANDA OF UNDERSTANDING

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION		FUNDS	SITES RURAL URBAN		GOALS	RESPON- SIBLE PGM OFFICE
1. CSA Dept. of Energy (DOE)	An Interagency Agreement which provides grant funds to DOE to support the Appropriate Community Technology Fair (ACT '79) to demonstrate to the <i>Public</i> examples of appropriate technology.	4/27-30/79	CSA	\$3,000	X	X	To demonstrate to the public how appropriate technologies (old and new) will enhance individuals, family & community self-reliance.	OCA
2. CSA DHEW (National Institute of Health)	An Interagency Agreement which provides funds to support four Chiswick workshops on the problems of domestic violence sponsored by the Salvation Army Project for victims of domestic violence.	4/1/79 2 mos.	NIMH	\$5,000	X	X	To provide a report on the workshop results in order to increase awareness of the problems faced by victims of domestic violence.	OCA
3. CSA Dept. of Energy (DOE)	An Interagency Agreement which provides grant funds to DOE to co-sponsor a series of training workshops on the CDBG program and on the Energy programs for low & moderate income communities.	6/18/79 on-going	CSA	\$19,000	X	X	To support CSA grantee participation in the 1979 "ACT ONE" Energy workshops.	OCA
4. CSA U.S. Dept. of Agriculture ACTION Bureau of Indian Affairs	An Interagency Agreement which provides grant funds to CSA to co-sponsor the American Indian and Alaskan Agriculture Conference in Albuquerque, New Mexico to discuss concerns of <i>Native</i> Americans.	1/31/79 2/6--8/79	USDA ACTION BIA Total	\$13,000 15,000 <u>30,000</u> \$48,000	X	X	To make Federal pro-grams more responsible to the needs of Native Americans.	OED
5. CSA Dept. of Justice Law Enforcement Assistance Administration (LEAA)	An Interagency Agreement to involve CSA grantees in the planning and implementation of LEAA Domestic Violence Programs—thus improving services to <i>low-income families suffering from family violence</i> .	8/7/79 18 mos.	LEAA CSA Total	\$998,24 <u>122,30</u> \$1,120,54	X	X	To improve services to low-income families suffering from family violence through the involvement of CSA grantees.	OCA
6. CSA Dept. of Commerce (OMBE)	<i>An Interagency Agreement that provides grant funds to OMBE to support</i>	6/1/79 one year	CSA	\$175,000		X	<i>To develop and implement an overall community development Plan and to provide business</i>	OED

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION	FUNDS	SITES RURAL URBAN	GOALS	RESPON-SIBLE PGM OFFICE	
	<i>planning & technical assistance to the Satmar Hasidic Jewish Community in Brooklyn and Monroe, New York.</i>				<i>management and training and technical assistance to Hasidic Jewish entrepreneurs.</i>		
7. CSA Dept. of Interior (BIA)	An Interagency Agreement which provides funds to CSA for the purpose of gathering, organizing and documenting the 1970 unpublished census data on <i>Native Americans</i> .	4/25/79 6 months	BIA	\$30,180	X X	To provide for more accurate statistical data on the Native American population.	OPPE
8. CSA Dept. of Labor Dept. of Housing and Urban Development Dept. of Transportation Small Business Administration Dept. of Commerce (Economic Development Administration)	A Memorandum of Understanding to improve coordination among the agencies that have specific mandates to improve employment opportunities for <i>unemployed and disadvantaged individuals</i> .	3 years		-0- X X		To provide increased job opportunities for the low-income under-employed and unemployed residents.	
9. CSA Dept. of Energy Dept. of Agriculture Dept. of Commerce (Economic Development Administration) Dept. of Housing and Urban Development Dept. of Interior Dept. of Defense Federal Energy Regulatory Commission	A Memorandum of Understanding to promote the development of small-scale hydro-electric resources for <i>residents in rural areas</i> .			-0- X		To provide for specific programmatic activities that will be undertaken jointly by Federal agencies to develop small-scale hydro-electric resources in rural areas.	
10. CSA Dept. of Commerce (Econ. Development Administration)	An Interagency Agreement which provides grant funds to CSA to support the East Bay Asian Local Development Corp. to plan and develop an educational and training center to serve <i>low-income Asian residents</i> .	9/10/79	CSA EDA Total	\$300,000 <u>327,422</u> \$627,422	X	To renovate an 80,000 square foot warehouse into a resource center to serve the Asian community of Oakland, California.	OED

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION	FUNDS	SITES RURAL URBAN	GOALS	RESPON- SIBLE PGM OFFICE	
11. CSA Dept. of Interior (BIA) Dept. of HEW (ANA) (IHS)	An Interagency Agreement which provides grant funds to CSA to conduct a National Indian Leadership Conference in Albuquerque, New Mexico to address concerns of <i>Native Americans</i> .	9/14/79 6 months	CSA BIA IHS ANA Total \$85,000	X	To provide a report of recommendations for addressing & resolving issues of concern at the Federal, State and local levels: Appendixes 61	OCA	
12. CSA Dept. of Agric. (FmHA) Dept. of Commerce (EDA) Dept. of Labor	An Interagency Agreement to coordinate federal participation in the "Family Farm Cooperative Program" to support the establishment of a national model for rural development structured to deal with problems of <i>rural residents</i> .	6 yrs.	CSA DOL EDA FmHa Total \$7,400,000	X	To create a community-based cooperative system to make Small Farms viable and to create a mechanism for on-going training, provide housing, and delivery of social services to rural residents.	OED	
13. CSA Dept. of HEW (OCR)	An Interagency Agreement which provides funds to CSA to continue & expand the accessibility assistance project serving <i>disabled and handicapped individuals</i> .	9/10/79 1 yr.	OCR \$310,000	X	X	To improve and expand the accessibility assistance network for the disabled and handicapped individuals.	OCA
14. CSA Dept. of HEW (Administration for Native Americans) Dept. of Commerce (OMBE)	A Memorandum of Understanding to provide program assistance and funding to the Small Tribes Organization of Western Washington (STOWW) to establish an Indian Business Development Office and to explore the feasibility of developing local development corporations for Native Americans.	9/20/79 12 months	CSA OMBE ANA Total \$100,000	X	X	To coordinate Federal assistance to the project and to improve its chances for long term success by providing integrated assistance to Native Americans	OED
15. CSA DOL	An Interagency Agreement which amends the National Supported Work Research Demo Project (IA#ABB-0013) to support the funding of 11 Wisconsin CAAs energy conservation programs in which <i>low-income marginally employed individuals</i> are placed in low stress transitional	7/27/79	CSA DOL Total \$2,400,000	X	X	To prepare low-income marginally employed individuals for the regular job market by enrolling them in a graduated job stress work experience program.	OCA

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION		FUNDS	SITES RURAL URBAN		GOALS	RESPON- SIBLE PGM OFFICE
	jobs.							
16. CSA Dept. of Commerce (OMBE)	An Interagency Agreement which provides grant funds to CSA to fund & support Meiji Resources, Inc. of Bountiful, Utah for the purpose of providing resources development,	9/27/79 12 mos.	OMBE	\$200,000	X		To provide technical assistance to the Uintah Ouray Reservation in the development of their own resources.	OED
62 CSA Annual Report	ing and assistance to Native Americans.							
17. CSA DOL	An Amended Interagency Agreement which provides additional funds to support the Veterans Outreach & Employability Development Project.	9/28/79 3 mos.	CSA	\$13,000		X	To provide additional funds to the New York City project for continued outreach services for Vietnam Veterans.	OCA
18. CSA DOL (OYP) USDA (FmHA) (SEA)	An Interagency Agreement to conduct a demo project that will create, establish, support & evaluate agricultural training centers for unemployed and disadvantaged youth.	24 months	CSA DOL Total	\$1,000,000 <u>4,750,000</u> \$5,750,000	X		To provide agricultural training, educational service and career counseling to disadvantaged youth while producing marketable cash crops that will generate revenue.	
19. CSA Dept. of Transportation Dept. of HEW Dept. of Agri- culture General Services Administration Dept. of Labor Dept of Defense	A Memorandum of Understanding to improve social service delivery and public transportation for residents residing in rural areas.			-0-	X		To provide access to health care and social services, shopping, education, recreation and employment through coordinated transportation services in non-urbanized areas.	
20. CSA Dept. of Labor Office of Youth Prog.)	An Interagency Agreement to conduct a national demonstration project for disadvantaged youth to establish, support and evaluate selected Community Development Corporations' sponsorship of Youth Employment Programs.	6/1/79 24months	DOL CSA Total	\$1,600,000 <u>400,000</u> \$2,000,000	X	X	To provide entry level employment with career ladder mobility to disadvantaged youth residing in special impact communities	OEO
21. CSA Legal Services Corp.	An Interagency Agreement which provides funds to LSC to co-sponsor a series of regional training conferences on the new Food Stamp Program (FSP—for FSP advocates and recipients.)	9/20/79 3 mos.	CSA LCS Total	\$100,000 <u>50,000</u> \$150,000	X	X	The regional conferences will link local & State Legal Services personnel with local and State anti-hunger advocates and recipients to increase constituency awareness of the new FSP.	OCA

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION		FUNDS	SITES RURAL URBAN		GOALS	RESPON- SIBLE PGM OFFICE
22. CSA USDA	An Interagency Agreement which provides grant funds to USDA for contracting with North Carolina A&T State University to conduct a transportation study of 300 <i>rural counties</i> .	8/1/79 3 months	CSA USDA Total	\$10,000 <u>22,000</u> \$32,000	X		To conduct a survey of transportation facilities and needs in the nation's 300 poorest rural counties	OCA
23. CSA DOL (Women's Bureau)	An Interagency Agreement which provides funds to DOL to establish a National Resource Center for <i>low-income women</i> in Washington, D.C.	9/27/79	CSA DOL Total	\$25,000 <u>15,000</u> \$40,000		X	To strengthen the capabilities of low-income women in identifying resources to improve the quality of their families and communities.	OCA Appendixes 63
24. CSA DHEW(ANA)	An Interagency Agreement to assist <i>low-income Indian individuals</i> and families in rural, reservation and urban areas in coping with energy crisis problems arising from severe winter conditions and which severely limit their ability to maintain even minimum living conditions.	1/29/79 3 months	CSA	\$862,500	X	X	To carry out the Emergency Energy Conservation Services Program to lessen the impact of the high cost of energy and to assure that all eligible Indians participate fully in the CSA programs for which they are eligible.	OCA
25. CSA DHEW(ANA)	An amended Interagency Agreement to further develop the Tribal Energy & Social Development offices (TESDO) concept by providing on-going T&TA to <i>Indian tribes</i> already operating under the concept and to stimulate new tribal participation	9/4/79 12 months	CSA	\$175,000	X		To increase tribal participation in the TESDO concept and support for energy and social development through the use of the TESDO model.	OCA
26. CSA USDA DOL	A Memorandum of Understanding to improve the planning and coordination of the Federal Migrant and Seasonal Farmworker Housing Program.	9/29/79 24 mos.		-0-	X		To support an effective farmworker housing delivery system and resource commitments for improving the housing available to migrant & seasonal farmworkers and their families.	OCA
27. CSA DHEW(ANA) Dept. of Commerce (OMBE)	An Interagency Agreement which provides grant funds to CSA to research the feasibility of, design and implementation of the development of an American Indian	12 mos.	CSA ANA OMBE Total	\$25,000 25,000 35,000 \$85,000	X	X	To promote economic and social self-sufficiency of the American Indian Tribes.	OED

AGENCIES	DESCRIPTION & TARGET GROUP	DATE SIGNED & DURATION	FUNDS	SITES		GOALS	RESPON- SIBLE PGM OFFICE
				RURAL	URBAN		
	Development Finance Institution that can serve the unique financial needs of Indian Tribes/ reservations/ communities on a national level.						

VII. POVERTY GUIDELINES

POVERTY INCOME GUIDELINES FOR ALL STATES EXCEPT ALASKA AND HAWAII

Size of Family Unit	Non-Farm Family	Farm Family
1	\$3,400	\$2,910
2	4,500	3,840
3	5,600	4,770
4	6,700	5,700
5	7,800	6,630
6	8,900	7,560

For family units with more than 6 members add \$1,100 for each additional member in a non-farm family and \$930 for each additional member in a farm family.

POVERTY GUIDELINES FOR ALASKA

Size of Family Unit	Non-Farm Family	Farm Family
1	\$ 4,270	\$3,650
2	5,640	4,810
3	7,010	5,970
4	8,380	7,130
5	9,750	8,290
6	11,120	9,450

For family units with more than 6 members add \$1,370 for each additional member in a non-farm family and \$1,160 for each additional member in a farm family.

POVERTY GUIDELINES FOR HAWAII

Size of Family Unit	Non-Farm Family	Farm Family
1	\$3,930	3,350
2	5,190	4,420
3	6,450	5,490
4	7,710	6,560
5	8,970	7,630
6	10,230	9,700

For family units with more than 6 members add \$1,260 for each additional member in a non-farm family and \$1,070 for each additional member in a farm family.

VIII. NUMBER OF POOR IN U.S.

	All Incomes	Poor Persons	%Poverty Incidence
Persons total	215,656	24,497	11.4
Persons under 65	192,481	21,264	11.1
Persons 65+	23,175	3,233	14.0
White	186,450	16,259	8.7
Black	24,956	9,625	30.6
Other Races	4,250	613	14.4
Spanish Origin	12,079	2,607	21.6
Unrelated Individuals	24,585	54,350	22.1

SOURCE: Money, Income and Poverty Status of Families and Persons in United States: 1978 series P-60-NO. 120, November 1979.



IX. CSA SENIOR STAFF

66 CSA Annual Report

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Robert S. Landmann
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Robert N. Smith
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Associate Director for Economic Development

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Associate Director for Interagency and External Affairs

Maria Elena Torano
Associate Director for Public Affairs

This report is authorized by Section 608 of the Economic
Opportunity Act
of 1964. as amended.

X. REGIONAL DIRECTORS

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