

COMMUNITY SERVICES ADMINISTRATION

INTRODUCTION

The Community Services Administration has continued President Carter's call for a leaner Federal Government in fiscal year 1982, one in which overlap among programs is limited to the greatest extent possible and one that does not impose greater administrative requirements than are essential for proper accountability to the Congress and to the public.

In total, the request continues the Community Services Administration at the level established by the current continuing resolution for 1981. However, some shifts have been made within program areas to continue the expansion of the local initiative program which is the mainstay of this agency. The net increase of \$14.7 million in local initiative funding will be used to continue the performance incentive program started in 1981 as well as provide needed expansion of the community action concept into additional areas.

The senior opportunity and services program continues at its 1981 level; however, grants will be awarded on a performance basis using established criteria for rating and funding requests.

Starting in 1981 the state economic opportunity offices were redirected to those activities which promote the coordination of Federal and State funded anti-poverty programs within individual states. In addition, states were expected to bear an increasingly larger share of this joint responsibility. The 1982 request of \$3 million, down by \$750 thousand from 1981, continues this movement toward increased State responsibility over this program.

The Community food and nutrition program request of \$24 million continues the competitive funding process started in 1980, but at a slightly lower level in 1982.

The training and technical assistance request, continues the assistance now provided through this account to support local initiative, nutrition and rural housing programs with an emphasis being placed on assuring full implementation of the grantee program management system.

The demonstration request will be used to fund one-time projects, short term interagency efforts and experimental

programs affecting low income persons in areas such as family and children counseling, migrants, rural housing and Veterans.

In an effort to accelerate the movement of our stronger community development corporations closer to self-sufficiency, the request for venture capital funds has been reduced by \$4 million. As CDC's become self sufficient, new planning grants with reduced financial requirements will be initiated to replace them.

The request for evaluation funds continues at \$1 million and will be used primarily to assess the performance of individual CSA grantees and programs.

Program administration funds are included to maintain our revised ceiling for all of CSA at 987 positions. The Director of CSA will determine the number of positions to be allocated to the Office of Inspector General within the ceiling of 987 positions. Additional responsibilities of the Inspector General include those assigned to Federal Inspectors General under Public Law 96-304 (July 8, 1980) and the responsibility to implement and administer the cognizance of single audits for nearly 800 community action agencies in accordance with Attachment P to OMB Circular A-102. The Director of CSA will take these additional responsibilities into account when determining the number of positions to be allocated to the Office of Inspector General.

Along with this 1982 budget request, a 1981 rescission proposal will be submitted to the Congress for the National Youth Sports program. The youth sports program ranks low in the zero-base analysis of the CSA budget in terms of moving people from their poverty status.

The following schedule compares the appropriation history for 1980 and 1981 with the request for 1982.

COMMUNITY SERVICES ADMINISTRATION

Appropriation History
(\$ in Mil.)

	1980 Appropriation	1981 Continuing Resolution	1982 Budget Request
Community Action			
Agencies	\$381.8	\$ 394.3	\$ 409.0
Senior Opportunities & Services	10.5	10.5	10.5
State Economic Opportunity Offices	7.5	3.75	3.0
Nutrition	27.0	26.0	24.0
Youth Sports	6.0	6.0	---
Summer Youth Recreation	10.0	---	---
Technical Assistance Demonstrations	7.9 9.6	4.5 3.6	4.5 3.6
Economic Development	44.5	48.5	44.5
Community Development Credit Unions	6.0	---	---
Evaluation	1.0	1.0	1.0
Program Administration	<u>41.9</u>	<u>39.65</u>	<u>41.4</u>
Subtotals	\$553.7	\$537.8	\$541.5
Energy Conservation	3.7	3.7	---
Energy Crisis Assistance	396.6	---	---
Special Energy Allowances	<u>1,200.0</u>	<u>---</u>	<u>---</u>
Totals	\$2,154.0	\$541.5	\$541.5

COMMUNITY SERVICES ADMINISTRATION

Appropriation Language

"For expenses of the Community Services Administration, \$541,500,000 for the purpose of carrying out the Economic Opportunity Act of 1964, as amended."

JUSTIFICATION OF
APPROPRIATION ESTIMATES FOR
COMMITTEE ON APPROPRIATIONS
1981

Rescission

Community Services Administration

Fiscal Year 1981 Rescission

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Appropriation Estimate

National Youth Sports Program

"Appropriations provided for the National Youth Sports Program under this head in the 1981 Continuing Resolution are rescinded in the amount of \$6,000,000."

Amounts Available for Obligation

National Youth Sports Program

1981 Continuing Resolution.....	\$6,000,000
Less: Proposed rescission.....	<u>-6,000,000</u>
Total, obligations	\$ ---

Summary of Changes

National Youth Sports Program

Present available \$6,000,000
 Gross reduced level..... ---
 Net change (Proposed rescission)..... \$-6,000,000

	<u>Base</u>		<u>Change from Base</u>	
	Pos.	Amount	Pos.	Amount
<u>Decrease:</u>				
Program:				
1. Community action operations:				
a. National Youth Sports				
Program.....	---	<u>\$6,000,000</u>	---	-\$6,000,000
Total, Proposed rescission	---		---	-\$6,000,000

EXPLANATION OF CHANGES

Decrease:

Program:

1. Community action operations:

a. National Youth Sports Program - The total amount of \$6,000,000 made available for this activity in the 1981 Continuing Resolution, P.L. 96-563, is proposed for rescission. This program has ranked low in the zero-base analysis of the agency's budget in terms of assisting people to rise above their poverty status and achieve self-sufficiency and therefor is not recommended for continuation in 1981.

Obligations by Activity

National Youth Sports Program

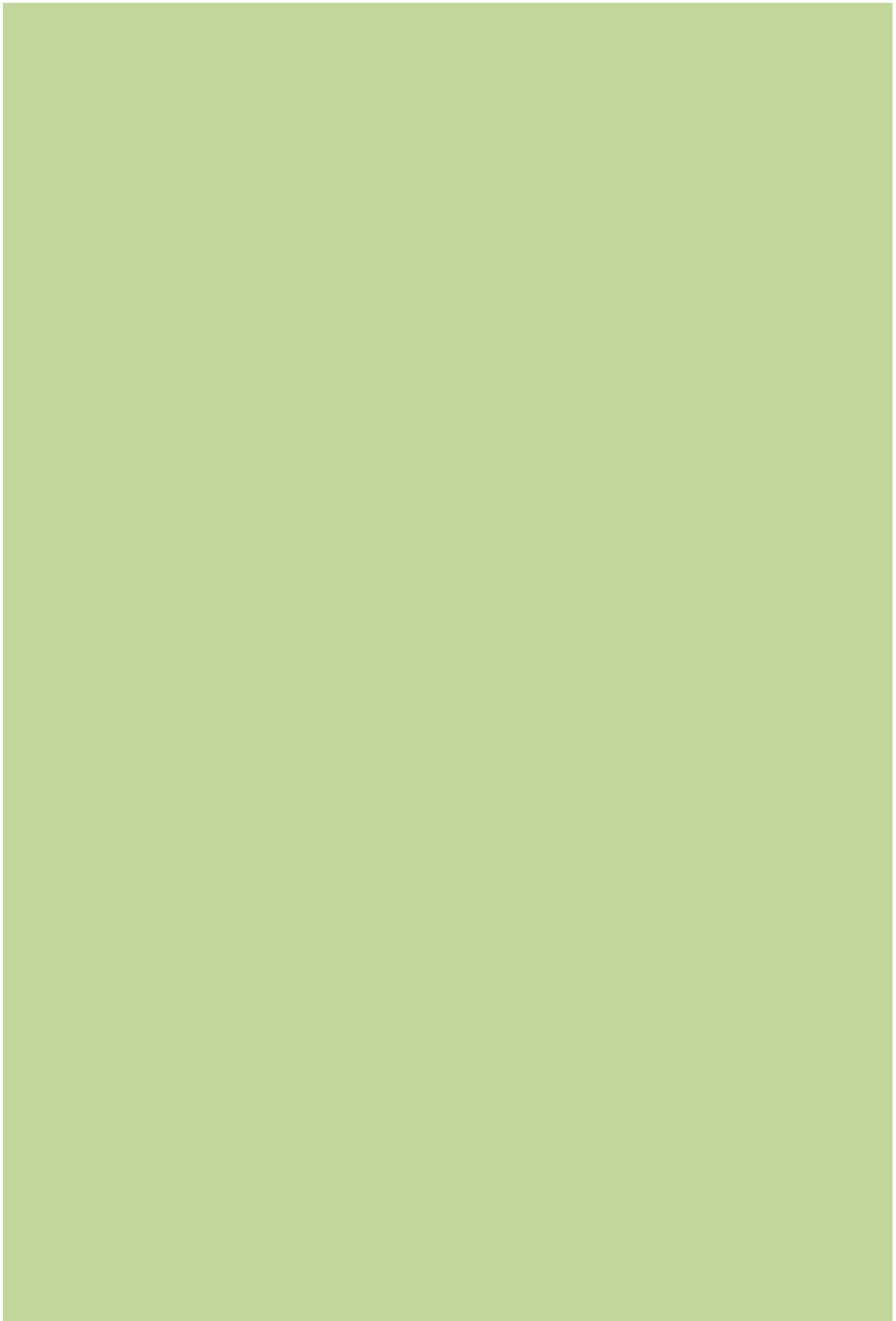
	1981 Presently <u>Available</u> Pos. Amount	1981 Revised <u>Available</u> Pos. Amount	Increase or <u>Decrease</u> Pos. Amount
Community Services Program:			
National Youth Sports Program.....	--- \$6,000,000	--- \$ ---	--- \$-6,000,000

Narrative

National Youth Sports Program

This program has been traditionally administered by the National Collegiate Athletic Association and operated by universities and colleges serving disadvantaged youth living in areas of rural and urban poverty. The program provided recreation, medical examinations, and instruction in physical fitness, drug abuse, career development and other educational training.

While the CSA considers the program worthy and needed in providing low-income young people an opportunity of visiting and participating in activities at such high motivational atmospheres as college campuses, the program had to be considered relative to basic community action and economic development resource requirements. Over recent years, the zero-base ranking analysis of the agency's budget has shown a steady downward trend in consideration of the program's priority in terms of assisting people to rise above their poverty status and achieving self-sufficiency. Because of the low rankings, and the much greater need for funds in other anti-poverty efforts, it is recommended that this program not be continued and therefore proposed for rescission.



Amounts Available for Obligations

1981 available for obligations	
P.L. 96-563.....	\$ 541,500,000
1980 Unobligated available in 1981 (Community Economic Development).....	2,898,000
Supplemental Appropriation pay raise request pending.....	<u>800,000</u>
Total, 1981 available for obligations.....	<u>\$ 545,198,000</u>
1982 Appropriation request.....	\$ 541,500,000

Summary of Changes

1981 Available for Obligation.....	\$ 541,500,000*
1982 Request.....	<u>\$ 541,500,000</u>
Net Change.....	<u>---</u>

*Excluding 1980 carry-over of \$2,898,000 and pay raise supplemental.

	<u>1981</u>		<u>1982</u>	
	<u>Pos.</u>	<u>Amount</u>	<u>Pos.</u>	<u>Change from Base</u>
				<u>Amount</u>
<u>Increases:</u>				
A. <u>Built-in</u>		---		---
1. Program administration••	987	39,650,000	---	+ 1,750,000
B. <u>Program</u>				
1. Community action agencies		394,300,000		+14,700,000
Subtotal.....	987	---	---	+16,450,000
<u>Decreases:</u>				
A. <u>Built-in</u>		---		---
B. <u>Program</u>				
1. Community food and nutrition.....		26,000,000		-2,000,000
2. State economic opportunity offices.....		3,750,000		- 750,000
3. Emergency energy conser- vation services.....		3,700,000		-3,700,000
4. National youth sports.....		6,000,000		-6,000,000
5. Community Economic Development.....		48,500,000		-4,000,000
Subtotal	---	---	---	-16,450,000
Total net change.....	---		---	---

Explanation of Changes

Increases:

A. Built-in

- 1. Program Administration..... + 1,750,000
 The increase of \$950,000, net of the 1981 \$800,000 pay raise supplemental, provides for annualized staffing at 987 positions plus with-in grade increases and other employee bonuses.

B. Program

- 1. Community action agencies..... +14,700,000
 The increase of \$14.7 million continues the incentive program started in 1981 as well as provides needed expansion of the community action concept into additional areas.

Decreases:

A. Built-in ---

B. Program

- 1. State economic opportunity offices - 750,000
 The decrease in 1982 continues the movement begun in 1981 of the SEOO's redirecting toward activities which promote coordination of Federal and State funded anti-poverty programs within individual states.
- 2. Community food nutrition..... -2,000,000
 Basic assistance under this program will continue to operate in 1982 with a slight decrease in support activities such as training and technical assistance.
- 3. Emergency energy conservation services..... -3,700,000
 No funds are requested in 1982 for this program activity since energy conservation activities have been expanded significantly in the last few years through the DOE's weatherization program and HHS low-income energy assistance programs.
- 4. National youth sports program..... -6,000,000
 This program ranks low as a budget priority in terms of assisting people to rise above poverty status.
- 5. Community economic development..... -4,000,000
 The request for capital venture funds has been reduced in an effort to accelerate the movement of stronger Community Development Corporations to self sufficiency.

Availability by Activity

	1981		1982		Increase or
	Plan		Request		Decrease
	<u>Pos</u>	<u>Pos</u>	<u>Pos</u>	<u>Pos</u>	<u>Pos</u>
	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>	<u>Amount</u>
<u>Community action</u>					
<u>operations</u>	\$452,350,00		\$454,600,00		
•	<u>0</u>		<u>0</u>		\$+2,250,000
Community action					
agencies.....					
••	394,300,000		409,000,000		+14,700,000
Senior					
opportunities &					
services	10,500,000		10,500,000		---
State economic					
opportunity.....					
•	3,750,000		3,000,000		- 750,000
Community food &					
nutrition.....					
••	26,000,000		24,000,000		-2,000,000
Emergency energy					
conservation					
services.....					
••	3,700,000		---		-3,700,000
National youth					
sports					
program.....					
••	6,000,000		---		-6,000,000
Training & technical					
assistance.....					
•	4,500,000		4,500,000		---
Demonstrations	3,600,000		3,600,000		---
<u>Community economic</u>					
<u>development</u>					
.....	48,500,000		44,500,000		-4,000,000
<u>Evaluation</u>	1,000,000		1,000,000		---
<u>Program</u>					
<u>Administra-tion</u> ••					
.....	987 39,650,000	987	41,400,000	---	+1,750,000
	<u>\$541,500,00</u>		<u>\$541,500,00</u>		
<u>TOTALS</u>	987 <u>0</u>	987	<u>0</u>	---	---

Community Services Administration
Summary of Obligations by Object

	1980 Actual	1981 Plan	1982 Request	Increase or Decrease
Total number of permanent positions	942	984	985	+1
Full-time equivalent of all other positions....	28	28	28	---
Average paid employees.....	970	1,012	1,013	+1
Personnel compensation				
Permanent positions.....				
.....	\$26,255,000	\$26,240,000	\$28,115,000	\$+1,875,000
Positions other than permanent.....	2,560,000	1,400,000	725,000	-675,000
Other personnel compensation.....	443,000	400,000	425,000	+25,000
Personnel compensation.	29,258,000	28,040,000	29,265,000	+1,625,000
Permanent benefits:				
civilian.....	2,559,000	2,600,000	2,720,000	+ 120,000
Travel & transportation of persons.....	1,892,000	1,900,000	1,900,000	---
Transportation of things.....	42,000	10,000	15,000	+ 5,000
Rent, communications and utilities.....	2,160,000	2,200,000	2,300,000	+ 100,000
Rent (SLUC).....	2,674,000	2,700,000	2,800,000	+ 100,000
Printing and reproduction.....	695,000	600,000	650,000	+50,000
Other services.....	2,923,000	2,800,000	3,275,000	+ 475,000
Services other				
Government agencies.....	380,000	400,000	425,000	+25,000
Supplies & materials...	266,000	250,000	250,000	---
Equipment.....	391,000	150,000	150,000	---
Grant, subsidies & contributions.....	<u>924,355,000</u>	<u>499,650,000</u>	<u>497,600,000</u>	<u>-2,050,000</u>
Total CSA obligations by object.....	\$967,595,000	\$541,300,000 ¹	\$541,350,000	+ 50,000

¹ Excludes \$2,898,000 1980 carry-over made available for obligation in 1981.

Allocation Accounts
Summary of Obligations by Object

	1980 Actual	1981 Plan	1982 Request	Increase or Decrease
Total number of permanent positions	3	3	2	-1
Full-time equivalent of all other positions.....	---	---	---	---
.....	---	---	---	---
Average paid employees	3	3	2	-1
Personnel compensation:				
Permanent positions...	\$96,000	\$100,000	\$70,000	\$ -30,000
Positions other than permanent.....	---	---	---	---
Other personnel compensation.....	---	---	---	---
Personnel compensation	96,000	100,000	70,000	-30,000
Permanent benefits: civilian.....	19,000	20,000	16,000	- 4,000
Travel & transportation of persons.....	33,000	30,000	20,000	-10,000
Transportation of things.....	---	---	---	---
Rent, communications and utilities.....	11,000	12,000	12,000	---
Rent (SLUC).....	9,000	10,000	10,000	---
Printing and reproduction.....	13,000	10,000	10,000	---
Other services.....	26,000	17,000	11,000	-6,000
Services other				
Government agencies.....	3,256,000	---	---	---
Supplies & materials...	1	1	1	---
Equipment.....	---	---	---	---
Grant, subsidies & contributions.....	<u>1,191,982,000</u>	---	---	---
Total Allocation Accounts obligation by object	<u>1,195,446,000</u>	<u>200,000</u>	<u>150,000</u>	<u>-50,000</u>

Grand total [Sic] [Sic]

Authorizing Legislation

	<u>Authorized</u>			1982 Appropriation <u>Request</u>
	<u>1980</u>	<u>1981</u>	<u>1982</u> c/	
<u>Legislation</u>				
Economic Opportunity Act of 1964				
Title I - Research and Demonstrations.....	6,000,000	8,000,000		---
Title II - Urban and Rural Community Action Programs.....	a/	a/		454,600,000
Community action agencies Sec. 221....				409,000,000
Community food and nutrition Sec. 222(a) (1)				24,000,000
Senior opportunities and services Sec. 222(a) (2).....				10,500,000
Training and technical assistance Sec. 230..				4,500,000
State economic opportunity offices Sec. 231.....				3,000,000
Demonstrations Sec.232				3,600,000
Title III - Special Programs to Combat Poverty in Rural Areas.....	5,000,000	7,000,000		---
Title IV - Assistance for Migrant and Other Seasonally Employed Farmworkers and their Families.....	5,000,000	8,000,000		---

	<u>Authorized</u>			1982 Appropriation <u>Request</u>
	<u>1980</u>	<u>1981</u>	<u>1982</u> c/	
Title V - Headstart and Follow Through		a/		
Headstart- Part A	85,000,00		a/	b/
Follow Through - Part B	0	100,000,000		b/
Title VI-Administration and Coordination.....		a/	a/	44,500,000
National Advisory Council				
Sec. 60S(d).....	250,000	275,000		150,000
Title VII - Community Economic Development....	85,000,00		0	105,000,000
				41,250,000
Title VIII - Native American Programs.....		a/	a/	b/
Title IX - Evaluation...	7,000,000	10,000,000		1,000,000

a/ "such sums as necessary"

b/ Appropriations requested by Department of Health
and Human Services.

c/ Authorizing legislation not enacted as of
January 1981.

COMMUNITY SERVICES ADMINISTRATION

History Table of Estimates and Appropriations

<u>Year</u>	<u>Budget Request to Congress</u>	<u>House Allowance</u>	<u>Senate Allowance</u>	<u>Appropriation</u>
1965	\$ 947,500,000	\$ 750,000,000	\$ 861,000,000	\$ 800,000,000
1966	1,500,000,000	1,500,000,000	1,510,000,000	1,500,000,000
1967	1,825,000,000	1,562,500,000	1,737,500,000	1,687,500,000
1968	2,060,000,000	1,612,500,000	1,980,000,000	1,778,000,000
1969	2,180,000,000	1,873,000,000	2,088,000,000	1,948,000,000
1970	2,048,000,000	1,948,000,000	1,948,000,000	1,948,000,000
1971	2,080,200,000	894,400,000	900,400,000	894,400,000
1972	780,400,000		780,400,000	741,380,000
1972 Suppl.	956,000	956,000	956,000	956,000
1973	760,200,000	790,200,000	820,200,000	810,200,000
1974	---	330,800,000	368,300,000	358,800,000
1975	---	445,000,000	515,000,000	492,400,000
1976	363,000,000	474,385,000	526,452,000	494,652,000
1976 Suppl.	---	2,500,000	2,000,000	2,500,000
1976 Suppl.	---	23,000,000	23,000,000	23,000,000
1976 Transition	90,750,000	144,975,000	129,746,000	129,746,000
1977	334,000,000	496,000,000	573,500,000	511,170,000
1977 Suppl.	883,000	883,000	883,000	883,000
1977 Suppl. (Energy)	---	282,500,000	282,500,000	282,500,000
1978	442,500,000	567,853,000	607,353,000	596,353,000
1978 Suppl.	1,700,000	1,500,000	1,500,000	1,500,000
1978 Suppl. (Energy)	---	200,000,000	200,000,000	200,000,000
1979	538,000,000	a/	a/	542,853,000
1979 (Energy)	---	a/	a/	200,000,000
1980	557,000,000	548,000,000	542,000,000	552,100,000
1980	---	---	250,000,000	250,000,000
1980 Suppl. (Energy)	1,350,000,000	1,350,000,000	2,000,000,000	1,350,000,000
1980 Suppl.	1,900,000	1,456,000	1,456,000	1,456,000
1981	538,800,000	537,800,000	541,500,000	b/
1981 Suppl.	800,000			
1982	541,500,000			

a/ Not considered due to absence of authorizing legislation.

b/ Not considered as of 1/19/81.

General Statement

As part of its overall responsibilities, the Community Services Administration is responsible for the administration of Titles, I, II, III, IV, VI, VII, and IX of the Economic Opportunity Act, as amended in 1978 (P.L. 95-568). The Act provides for the extension of community action, community economic development and other programs, formerly authorized under the Economic Opportunity Act of 1964.

The purpose of Title II, as stated in Section 210 (a), is to stimulate a better focusing of all available local, State, private and Federal resources upon the goal of enabling low-income families, and low-income individuals of all ages, in rural and urban areas, to attain the skills, knowledge, motivation and opportunities needed for them to become fully self-sufficient.

To strengthen local capabilities to plan and coordinate the use of aid from Federal, State and private sources, the Community Services Administration emphasizes "local initiative." Rather than place Washington-designed programs with rigid guidelines in remote communities, CSA requires community action agencies, whose boards represent local governments, the private sector and low-income citizens, to develop their own approaches to meeting the problems of poverty in their locale.

Title II also authorizes broad program areas within which community action agencies may devise projects to meet their particular needs. As set out in Section 222(a) of the Community Services Act of 1974, this includes Community Food and Nutrition, and the Senior Opportunities and Services Program.

The provision of training and technical assistance to grantee personnel, and assistance to State Economic Opportunity Offices are authorized under Sections 230 and 231, respectively.

Demonstration programs which design and test new approaches for making the low-income self-sufficient, or for improving the efficiency of human services program delivery, are authorized under Title I and Section 232 of Title II.

Title VII, providing for Community Economic Development, Title IX, which provides for Evaluation activities, and Program Administration authority contained in Title VI are discussed individually.

Community Action Agencies

Section 221

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$394,300 ,000	\$409,000, 000	\$+14,700,000

Purpose

Community action agencies provide a vehicle for low-income Americans, local government representatives, and representatives of the private sector to work together in designing, operating and evaluating programs to meet the problems of poverty in their jurisdictions.

Community action agencies are charged with focusing at local levels all available Federal, State, local and private sector resources to assist low-income families and individuals to gain the skills, motivation and opportunities necessary to them to become fully self-sufficient.

The Economic Opportunity Act sets out the purpose of the Community Action Agency. It is to serve as a catalyst, making the entire community it serves more responsive to the needs and interests of the poor by mobilizing resources and bringing about greater institutional sensitivity.

Explanation

Section 221 funds support community action agencies across the United States in both urban and rural settings. Approximately two-thirds of the 3,141 counties are served by CAAs. Counties covered by CAAs contain 75% of the Nation's general population and 83% of its poor population. There are approximately 40% urban CAAs and 60% rural CAAs.

The EOA requires CSA to strengthen local capabilities in planning and coordinating the use of aid from Federal, State, local or private sources. Rather than place Washington-designed programs with rigid guidelines, CAA Boards are required to develop their own comprehensive approach for solving the poverty problems which affect them. These Boards equally represent the poor, local governments, and the private sector.

1980 - 1981 Accomplishments

In 1980, the number of community action agencies funded increased from 889 to 893 while serving 93 previously uncovered areas representing a major expansion of CAA programming in several years. Also in 1980, basic funding levels of 211 community action agencies rose to \$120,000 - \$150,000, depending on the location and needs of the community. The increase was to accomplish the Congressionally mandated goals of improved administration and program management of the smaller CAAs.

Community action agencies and Community Services Administration using the vehicle of the CSA recognition and the small portion of local initiative funding, have leveraged funds from other sources on the basis of 4 dollars for each CSA dollar. CAAs have become influential forces, advocating for the poor. They have had great impact on the lives of the low-income community, and the communities at large, as well. Moreover, they provide coordinated, non-duplicative programming.

In 1980, CSA had begun a policy of increasing the guidelines of CAAs which develop and successfully operate programs that focus on institutional change in the community. The corollary activity is that CSA, when warranted, will reduce the guidelines of CAAs which are having no success at institutional change. CSA is currently training 100% of its field monitoring staff in the procedures of the new Grantee Program Management System (GPMS). This system is a major revision of CSA's program planning, data collection, and program progress reporting system for CAAs. In addition, the system is intended to improve low-income participation at the local level and streamline the grant application process. A unique feature of GPMS is the total integration of grantee affirmative action planning and reporting requirements into the GPMS cycle. This will ensure the integration of civil rights concerns into the day-to-day operation levels of all CAAs. Implementation of GPMS at the grantee level began on October 1, 1980.

CSA has developed a Rural Transportation Handbook which is designed to assist CAAs and other local entities in the utilization of \$78 million of Section 18 funds from the Department of Transportation. CSA has set aside \$1.3 million of local initiative funds to assist CAAs in their efforts to carry out the initiative.

In the interest of furthering improved CAA policy and fiscal management, CSA has designed and implemented a national training program for CAA Boards. CSA is continuing its on-going oversight and monitoring of CAAs to prevent fiscal management problems. Toward that end, CSA will be increasing its auditing staff through the Office of Inspector General, and financial management staff.

In addition, CSA is using rigorous legal sanctions against problem CAAs. Such sanctions may include suspension and termination in mid-program year, or refusal to refund at the beginning of the program year. If termination becomes necessary, CSA makes every possible effort to keep programs flowing to the low-income community through limited purpose agencies until a new CAA is reconstituted.

Also in 1981, CSA began a new community action agency feature by initiating a program-effectiveness effort whereby community action agency funds were used as a special grant program to encourage CAAs to produce sound program design, innovative approaches to solving poverty problems and effective coordination with non-CSA anti-poverty efforts. Grants under this program were awarded to a limited number of CAAs. Awards were based on a formal evaluation of the proposed projects against published criteria and the recent management history of the CAA.

1982 Request

The 1982 increase of \$14.7 million allows expansion of the program of making awards to community action agencies on a competitive basis using grantee performance evaluations, project plans, and well-established criteria for comparing the merits of grantee proposals.

Senior Opportunities and Services

1981 <u>Plan</u>	1982 <u>Request</u>	Increase or <u>Decrease</u>
\$10,500,000	\$10,500,000	\$ ---

Purpose

The Senior Opportunities and Services Program, authorized under Section 222(a)(2) of the Community Services Act, is designed to identify and meet the special needs of the elderly poor. Local projects, which are operated primarily through CAAs must meet four basic criteria: 1) they must predominantly serve and/or employ persons over age 60; 2) existing services must be utilized to the maximum extent possible to avoid duplication; 3) SOS projects must provide opportunities for elderly poor to develop, direct and administer programs for their own benefits; and 4) the projects must deal with specific problems of the low-income elderly that cannot be met practically by more general programs designed to serve multi-generational groups.

Explanation

The Senior opportunities and services program identifies and meets the needs of older poor persons by advocating for their participation in other federal programs; programs designed to serve the needs of older persons through community action agency's outreach capability. The program refers older poor to appropriate services such as job development activities, existing health, welfare, employment, housing, consumer, transportation, education, recreational and other services while identifying needed procedures and practices that will facilitate the participation of older persons in these services.

1980 Accomplishments

In 1980, CSA funded 199 Senior Opportunities and Services Projects in 44 states, Puerto Rico and the Virgin Islands. The SOS projects provided a number of services geared to assist low-income elderly including weatherization, transportation, home repair health, personal and neighborhood safety, consumer education, services, meals, social activities, nutrition and crafts. Projects assisted the elderly to organize to advocate for interests.

Also, during fiscal year 1980 CSA funded two national elderly crime prevention and assistance projects. These projects demonstrated and evaluated a variety of techniques and methods to assist elderly victims of crime and to decrease the potential of

low-income elderly becoming victims of crime.

CSA participated in the funding of the intergenerational services project demonstrations at seven educational institutions. These demonstrations involved the operation and evaluation of campus-based multidisciplinary service/training centers in gerontology which provide a wide variety of services to approximately 2,000 older persons, particularly the low-income elderly.

SOS funds were used to fund one health program to develop model health advocacy programs with selected CAAs and the American Automobile Association to establish a process or vehicle which advocates the needs of the elderly poor.

A Comprehensive Care for Home Bound Senior Adults program was funded. This coalition of three churches plans to provide comprehensive services for the elderly poor. These services will be provided by a network of trained lay and professional volunteers and include meal delivery and nutrition planning, house repair, housing advocacy, health care assistance, and in-home cultural enrichment.

1981 Plan

The 1981 plan of \$10.5 million will continue SOS as a major resource for the coordination, integration and development of services to assist the elderly poor through small grants to community action agencies and national research and demonstration projects. 1981 program priorities are: 1) to sustain the elderly poor in independent living by stimulating energy conservation programs, crisis intervention assistance, health care models that discourage unnecessary institutionalization, and programs designed to reduce the isolation of the elderly from others, 2) outreach, follow-through, access and advocacy, 3) transportation, particularly in rural areas, and 4) crime prevention.

SOS will continue to be a necessary catalyst to obtain additional resources in order to continue serving approximately one million elderly poor nationwide.

1982 Request

The 1982 request of \$10.5 million will enable continued efforts to develop special interest community action programs offering core services to the nation's elderly poor. Local community programs supporting the aged poor where they live will become even more vital as the problems they face are compounded by inflation and the rapidly expanding numbers of senior citizens. Awards will be made using established criteria for ranking grantee proposals.

State Economic Opportunity Offices

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$3,750,000	\$3,000,000	\$ -750,000

Purpose

The State Economic Opportunity Office program funded under Section 231 of the Act functions to increase the participation and involvement of states in anti-poverty programs sponsored by the CSA and other agencies. This participation is accomplished by establishing and supporting state programs to promote cooperation and coordination among other state and local agencies, community action agencies and other groups that provide assistance to the poor. They are to be the advocate for low-income people within State government.

Explanation

With a reduced funding level for state economic opportunity programs, CSA will restrict its grants to state programs which advise the governor, legislature and state agencies on poverty problems in the state, assess the effectiveness of state anti-poverty efforts and assist in making state anti-poverty programs more effective, and advise how the state can assist CSA grantees. Other functions such as technical assistance currently carried out with Section 231 funds may in some cases be carried out as state responsibilities; however, there would be no CSA support provided for such activities.

State Economic Opportunity Offices are funded in 48 states, Puerto Rico, the Virgin Islands and the Trust Territories.

1980-1981 Accomplishments

With the start of fiscal year 1980, total funding for the SEOO program was reduced by \$4.5 million. To aid states in making the transition, and to maintain effective state-wide programs for lowincome people, CSA made provision for waiving amounts up to the entire non-federal share required for Section 231 programs. States appear to be able to make the transition.

SEOs continued to provide technical assistance and administrative support for CSA's fiscal year 1980 energy relief efforts. One SEO was chosen as a designated state agency and operated an Energy Crisis Assistance Program. Fifteen others who were also designated and sub-contracted with other local operators, chiefly community action agencies.

1982 Request

Grant funds will be available to all states to carry out advisory functions at the policy level of state governments. CSA would normally expect this function to be located in an existing central staff office which is charged with policy development. Given the large amounts of federal and state anti-poverty resources directed through state government, CSA believes that the limited amount of money available for this program is best spent trying to impact all state administered programs which are intended to benefit the poor.

Community Food & Nutrition Program

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$26,000,000	\$24,000,000	\$-2,000,000

Purpose

The broad purpose of CSA's Community Food and Nutrition Program, established in 1968, is similar to that of the USDA-administered programs (Food Stamp, School Breakfast, School Lunch, etc.), namely, to counteract conditions of starvation and malnutrition among the nation's poor. The unique role of CSA in fulfilling this purpose is not only to provide emergency assistance to the hungry and malnourished but more importantly to serve as their spokesman and ombudsman in food and nutrition matters at all levels--federal, state and local. The CFNP, whose budget is less than one percent of the total Federal food outlay for the poor, was not intended by Congress to feed the poor but rather to enlist them in an effort to improve the delivery of food and nutrition services by other agencies, to mobilize other anti-hunger activities at all levels of government and to develop new solutions to the problem of hunger among the poor.

Explanation

CSA has carried out the above purpose by providing funds and staff assistance to community action agencies and other public and private non-profit organizations to advocate for, stimulate, and coordinate anti-hunger activities in four program categories: Access, Self-Help, Nutrition Education, and Crisis Relief. The purpose of Access projects is to facilitate participation by low income people in Federal and non-Federal feeding programs. Self-help projects are designed to improve the ability of low-income people to produce and purchase foodstuffs in a manner that directly fosters self-sufficiency. Projects in the Nutrition Education category are designed to improve the ability of low-income individuals and families to understand the connection between diet and health, to obtain at the lowest prices nutritionally superior foods, and to prepare and preserve these foods in ways that minimize the loss of nutrients. Crisis Relief activities aim at improving community mechanisms for relieving hunger among needy households during temporary emergencies and during disasters and widespread emergencies.

1980 Accomplishments

Under the category of Access, a major effort has been the monitoring of various Federal food programs sponsored by the USDA to assure that these programs serve the maximum number of eligible persons and that they operate fairly and effectively at the State and local levels. For example, CFNP grantees have worked to increase the size of the staff of State and local administering agencies so as to better serve the poor. They have persuaded offices to change their hours and places of operation so that the poor are conveniently served. They have served as catalysts to get written policies and operating procedures changed such as improvements in joint application procedures for Food Stamp and SSI recipients.

CFNP grantees have been successful in getting State agencies to be more aggressive in expanding School Breakfast programs, and they have been active in improving the quality of school meals. They have been responsible for improvements in meal service in family day care homes. They have represented the poor at fair hearings and trained the poor to represent themselves.

At the national level, CFNP grantees have continued to be importantly involved in the rolemaking process. They were responsible for improvements in the USDA's manual for migrant and seasonal farmworkers and for improving the regulations of a number of the programs administered by starting negotiations with the USDA and the Food Stamp outreach mechanism. We estimate that the activities undertaken by CFNP grantees in 1980 have directly or indirectly benefitted more than a million persons who participate in one or more of the various Federally-sponsored food programs.

Under the category of Self-Help it is estimated that the CFNP has benefitted around 250,000 persons through the establishment of food co-ops and buying clubs, family gardens, community gardens, greenhouses, canneries, farmers markets and gleaning projects for a total estimated benefit of \$25,000,000.

Under the category of Crisis Relief we estimate that approximately 100 thousand persons were benefitted through food banks, food vouchers, cash contributions, commodity foods, pantries and emergency food box projects for a total estimated benefit of about \$1 million.

Under Nutrition/Consumer Education approximately 325,000 persons were served, but no attempt has been made to place a value on the benefit.

It is estimated that the overall return on the CSA dollar invested in this program, in terms of services or benefits to recipients, is approximately ten to one.

1981 Plan

In 1981, CSA will continue to stress the importance of monitoring food programs to assure their effective and fair implementation at the State and local levels. CSA, also, will continue to upgrade the importance of self-help activities in 1981 and will urge gran-tees to undertake activities in all program categories that pro-mote the self-sufficiency of the poor. CSA will further under-take initiatives to bring about greater involvement of the private food sector in helping to solve the nutritional problems of the poor and giving a slightly higher priority to Crisis Relief activities.

1982 Request

The 1982 request continues the Community Food and Nutrition Pro-gram at a slightly reduced level. The program will continue to focus on: (1) the need for all the eligible poor who wish to do so to participate in the various federally-funded feeding programs; (2) promoting activities which contribute both directly (such as Self-Help) and indirectly (such as the Child Nutrition programs) to the self-sufficiency of the poor; (3) a stronger emphasis upon involving the private sector in meeting the nutritional needs of the poor through their participation in a variety of activities listed under the new program category of Food Supply; and (4) a greater emphasis upon crisis relief which is necessitated by the extremely adverse impact upon the poor of continued high inflation rates.

General Community: (\$14,000,000)

General Community funds will be granted primarily to community action agencies to carry out activities in the five program categories (four of which are discussed above; consumer/nutrition education is not expected to be of high priority in 1982).

Special Support (\$3,000,000)

CSA will continue to stress the importance of funding at least one statewide Special Support in each state which can serve as a coordinator of anti-hunger advocacy activities at the State level on behalf of CFNP grantees and anti-hunger organizations and the poor themselves.

Migrants (\$3,000,000)

CSA will continue to fund the seven Migrant Conduits which will in turn fund local migrant organizations to carry out activities in all of the program categories listed above. Preference will be given to organizations that are farm-worker governed.

Indians (\$3,500,000)

Grants to local Indian organizations will be made and administered through the ten CSA Regional Offices and, as with migrants, preference will be given to funding organizations that are

governed by the population to be served.

Energy Conservation Services

<u>1981 Plan</u>	<u>1982 Request</u>	<u>Increase or Decrease</u>
\$3,700,000	---	\$-3,700,000

Purpose

The Energy Conservation Services program is 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 consumption.

Explanation

The Emergency Energy Conservation Services Program, authorized under Section 222(a)(5), is designed to lessen the impact of the high cost of energy on low-income and elderly people. Activities authorized include weatherization, or making home repairs and energy saving improvements to minimize heat loss and improve thermal efficiency; crisis intervention to prevent hardship or danger to health due to utility shut-off or lack of fuel; consumer information, education and legal assistance in the areas of energy conservation, energy policy and energy rate regulation; transportation for the poor; and the development and application of low technology alternate energy sources for the poor.

1980-1981 Accomplishments

Weatherization activities formerly made available under this account have been transferred to the Department of Energy since 1980. In 1980 and 1981 \$3.7 million was appropriated each year specifically for the National Center for Appropriate Technology.

1982 Request

Because of the expansion of energy conservation services in the Department of Energy and the low-income energy assistance program administered by the Department of Health and Human Services, beginning in 1981, no funds are requested in 1982.

National Youth Sports Program

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$6,000,000	---	\$-6,000,000

Purpose and Explanation

The Youth Recreation and Sports Program provides, in part, that "the Director shall make grants or enter into contracts for the conduct of an annual youth recreation and sports program concentrated in the summer months and with continued activities throughout the year, so as to offer disadvantaged youth living in areas of rural and urban poverty an opportunity to receive such recreation and educational instruction, information and services, and to participate in such physical fitness programs and sports competitions."

1980 Accomplishments

The operating programs at 138 institutions of higher education have served approximately 52,000 youths between the ages of 10 and 18 this year. Approximately 40 percent of the participants have been girls. The programs averaged 90 percent participant retention and better than 51 percent of the participants continue from year to year. In addition to the sports instruction and competition, the participants were provided medical examinations and follow-up, meals, drug education, and career development instruction.

1981 Plan

The \$6 million plan in 1981 for the national youth sports program will allow disadvantaged youths to continue to engage in competitive sports and receive sports skills, physical fitness instructions, and education in good health and nutrition practices.

The non-summer program will continue to operate for twelve weeks with a requirement of at least one contact with enrollees per month. A mixture of activities involving attendance at events (games, plays, concerts) sports participation (swimming, basketball, etc.) and instructions and information regarding study practices, career opportunities, job responsibilities and drug and alcohol use will be provided.

1982 Request

The budget request eliminates funding of this summer recreational activity for youths by CSA in 1982. This program, traditionally administered by the National Collegiate Athletic Association is considered of lower priority relative to the basic community action and economic development requirements. Also, this program ranks low as a budget priority in terms of assisting people to rise above poverty status.

Training and Technical Assistance

<u>1981 Plan</u>	<u>1982 Request</u>	<u>Increase or Decrease</u>
\$4,500,000	\$4,500,000	\$---

Purpose

Training and technical assistance efforts support programs and activities undertaken by CSA grantees funded under Title II of the Economic Opportunity Act. Under this authority, CSA may provide training for grantee boards and staff and technical assistance to communities in developing, conducting, and administering urban and rural community action programs.

1981 Accomplishments

The major emphasis of the general T/TA program has been training incident to the installation of CSA's new Grantee Program Management System. Five thousand staff and board members of community action agencies participated in general orientation sessions lasting one and a half days. Most of these staff and board members also received specific training in areas of their specific concern (board responsibilities, planning, evaluation, program monitoring, etc.) in clusters with other CAA staff. In total 11,000 board and staff have received specialized training lasting three days.

A second area of emphasis has been board training utilizing the recently developed CSA board training program and materials. Six hundred boards have participated in at least one of the national board training programs.

All of the training design packages included information and training materials related to the new Grants Program Management Systems (GPMS).

1982 Request

The 1981 budget request continues to consolidate training and technical assistance previously provided under this account as well as under local initiative, nutrition and rural housing programs. The 1982 request is the same as the 1981 level and continues to place emphasis on improving overall grantee managerial and administrative skills.

The effect of this consolidation is as follows:

	<u>1981</u>	<u>1982</u>
General T&TA	\$1,000,000	\$1,000,000
Transfers:		
Rural Development Resources Center from Local Initiative	1,500,000	1,500,000
Rural Housing Development Corporations from Demonstrations	1,400,000	1,400,000
Training & Technical Assistance from Nutrition	<u>600,000</u>	<u>600,000</u>
	<u>\$4,500,000</u>	<u>\$4,500,000</u>

The first priority for 1982 will be continued training needed to successfully implement CSA's new Grantee Program Management System (GPMS). Training emphasis will shift from knowledge about the requirements of the new system to the development of skills needed to carry it out successfully. A total of 6,000 board and staff members will receive an average of six days of skills training in project evaluation, needs and resource analysis, strategy identification and selection, fiscal planning, and costs analysis. Each of these subjects will be taught using materials specifically developed for use by community action agencies.

The rural development resource centers will continue to work with rural CAAs to establish a reform oriented capacity on a state-by-state basis. Technical assistance will be provided on those areas, such as elimination of unsafe water or sewer conditions, which will improve the lives of low-income rural people.

The Rural Housing Development Corporations will again provide the technical assistance, seed money, training and advocacy support for CAAs serving low-income families with primary emphasis on technical assistance for packaging loans and grants so that low-income people may benefit from FmHA and HUD housing programs.

The nutrition training and technical assistance efforts will continue to be directed at ensuring the participation of low-income people in existing Federal food and nutrition programs without duplicating the efforts currently conducted by the USDA and others.

Community Economic Development

	<u>1981 Plan</u>	<u>1982 Request</u>	<u>Increase or Decrease</u>
Community Development Corporations	\$44,500,000	\$42,500,000	\$-2,000,000
Rural Cooperatives	---	---	---
Technical Assistance	1,000,000	1,000,000	---
Demonstrations	<u>3,000,000</u>	<u>1,000,000</u>	<u>-2,000,000</u>
Totals	\$48,500,000	\$44,500,000	-4,000,000

The Community Services Administration, under Title VII of the Economic Opportunity Act, is mandated to develop and implement programs which promote community-based economic development. The combined principles of community ownership and the development of local capacity are used to effectively plan for, acquire and use public and private capital to develop private sector employment, revitalize or replace failed market resources, and stabilize public infrastructures. The program operations cover four major areas: 1) the operation and development of Community Development Corporations (CDCs); 2) the operation and evaluation of limited number of programs which impact rural needs (largely through support to cooperatives); 3) the support of special projects that provide technical assistance and support to community organizations engaged in economic development activities; and 4) the support and evaluation of a series of limited research and demonstration programs oriented towards the development of new development mechanisms and techniques such as interagency (public partnerships) agreements, and private partnerships.

The primary programmatic vehicle is the CDC. The program is targeted towards areas in which high unemployment, lack of public infrastructure, low income and loss of investment capital are prevalent characteristics. Urban and rural areas are included in the program mix.

Community Development Corporations

<u>1981 Plan</u>	<u>1982 Request</u>	<u>Increase or Decrease</u>
\$44,500,000	\$42,500,000	\$-2,000,000

Purpose

The Community Development Corporation program is 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 in this country. The overall goals of the program are two-fold and of equal priority: (1) to improve the economic well-being of target area residents; and (2) to reduce community dependency.

Explanation

The vehicle for achieving the community economic goals is specified in Part A of Title VII as Community Development Corporations. Thus, CDCs are envisioned as instruments of socio-economic change in depressed urban and rural areas. Part of their task is to mount comprehensive programs to address such critical problems as attracting new businesses, creating jobs and housing, training residents, and stopping the net out-flow of dollars from their impoverished communities.

1980 Accomplishments

In 1980 CSA published and disseminated standard operating procedures for all Community Development Corporations.

Progress was continued on Management Information System development and financial output reports on all CDCs were prepared and published.

Revised and finalized reorganization of OED resulting in increased efficiency, more appropriate use of personnel, and tightened control of grants and grantee activities. Implemented formal methods for obtaining CDC inputs to program and policy decisions. Developed and implemented ZBB procedures at all CDCs. Improved monitoring and control of information flows and correspondence. Conducted "Performance Audits". Successfully implemented the following innovative programs for CDCs:

- Economic Development Through Community Improvement
- Rural Youth and Housing Partnership
- CSA/HUD Housing Partnership
- Career Mobility Through Community Improvement

Provided T/TA through call contracts, support groups, and peer assistance.

Developed and implemented access to other Federal and Private resources.

1981 Plan

In FY 1981, CSA will continue to provide financial assistance and support to currently funded CDCs, with the expectation that a small number which fail to maintain a sufficient record of progress may be discontinued. Approximately 20 transitional CDCs and 7 operational CDCs will be refunded for one- and two-year periods respectively. Efforts will continue to access other public (through interagency agreements) and private capital resources for CDC ventures. Management information system and monitoring procedures will be fully operational.

1982 Request

The 1982 request represents a \$2 million reduction in financial assistance to CDCs. This reflects a greater reliance on outside venture capital through increased leveraging of other public and private resources and a reduction in CDC administrative funding levels through continued progress of larger CDCs to administrative self-sufficiency. No change in the number of CDCs is anticipated.

Special Rural Programs

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$---	\$---	\$---

Purpose

Title VII, Part B Special Rural Programs--provides various forms of financial assistance to meet the special economic needs of rural communities and areas with substantial numbers of low-income persons by providing support to cooperative associations which promote economic development.

This part specifies financial assistance to such rural organizations for the purpose of defraying all or part of their organization expenses, including but not limited to:

- Administrative costs of staff and overhead
- Planning and development of new enterprises
- Management and technical assistance
- Capitalization

Explanation

These initiatives are oriented toward the operation and continuing evaluation of programs which impact rural needs.

The rural development initiative is geared toward the sequencing of the program recognizing the grantee's needs and requirements, including financial and staffing constraints.

1980 Accomplishments

In 1980, CSA finalized an interagency agreement with FmHA and EDA for Cooperative Rural Economic Development Effort. CSA continued funding operations of the Southern Cooperative Development Fund. Provided technical assistance through call contracts, support centers, and peer assistance and provided for special rural initiatives presently with USDA and DOL.

1981 and 1982

Due to the demonstration nature of the special rural program its funding in 1981 and 1982 is included under Community Economic Development demonstration.

Technical Assistance

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$1,000,000	\$1,000,000	\$---

Purpose

The legislative authority of Part D of Title VII clearly mandates one of the key needs of a rational economic development program by authorizing investment in human capital development at the project and program level. This authority to engage in management training and technical assistance activities addresses one of the key gaps in community economic development programs to date -- the need to train technicians, professionals, managers and target area residents to organize their own resources and build their own institutions, and to provide technical expertise to assist this growth process.

Explanation

The primary program emphasis to date has been on the delivery of developmental capital, which in the areas being assisted under Title VII, is of vital importance. However, an economic reality is that, in all these depressed areas, the capacity to absorb productive capital is limited by the supply of technical skills and managerial talent. The solution therefore, lies in enabling people with such skills and in providing the means to purchase technical skills not available in the area.

1980 Accomplishments

Three contracts were continued to provide CDCs with specialized technical assistance in the areas of organizational development, business/commercial development and industrial/commercial development. A grant for specialized technical assistance in housing development was also awarded. Finally, previous relationships with outside sources of legal, training, research, and planning assistance to CDCs and the program are being maintained.

1981 Plan

The efforts started and/or expanded in previous years will be continued in 1981 to provide specialized assistance to individual CDCs to meet management or venture development needs. This support

was mandated by CSA's oversight committee with respect to planning and operational CDCs. Specialized management and technical assistance contracts and grants awarded in FY 1979 and FY 1980 in business/commercial development, business/industrial development, and housing will be renewed or continued. Finally, previous relationships with sources of legal, training, research and planning assistance to CDCs and the program are being maintained or renewed.

1982 Request

The CSA proposal calls for a level of funding considered to be the minimum necessary to provide grantees with services needed to avoid serious technical problems. Contracts will again be let to assure the availability of essential consultant support to CDCs in venture and management systems development.

Demonstrations

<u>1981 Plan</u>	<u>1982 Request</u>	<u>Increase or Decrease</u>
\$3,000,000	\$1,000,000	\$-2,000,000

Purpose

In light of CSA's overall objectives for economic development activities, it is important to engage in an intensive research and demonstration effort to determine and ascertain new approaches and mechanisms to resolve many of the open questions that relate to the concept of community based economic development.

The commitment follows from CSA's growing awareness of its responsibility to the poor (who suffer most from community deterioration) in terms of preventing local/regional economic dislocations, rather than responding only to already aggravated conditions of poverty. Demonstration projects will not only be of direct benefit to any Community Based Organizations (CBOs) located in the region; they will also expand CSA's knowledge of how regional economic forces influence individual CBOs, leading to the development of strategies and policies conducive to community stability. This knowledge can be transferred, with modifications adapted to local needs, to other CBOs outside the area of initial impact. This new emphasis is especially appropriate to CSA's developing urban and rural programs.

Explanation

The major objectives of this effort are to develop and test alternative and innovative approaches of economic development to impact on the poor. These efforts will be experimental, limited demonstrations and will be policy oriented.

The major program areas selected are as follows:

- 1) Linkages with State and local entities to further community based economic activities.
- 2) Special Indian Development Program.
- 3) Interagency Cooperation and Coordination.
- 4) Special Programs.

- 5) Private Sector Involvement.
- 6) Planning Grants.

1980 Accomplishments

During 1980, the CSA/OED has been actively involved in most of the identified elements of the demonstration program strategy. These were as follows:

1. Special Initiatives

- ___ Conference of Mayors -- 6 cities
- ___ Community Development Finance Corporation (Massachusetts)
- ___ Comprehensive Rural Economic Development Effort (CREDE) (DOA, EDA and CSA)
- ___ Targeted Jobs Demonstration
- ___ Youth Agricultural Entrepreneurship Demonstration (DOA, DOL, and CSA)
- ___ Rural Youth and Housing Partnership Demonstration (DOA, OOL and CSA)
- ___ Career Mobility Through Community Improvement Projects (DOL/CSA)
- ___ Economic Development Through Community Improvement (OOL/CSA)
- ___ Job Corps Recruitment Projects (DOL/CSA)

2. Special Demonstrations

- ___ National Rural Development and Finance Corporation
- ___ Opportunity Funding Corporation
- ___ Minority Youth Employment Program
- ___ State of Massachusetts Community Development Finance Corporation

3. Private Sector

- ___ Ford Foundation and LISC
- ___ Rockefeller Foundations
- ___ Campbell Soup
- ___ Ford Motor Company

1981 Plan

The important process started in 1978 and 1979 in the initiation of a demonstration program component will continue. The CSA will support a national demonstration program of limited duration and scope to explore the feasibility of linking economic development efforts of CDCs and other community-based organizations (CBOs) with elected officials. It will also continue to explore and de-

velop strategies for accessing resources from other Federal agencies and have them targeted toward CDCs. CSA will also continue to develop on a limited basis special programs and studies in the areas of youth employment and economic development.

1982 Request

The 1982 request and plan will continue, at a reduced level, to concentrate on efforts geared towards developing linkages/partnerships between CBO's and state/local agencies, coordinating intra/interagency leveraging, and mobilization, accessing and targeting the resources from other Federal agencies on a coordinated and cooperative basis to depressed urban and rural areas. The request also includes rural initiatives replacing that shown under special rural programs in prior years.

Community Development Credit Unions Revolving Fund

	<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
	\$---	\$---	\$---

Purpose

To provide capitalization to 33-40 community development credit unions (CDCUs) to further their growth and development, and through cooperation with other groups and organizations in the community serve to enhance their efforts; thereby aiding in the revitalization and economic development of low-income communities.

Explanation

A joint agreement has been entered into between the Community Services Administration (CSA) and the National Credit Union Administration (NCUA) to administer the CDCU Program, for which \$6 million was appropriated in FY 1980 for use over a two-year period.

Major components of the program are: (1) a revolving capitalization fund; (2) training and technical services; (3) an Interagency Coordination Group to bring together other Federal Agencies to the effort; and (4) an evaluation of the program.

The program is a limited demonstration project and will seek to provide capitalization to participating CDCUs. Selected participants will be chartered as or converted to CDCUs, and will receive prechartering training from NCUA and technical assistance in business plan development from CSA. Grants separate from the \$6 million capitalization fund will be available for supportive technical assistance. Ongoing business development and management assistance will also be available from CSA.

1980 Accomplishments

In 1980, the Final Rules and Regulations in the Federal Register were published and disseminated. Thirty-three CDCUs were selected and funded for \$100,000-\$200,000 each, obligating \$5 million of the \$6 million 2-year appropriation. Provided M/TA through agency personnel and two technical assistance grants. Provided access to other federal and private financial sources.

1981 and 1982

No funds are requested since as a revolving fund this program will use loan repayments and interest collected as capital for further loans. The remaining \$1 million from the 1980 appropriation will be used in FY 1981 to supplement capitalization of CDCUs funded in FY 1980 or to fund additional CDCUs.

Rural Development Loan Fund

1981 <u>Plan</u>	1982 <u>Request</u>	Increase or <u>Decrease</u>
\$---	\$---	\$---

Purpose

Part C of Title VII of the Economic Opportunity Act, of 1964, calls for the creation of a Rural Development Loan Fund. The funds to be lent are those assets remaining in the old Title III-A program—about \$46 million in loan funds and about \$10 million in interest which had accumulated in the Treasury since 1975. The funds are off-line, having been previously appropriated. They constitute the funds remaining from a total of \$100 million appropriated between 1964 and 1967. From 1964 to the present the fund had been managed by the Department of Agriculture.

Explanation

The regulatory plan being adopted by CSA for the Rural Development Loan Fund covers two distinct types of loan and guaranty mechanisms. The first is "direct" assistance, i.e. loans and guaranties made by CSA directly to eligible borrower organizations. The second is "indirect" assistance, i.e., guaranties through intermediary organizations which in turn can loan or guaranty the funds to other eligible borrowers.

1980 Accomplishments

In 1980, the operating policies and principles of the RDLF were published. The agency entered into an agreement with FmHA and EDA to jointly review and fund projects under the Comprehensive Rural Economic Development Effort (CREDE). This agreement provided targets of loans and loan guarantees of \$10,000,000 from CSA, \$50,000,000 from FmHA, \$50,000,000 from EDA for FY 1980. The loan targets for FY 1981 are \$10,000,000 from CSA, \$50,000,000 from FmHA, \$50,000,000 from EDA. The CREDE agreement runs through December, 1982. Loan awards totalling \$20,000,000 were made in FY 1980. Of this, approximately \$6,000,000 was associated with the CREDE agreement resulting in an additional \$30,000,000 of other Federal and private resources. Of the remaining \$14,000,000 awards were made to organizations for purposes of providing in turn direct loans and guarantees to eligibles. Rules and Regulations for 1981 were republished.

1981 Plan

Some \$10 million in loans will be issued in FY 1981. This level of loans will allow continued support for the initiative started in 1981. Reliance will be placed on the continuation of the joint targeting of resources started with EDA and USDA and expanding the basis of support with the private sector.

Title I and Section 232

Demonstrations

	<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
Totals	\$3,600,000	\$3,600,000	\$ ---
Family/Children	1,000,000	1,000,000	---
Migrants	600,000	600,000	---
Rural Housing	2,000,000	2,000,000	---

Purpose

The research and pilot programs authorize the Agency to carry out experimental, pilot or demonstration programs which will test new or improved approaches to combating the problems of poverty and which may be replicated by CSA and other Federal, State and local agencies.

Explanation

Through a program of demonstration projects, CSA may help to increase our nation's capacity to deal effectively with problems of the poor, and to provide decision-makers the information they need to choose among alternative approaches to solutions to these problems.

Accordingly, demonstration projects, unlike projects funded under other sections of the Economic Opportunity Act and the Community Services Act, are not supported primarily to meet the needs of a particular organization or community it serves, but rather to advance the state of knowledge about poverty problems and solutions so as to have maximum impact on poverty nationwide.

1980-1981 Accomplishments

In carrying out programs under this section of the act, CSA in 1980 supported the foster CARE alternative family Model Group Home Demonstration. This began with the opening of HOMES in the District of Columbia and the State of Arizona with a total of 7 homes planned for each of these sites by the end of the 1981 calendar year. These 14 homes add to the existing base of 14 demonstration homes established in Schenectady, New York and the Imperial County, California. The demonstration under the administrative oversight of the Menninger Foundation seeks to prove (1) that decent permanent care can be provided to foster

children at no additional expense than the established cost of care rates paid for existing services which prove substandard and often abusive of the foster child and (2) that the community based family model Group homes can operate on a self-sufficient basis. In addition, a third party evaluation contract was initiated. The evaluation focused on determining the quality of care and the impact of this approach on the child's socialization, school performance, and behavior, and the impact of the demonstration sites on the policies and practices of the foster care system statewide.

The seasonal migrant farmworker is a poverty population group largely unattended to by established social service delivery systems. The barrier to providing such needed services are real. They include discrimination by host communities, language barriers, mobility difficulties, the low educational levels of this group, and the different social customs which generate suspicion and social distance. In addition the basic design of the agri-business economy maintains them at poverty wages. The demonstrations launched were multifaceted attending to the broad spectrum of unmet needs which exist. These include communication, legal assistance, new employment development, alternative job placements, and data base development.

The Housing Repair Demonstration entered its final operational phase and an evaluation of the program was underway. The objective being to identify those techniques and approaches which proved both efficient and effective in improving the housing of low-income households. New housing production projects were continued at a level below the previous year.

1982 Request

Family and Children

Preliminary evidence indicates that the Community Family Mod-el Group Home provides a workable, efficient and rational setting for placement of foster children. The objective for the coming fiscal year is to encourage local and State governments to assume responsibility for replication of the model as an alternative to the present options which continue to be wasteful and abusive.

This phase of the demonstration will include broad dissemination of the results, in depth orientation for officials from State and local government expressing an interest in the using of the Family Model Group Home, technical assistance, and minimal seed money grant assistance to subsidize the costs associated with starting an exemplary project. Such grants would be available only after the commitment of State and local funds

for the operation of the project.

Migrants

The seasonal farmworker is caught in an economic plight of being in an employed-poverty status. The agriculture industry, while modernized in most of its functional operations, has failed to incorporate changes which benefit its employee population. The wages and benefits are structured to keep the farmworker in continued poverty.

Today with high unemployment nationwide the once held alternative to encourage workers to leave the farm industry is no longer viable. Rather the agriculture industry needs to be encouraged as a growth industry and an employer of more Americans. However, to do so necessitates adjustments to upgrade agriculture employment to support an affordable and decent living standard for the agriculture employee. Demonstrations in conjunction with the industry and farmworker coalitions will be undertaken to improve this employment market.

Housing

The demonstration efforts in rural housing repair developed some techniques and approaches to cost-efficient renovation of low-income households. The results of the evaluation therefore, shall be distributed to CAAs and other low-income organizations. Further efforts will be made to explore the use of private contractors in this market which under appropriate supervision could upgrade the housing available nationwide and make such housing cost and energy efficient.

Continuation of new housing production will be assessed given the inflationary impact on the production costs and the affordability of the package by the poverty population.

Title IX - Evaluation

<u>1981</u> <u>Plan</u>	<u>1982</u> <u>Request</u>	<u>Increase or</u> <u>Decrease</u>
\$1,000,000	\$1,000,000	\$---

Purpose

Under the provisions of Title IX - Evaluation, the Director is authorized to do the following: (a) measure and evaluate the impact of poverty-related programs authorized under the Economic Opportunity Act, as amended, and other Acts in order to determine their effectiveness, their impact on related programs and their structure and mechanisms for the delivery of services; (b) develop and publish general standards for the evaluation of program and project effectiveness in achieving the objectives of the Economic Opportunity Act; (c) arrange to obtain the views of persons served by CSA programs and projects; and (d) publish the results of evaluation research and summaries of program and project evaluations within ninety days of their completion, including copies for the appropriate committees of the Congress. With respect to (d) above, the extent to which the standards of effectiveness are being met shall be considered in determining whether to renew or supplement financial assistance to grantees.

Explanation

CSA conducts three different types of evaluation defined as follows:

Type I - Evaluations under this category provide overall assessment of the impact and effectiveness of anti-poverty programs. The emphasis is on the extent to which programs are successful in achieving basic objectives.

Type II - These evaluations are aimed mainly at assessing the relative effectiveness of different programs strategies and variables where the emphasis is on determining which of the alternative techniques for carrying out a program are most productive.

Type III - These are evaluations of individual projects by such methods as monitoring teams where the emphasis is on assessing managerial and operational efficiency.

In addition evaluations are conducted of poverty-related programs either managed by other agencies or resulting from interagency cooperative agreements.

Other evaluations would include short-term policy studies, development of training and technical assistance models to support evaluation, and comparative analysis of agency information systems (routine data collection) and evaluation objectives.

1980 and 1981 Accomplishments

CSA's evaluation/monitoring of Community Development Block Grants in urban and rural areas has demonstrated the agency's capacity to evaluate non-CSA programs with positive results. For this reason, an expansion of this approach is planned. Several CSA program evaluations have been completed and are being used in program planning.

Through 1980, 225 Type IIIs have been completed. (Others are in progress.) In some cases, the individual CAA evaluations have been analyzed for overall patterns and trends at the regional level.

1982 Request

For FY 82, CSA plans to initiate a major impact evaluation of the Community Action Program. This would be a longitudinal study covering three to five years. Major results of the study, it is anticipated, would be available by 1984, the 20th anniversary of the war on poverty.

Additionally, there is a plan to evaluate a particular class of community action agencies, viz., large metropolitan CAAs. This effort will extend over several years, given the complexity of these grantees and projected agency resources.

Program Administration

	1981		1982		Increase or	
	Plan		Request		Decrease	
	Pos.	Amount	Pos.	Amount	Pos.	Amount
Personal compensation and benefits..	987	31,560,000*	987	32,071,000	---	+511,000
Other expenses.....	---	<u>8,890,000</u>	---	9,329,000	---	+439,000
Total	987	\$40,450,000*	987	\$41,400,000	---	+950,000

*Includes 1981 pay raise supplemental

Purpose

Program administration includes salaries, benefits and all other expenses of Federal personnel who administer programs operated by the Community Services Administration.

Explanation

The CSA organization includes both Washington headquarters and ten regional offices. The headquarters is primarily responsible for planning and direction of all CSA programs. Regional offices are responsible for monitoring Community Action grantees in accordance with policies, guidelines, and standards established by headquarters.

ACCOMPLISHMENTS 1980-1981

- Civil Service Reform

Performed required activities for implementation of the U.S. Civil Service Reform Act, including establishment of Senior Executive Service positions, creation of an Executive Resources Board and completion of an Executive Development Plan. Prepared Merit Pay plan and system and initiated training for conversion of management officials and supervisors to merit pay system.

- Manpower activities

Developed new performance appraisal system for all employees and initiated training in performance appraisal for supervisors and other employees.

Completed negotiations and signed national agreement with the National Council of CSA Locals, American Federation of Government Employees (AFL-CIO).

Secured ongoing cooperation of the Office of Personnel Management to continue extended detail authority for flexibility in personnel assignments.

Continued to emphasize and provide training for key employees, supervisors and other professionals. Maintained training opportunities for clerical/secretarial personnel and conducted an improved upward mobility training program for lower-graded employees.

- Management improvement

Continued the development and implementation of a new program management system for grantees designed to strengthen management capabilities. This provides standardized methods for the grantee planning process, grant administration, monitoring projects and assessing performance. Field tests of the system have been conducted and appropriate grantee and staff instruction has been provided. Consolidated grantee directives into a single system and eliminated separate issuance of the old grantee instructions. Continued efforts on grantee information system to provide planning data, operational information, monitoring progress and assessments on CSA programs and grantee performance.

Continued operational phase of automated financial reporting system for Community Development Corporations to permit improved analysis and evaluation. Initial financial reports on all CDCs have been published through this system. Completed preliminary systems studies and reviews to improve overall CSA financial management operations and continued the review of cash management practices of grantees to assure compliance with required standards.

- Planning improvements

Initiated a new agency-wide planning system to facilitate use of research and evaluation findings as a basis for developing agency policies and priorities. Individual offices are required to develop specific objectives as a basis for future operational strategies in line with individual office plans. Issued a planning guide, in conjunction with the new program management system, which establishes a uniform method for Community Action Agency planning and reporting to headquarters. By creating a common data base among the CAAs, this assists CSA in establishing and achieving major goals such as advocacy for the poor, recommending institutional changes on behalf of the poor and the development of national-poverty related social issues.

-Performance monitoring and evaluation

Developed new guidance manual to assist grantees and field staff in applying standards of program effectiveness. Program management system developed requires regional officials to review grantee progress reports and certify that they are meeting CSA standards of effectiveness as a condition for refunding. Continuing emphasis placed on increasing the number of regional office evaluations of grantees and improving the quality of these evaluations.

-Training and technical assistance

Continued development of a national training and technical assistance strategy. Appropriate training design packages to improve grantee performance have been developed and training initiated for:

- a) community action board members and executive directors
- b) mid-level managers in CAAs
- c) grantee staffs in the areas of property management, personnel management and accounting staffs
- d) CSA field representatives working with grantees

-Government-wide information base activities

CSA designated executive agent for the Federal Assistance Awards Data System (FAADS). This system involves automating Federal grants data for use in providing current grant funding information to Federal, State and local governments. Approximately 25 Federal agencies are to provide grants data for this effort and information is to be available for all 50 states, and territories of the United States. Continued to maintain the Federal Information Exchange (FIXS) data base and to publish annually the Geographic Distribution to Federal Funds Report (53 volumes) for the Executive Office of the President. All or parts of this report are widely distributed throughout the country: to key Congressional committees and all members of Congress, major Federal agencies, State Governors and other State offices, city mayors, principal county officials and major public interest groups. Participated in the ongoing Domestic Information Display System (DIDS) which was transferred from the Executive Office of the President to the Department of Commerce. Continued the process of providing annual updates of the Federal Funds Reports. Continued to provide data processing support for Congressional financial tracking systems (House and Senate) by providing data banks and analysis on uses of these.

Complete data files by fiscal year were furnished along with selected report programs. Provided similar support to the General Accounting Office.

Office of Inspector General

The Office of Inspector General was allocated 61 positions in 1980. All 10 additional positions requested in CSA's 1981 budget were allocated to the Inspector General.

However, the hiring freeze and personnel ceilings have resulted in only 60 positions authorized for OIG in 1981. Since the tenposition increase is merely a "bare bones" measure which attempts to meet current minimal workload demands, the Inspector General had requested 48 additional positions for 1982 for a total of 119 positions.

The Inspector General submitted a transition report which was sent to the Congress on February 8, 1980 followed by two semi-annual reports to the Congress which cover Fiscal Year 1980, as required by Public Law 95-452, The Inspector General Act of 1978.

During 1980, the auditing staff issued 1,550 audit reports and questioned grantee costs in the amount of \$24.5 million. These costs were questioned in 501 audit reports and ranged in amount from \$12 in one report to \$2.7 million in another. Auditors reported that there were 70 instances in which the accounting systems and internal controls of the grantees were considered to be inadequate and 595 instances where these controls were weak and needed improvement. The audit reports also pointed out 457 instances where the auditors observed that the grantees did not comply fully with grant conditions.

In 1980, OIG auditors performed 56 quality assurance reviews and found 13 audits to be substandard. Nine audits were conducted in response to special requests and seven grantees were the object of joint audits and investigations by OIG staff.

Responsibility to implement and administer single audit cognizance for nearly 800 private non-profit Community Action Agencies was assigned to CSA by OMB December 8, 1980. Ninety-one single audits were conducted during FY 1980. OIG internal reports covered procedures for allowing or disallowing costs questioned by audits; procedures for acquiring the services of consultants; procedures for awarding and managing grants under the Community Food and Nutrition Program (CFNP); procedures for resolving problems revealed by grantee audits; controls over procurement practices; furniture and equipment controls; and grantee cash drawdowns.

During FY 1980, the investigations staff received 314 complaints

by mail and through the hotline. After preliminary review and analysis, 68 new cases were opened. Twenty-nine cases were closed and there were 63 open cases on September 30, 1980. Investigative staff work contributed to 20 indictments and 9 convictions.

Responsibilities and priorities of the Office of Inspector General:

- 1) Audit all grantees (1800); follow-up on audit reports to ensure that (a) corrective action is taken by grantees and program offices and, (b) appropriate criteria are used to resolve questioned costs; and administer single audits for private non-profit community action agencies.
- 2) Conduct vulnerability assessments and investigations of complaints and allegations of fraud, waste, mismanagement, inefficiency and discrimination.
- 3) Review and appraise CSA's financial information and control systems, program information and control systems, and management information and control systems for economy, efficiency and effectiveness.
- 4) Fulfill the following requirements assigned to Federal Inspectors General by Public Law 96-304, July 8, 1980:

Sec. 305. All unresolved audits currently pending within agencies and departments, for which appropriations are made under this Act shall be resolved not later than September 30, 1981. Any new audits involving questioned costs, arising after the enactment of this Act shall be resolved within 6 months.

Sec. 306. Each department and agency for which appropriations are made under this Act shall take immediate action (1) to improve the collection of overdue debts owed to the United States within the jurisdiction of that department or agency; (2) to bill interest on delinquent debts as required by the Federal Claims Collection Standards; and (3) to reduce amounts of debts written off as collectible.

••• Effective October 1, 1981, for application in fiscal year 1982, the Inspector General...shall submit to the Congress along with the agency's budget justification, an evaluation of the agency's progress to institute effective management controls and improve the accuracy and completeness of the data provided to the Federal Procurement Data System regarding consultant service contractual arrangements.

