

STATEMENT OF SENATOR BOB DOLE

CSA CONVENTION

FEBRUARY 20, 1980

IT'S A GREAT PLEASURE FOR ME TO BE WITH YOU THIS MORNING, AND TO DO SOMETHING THAT A LOT OF REPUBLICANS THESE DAYS DON'T ALWAYS DO - SAY A NICE WORD ABOUT PEOPLE WHO WORK IN THE PUBLIC SECTOR. THE FACT IS, IT'S MUCH TOO EASY TO LOSE SIGHT OF THE DEDICATION AND THE SELFLESSNESS OF PEOPLE LIKE YOURSELVES, WHO REALLY MAKE UP A KEY LINK BETWEEN GOVERNMENT AT THE FEDERAL LEVEL AND INDIVIDUALS WHO ARE SUPPOSED TO BENEFIT FROM ITS CONCERN.

CSA A RECORD OF SUPPORT

I'VE BEEN PROUD OF MY STRONG SUPPORT FOR CSA AND COMMUNITY ACTION SINCE I CO-SPONSORED THE ORIGINAL ENABLING LEGISLATION BACK IN 1974. IT SEEMED TO ME THEN, AS IT DOES TODAY, A UNIQUE PARTNERSHIP BETWEEN GOVERNMENT AND THE POOR THEMSELVES. IT SEEMED ONE OF THE BRIGHTEST IDEAS TO COME ALONG IN MANY YEARS IN THE AGE OLD STRUGGLE TO ELIMINATE POVERTY AND HARDSHIP IN AMERICA. IT SEEMED WHOLLY IN KEEPING WITH HISTORIC REPUBLICAN TENETS OF LOCAL RESPONSIBILITY AND INDIVIDUAL SELF-HELP.

IN THE YEARS SINCE THEN, ALL OF THIS HAS PROVEN TO BE TRUE. COMMUNITY ACTION HAS MORE THAN JUSTIFIED THE HOPES OF US WHO VOTED IT INTO EXISTENCE SIX YEARS AGO. IN AREAS AS DISPARATE AS NUTRITION, ENERGY CONSERVATION AND COMMUNITY ECONOMIC DEVELOPMENT, THE AGENCY AND ITS PEOPLE HAVE DONE WORK THAT DOESN'T ALWAYS ATTRACT THE PUBLIC ATTENTION IT DESERVES - BUT HAS BETTERED THE LIVES OF MILLIONS OF AMERICANS.

WHEN THE OFFICE OF ECONOMIC OPPORTUNITY WAS ELIMINATED, THERE WERE MORE THAN A FEW, IN WASHINGTON AND ELSEWHERE, WHO WERE CONVINCED THAT AMERICA WAS FORSAKING ITS OBLIGATION TO HELP THE POOR HELP THEMSELVES. YOU'VE PROVEN OTHERWISE.

AND BECAUSE YOU HAVE A RECORD STEEPED IN SUCCESS, SIMPLE COMMON SENSE DICTATES THAT YOU CONTINUE TO RECEIVE THE SUPPORT OF THE CONGRESS AND EXECUTIVE BRANCH.

THE FAILURES OF THE CARTER ADMINISTRATION

OF COURSE, I NEEDN'T REMIND YOU ... THIS HASN'T ALWAYS BEEN THE CASE. YOU HAVEN'T GOTTEN A COST OF LIVING RAISE IN 5 YEARS - AND THAT'S A SHOCKING WAY OF SAYING THANKS.

YOU HAVEN'T RECEIVED BUREAUCRATIC SUPPORT FROM YOUR SUPPOSED FRIENDS. THE CARTER ADMINISTRATION, IN ITS DETERMINATION TO REDUCE ALL THE FEDERAL ESTABLISHMENT TO A NEAT JUMBLE OF BOXES ON SOME WASHINGTON CHART, WANTS TO TAKE THE TRANSPORTATION FOR THE ELDERLY PROGRAM AND SHIFT IT TO AN AGING OFFICE. IT WANTS TO SHIFT THE FUEL ASSISTANCE PROGRAM TO THE ENERGY DEPARTMENT. IT WOULD LIKE TO MAKE CSA ITSELF LITTLE MORE THAN THE CAPTIVE PAWN OF H.E.W. AFTER ALL, HEW'S FEELING BAD THESE DAYS ABOUT LOSING IT'S E - WHY NOT MAKE UP BY GIVING IT THREE NEW LETTERS OF THE ALPHABET - IRREGARDLESS OF WHETHER CSA WANTS TO BE SWALLOWED UP BY THAT PARTICULAR BUREAUCRATIC WHITE WHALE.

-4-

LET ME DIGRESS FOR A MOMENT TO LOOK AT THE FUEL ASSISTANCE PROGRAM, AND WHAT THE CONGRESS IS DOING IN THIS AREA. ON THE SENATE FINANCE COMMITTEE, WHERE I SERVE AS RANKING REPUBLICAN MEMBER, WE CAME UP WITH A PROGRAM OF CASH PAYMENTS TO LOW INCOME ENERGY USERS, TO BE ADMINISTERED THROUGH THE SOCIAL SECURITY PROGRAM.

BUT THE LABOR COMMITTEE DEvised AN ALTERNATE APPROACH, ONE EVEN DEARER TO MY REPUBLICAN HEART. QUITE SIMPLY, IT CALLS FOR ADMINISTRATION OF FUEL ASSISTANCE IN THE FORM OF BLOCK GRANTS TO THE STATES WITH NO FEDERAL STRINGS ATTACHED. WHAT DOES THIS MEAN FOR COMMUNITY ACTION?

IT MEANS IN ALL LIKELIHOOD THAT MOST STATES WILL ASK YOU TO CONTINUE TO RUN SUCH PROGRAMS ... AS YOU ARE RIGHT NOW, EVEN IF HEW CLAIMS TO BE IN CHARGE. IN FACT, BY ADOPTING A BLOCK GRANT APPROACH TO FUEL ASSISTANCE, WE VIRTUALLY ASSURE THAT THE PROGRAM WILL REMAIN IN THE HANDS OF THOSE WHO KNOW - AND APPRECIATE - IT THE BEST. AND I'M LOOKING AT THOSE PEOPLE RIGHT NOW.

THIS IS ESPECIALLY TRUE IN SMALLER STATES, SUCH AS NEW HAMPSHIRE, AND THE REST OF NEW ENGLAND. FUEL ASSISTANCE IS A GOOD DEVICE TO ILLUSTRATE WHY FEDERAL PROGRAMS SHOULD NOT BE SHIFTED, WILY-NILY, IN AN EFFORT TO BRING ABOUT COSMETIC REFORM. THE FACT IS, WHEN A PROGRAM IS WORKING - WHEN IT'S MEETING THE NEEDS FOR WHICH IT WAS DESIGNED - WHEN IT HAS DEVELOPED A CONSTITUENCY AND AN EXPERTISE - THEN WHY SHOULD IT BE WRENCHED OUT OF THE AGENCY THAT HAS FOSTERED ITS SUCCESS - AND HANDED TO ANOTHER WITH NO SUCH BUILT-IN INTEREST OR SUPPORT?

A CARING REPUBLICAN PARTY

NOW LET ME CONCLUDE WITH A FEW WORDS ABOUT YOUR JOB AND ITS PLACE IN THE OVERALL SCHEME OF THINGS. I'M A REPUBLICAN... AND IN SOME QUARTERS, THAT'S HISTORICALLY BEEN TAKEN TO MEAN SOMEONE WHO CARES MORE ABOUT THE COUNTRY CLUB SET THAN PEOPLE IN NEED. IN FACT, I'LL STACK MY RECORD OF SUPPORT FOR CIVIL RIGHTS PROGRAMS, NUTRITION PROGRAMS, EDUCATION PROGRAMS AND A VAST ARRAY OF SOCIAL SERVICES AGAINST ANYONE ELSE IN THIS RACE.

-6-

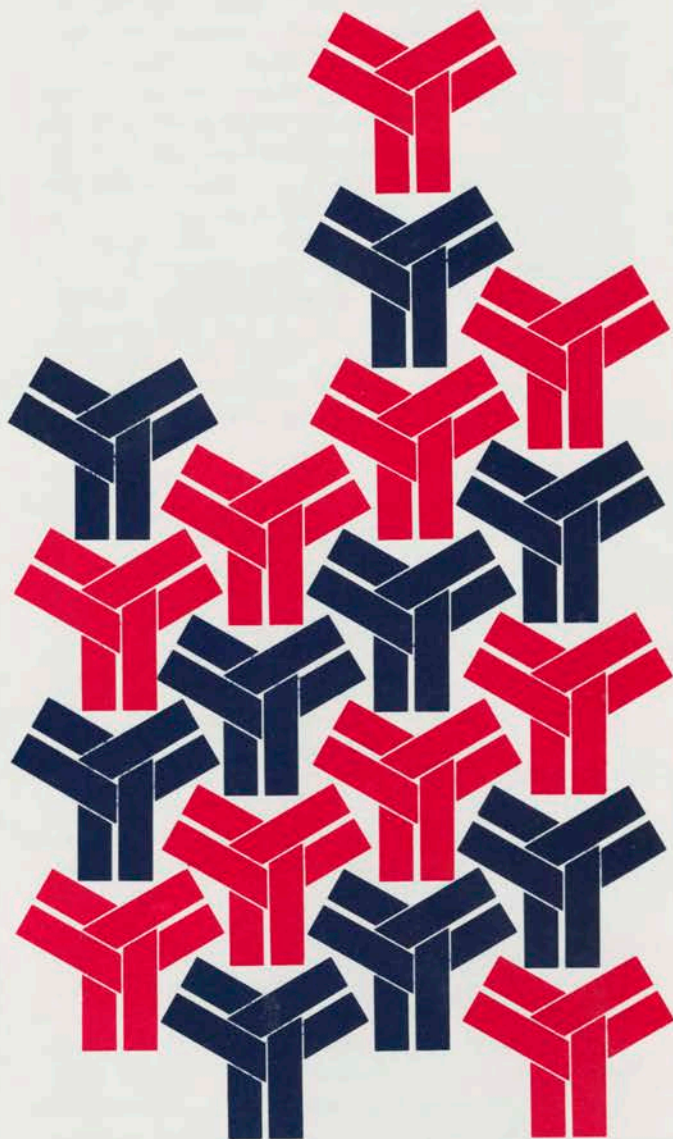
I'LL DO THAT BECAUSE I'VE SEEN POVERTY FIRST HAND. I'VE SEEN PEOPLE IN A SMALL KANSAS FARM COMMUNITY STRUGGLE TO MAKE ENDS MEET. I'VE SEEN MEN GO OFF TO WAR AND FIGHT AND DIE, AND TOO MANY DIDN'T COME HOME TO BEGIN THE STRUGGLE ALL OVER AGAIN.

BUT IT'S IN THE STRUGGLE THAT WE FIND OURSELVES. ITS IN THE STRUGGLE THAT AMERICA BECAME GREAT. YOU FIGHT THAT STRUGGLE EVERY DAY OF YOUR PROFESSIONAL AND PERSONAL LIVES. AND BECAUSE I BELIEVE IN EVERY INDIVIDUAL'S RIGHT TO BECOME ALL THAT HE OR SHE CAN BE, I AM 100% IN FAVOR OF WHAT YOU'RE DOING - IN NEW ENGLAND OR KANSAS OR ANYWHERE ELSE.

IN MY OPINION, CSA IS THE WAY THAT GOVERNMENT SHOULD BE GOING IN ITS OLD AND OFTEN FRUSTRATED EFFORT TO COMBAT POVERTY AND HARDHSIP IN THIS, THE RICHEST OF ALL COUNTRIES. AND MY SUPPORT IN THE FUTURE WILL MATCH MY SUPPORT IN THE PAST.

COMMUNITY SERVICES ADMINISTRATION:

People Against Poverty





The Community Services Administration is the central agency within the federal government for developing, testing and operating various urban and rural programs to reduce poverty in the United States. CSA came into existence on January 4, 1975 as the legal successor to the Office of Economic Opportunity. It retains the programs and powers which OEO had at that time, with some additions.

There are six basic programs within CSA at this time: Community Action, Economic Development, Energy and Winterization, Senior Opportunities and Services for the Elderly, Community Food and Nutrition (formerly Emergency Food and Medical Services) and State Economic Opportunity Offices.

COMMUNITY ACTION

Community action is the most basic method through which the agency seeks solutions to the social and economic problems related to poverty. This concept operates through 883 community action agencies located in 50 states and the Trust Territories. CAAs operate in 2,210 U. S. counties, more than two thirds of the nation's 3,141 counties. Fourteen million persons participate in these locally-based and operated programs. Of this number, 46.1 percent are white, 43 percent black, 5.5 percent American Indian and 5.4 percent other non-white. Twelve (12) percent of the total participants are Spanish-speaking.

CSA spending—federal and non-federal—for *community action* amounted to \$421.3 million in fiscal 1975. Of this total, \$338.2 million came from federal sources and \$83.1 million from state and local governments, and private matching sources. A majority of the CAAs' administrative funds come from CSA. These

funds enable the CAAs to organize as corporations eligible to obtain operating funds for their basic programs from other federal agencies.

With overall funds, CAAs operate diverse programs: from comprehensive neighborhood service centers to Head Start to job training to feeding and health care projects.

ECONOMIC DEVELOPMENT

CSA's Office of Economic Development operates special programs in both urban and rural areas, mainly through *Community Development Corporations*. CDCs are formed as non-profit corporations by representatives of the disadvantaged community where they are located and are funded with federal, foundation and private funds. OED provides venture capital and technical assistance and monitors operation of such corporations to assure that they will improve the social and economic environment of the community. Individual entrepreneurial efforts are not funded by OED as is done by some Department of Commerce programs.

ENERGY AND WINTERIZATION

Upon its own initiative and using previously appropriated funds, CSA originated a comprehensive winterization and energy-saving program for the poor in the winter of 1973 at the time of the fuel crisis. Working through its network of CAAs, homes were winterized—insulated, etc.—at an average cost of \$100 each, using cooperatively purchased materials and volunteers and job trainees. The agency later initiated an energy voucher subsidy program to test this method of providing the poor with money to buy fuel. Revolving loan funds, crisis centers and emergency fuel depots were also set up by CAAs in the colder sections of the country. More than \$45 million in CSA funds were spent to winterize some 15,393 homes, and on other energy-related programs over the three-year period through July 1975. In 1975, the Congress appropriated \$16 million specifically for such energy-related programs and authorized the agency to continue them in future years under the legislation which created the Community Services Administration.

SENIOR OPPORTUNITIES AND SERVICES

America's elderly poor have problems unique to their age groups. CSA's Senior Opportunities and Services programs are designed to deal with such problems. SOS programs include housing, food and medical care, legal advice, fuel and winterization and transportation to overcome social isolation particularly in rural areas. SOS is the only such federal program which seeks out and serves the elderly poor as such. Other federal elderly programs are directed at the entire elderly population.

COMMUNITY FOOD AND NUTRITION

Chronic malnutrition and hunger are twin spectres which constantly haunt the poor. This is true despite food stamp and other larger food programs. CSA's community nutrition projects supplement these larger programs and seek to expand their scope by reaching and enrolling poor persons not now included in them. For example, many CAAs, using CFNP funds, have special programs to inform the poor of their eligibility for food stamps and operate additional registration offices to enroll them. Mini-grants, averaging \$2,000 each, are also used as "seed money" to establish community gardens and other cooperative food projects which increase the supply of food for the poor.

STATE ECONOMIC OPPORTUNITY OFFICES

Jointly funded by CSA and the states involved, SEOs provide governors with an agency that can develop, initiate and maintain innovative anti-poverty programs within their states. They also function in coordinating programs and planning the delivery of human services to the poor of their states.

For More Information, Write:

COMMUNITY SERVICES ADMINISTRATION
Office of Public Affairs
Washington, D.C. 20506

CSA FACT SHEET for Community Action

January, 1979

PURPOSE OF PROGRAM:

Community Action against poverty is carried out by a nationwide network of almost 900 CSA-funded community action agencies. The enlarged social and economic opportunities that these CAAs provide have an impact on an estimated 23 million poor Americans.

The Community Action Program is at the very core of CSA's mission. It attempts to ensure the economic self-sufficiency of the poor so that they have the opportunity to realize their potential as individuals, and as members of the larger community.

The Community Action Program is based upon the recognition that poor people possess the talents and resources essential to reducing the problems of poverty. They do not, however, usually have the opportunity to participate in the decisionmaking processes of program development. Community Action provides this opportunity. Within an advocacy and service delivery system, CAAs are committed to the fullest possible involvement of the poor in program design, implementation, and evaluation. In fact, a CAA can not exist unless 1/3 of the CAA Board of Directors, which guides the CAA, consists of low-income people.

The primary role of the community action agency is that of an advocate promoting changes in the community and community institutions to benefit low-income persons. More importantly, however, they educate and enable the poor to develop technical skills necessary to become effective advocates for themselves. Through their own organization -- the community action agency -- poor persons have the opportunity to speak out and act effectively on issues and problems which directly affect their lives.

A CAA may be either a private non-profit organization or a public agency administered by a political subdivision of the State Government. Some 90 percent of all CAAs are in the first category. Whatever is the case, each CAA serves as a local umbrella anti-poverty organization providing activities, opportunities, and needed services to low-income people in designated geographical areas.

HISTORY:

The Community Action Program was the centerpiece of the War on Poverty program passed by Congress in 1964, and represented a shift away from traditional approaches to solving the problems of poverty. The Economic Opportunity Act embodied the concept that the most effective approach to meeting the needs of the poor was one in which the poor of each community were intimately involved. Local initiative became a new thrust, with funds provided by the Office of Economic Opportunity (CSA's predecessor agency) for locally conceived and administered programs. For this reason, each CAA is unique. The programs and services each provides are designed specifi-

cally to meet the particular needs of the community it serves. With the enactment of other Federal programs since 1964, the CAA network has become the most effective mechanism to administer human services programs at the local level. A typical CAA may administer a Headstart program funded by HEW, a manpower training program funded by DOL, and a legal assistance program funded by the Legal Services Corporation, in addition CSA-funded programs and services.

Some of the programs operated by CAA's include Headstart, energy and weatherization, housing, health, rural transportation, senior opportunities and services (SOS), food and nutrition, manpower training, job placement, migrant, and Indian programs. These programs are operated in addition to the CAA's basic information, referral and outreach programs.

The vast majority of CAA programs rely on non-CSA funds for program costs and many have demonstrated an outstanding ability to mobilize Federal, state, and local resources. Approximately 80 percent of the money administered by CAAs come from sources other than CSA. When added up, the CAA network administers over \$1.6 billion on anti-poverty programs.

PRINCIPAL REGULATIONS GOVERNING THE PROGRAM:

OEO/CSA Instructions 6302-2; 6302 change 1; 6710-1, change 11; 6302-1; 7850-1a.

FUNDING, ALLOCATIONS AND MATCHING REQUIREMENTS:

FY '78: \$369 million. (This figure does not include the funds received by CAAs from CSA's categorical programs, nor does it include the funds received from other Federal Agencies.) Apportionment nationwide is governed by Section 225 of the EOA. Within individual States funding level are determined by the Regional Offices on the basis of the CAAs effectiveness and ability to perform. Prior to October 1, 1978, the Federal and non-Federal ratio was 70/30 for CAAs receiving less than \$300,000, and 60/40 for CAAs receiving more than \$300,000. Effective October 2, 1978, the Federal to non-Federal ratio became 80/20 for all CAAs. FY '79 - CSA is operating under continuing Res. at '78 levels.

DEMONSTRATION OF NEED:

Twenty-seven million persons in the nation are estimated to live at or below the poverty level. Approximately twenty-three million of these persons are served to some degree by the community action program.

DEMAND ON AVAILABLE FUNDS:

For the five years prior to FY '78, funding for the program remained static. Coupled with the effects of rising inflation, this has meant a lessening of the dollar value to grantees and resulted in a contraction in a number of programs. The Administration did, however, increase Local

Initiative funding for FY '78 at \$39 million. The money was largely absorbed by cost of living increases to CAA employees, and in administrative improvements which CAAs had been forced to defer in the past.

TOTAL NUMBER OF GRANTEES AND URBAN/RURAL DISTRIBUTION:

878 CAAs serve 2212 of the nation's 3,141 counties. The counties served contain 75 percent of the nation's population and a similar percentage of the poor. There are 441 urban and 437 rural CAAs.

NORMAL GRANT PERIOD:

Twelve months.

BENEFICIARY ELIGIBILITY REQUIREMENT:

Persons eligible for CAA services must have incomes at or below the poverty guidelines. The exception: eligibles for the weatherization - energy programs are those households with incomes at or below 125 percent of the poverty guidelines.

AUDITS, EVALUATIONS

CSA requires that each of its grantees be monitored closely. For this reason an annual audit and a number of evaluations are required of all CAAs. For example, a pre-review, a major review of the CAA's accomplishments and at least two on-site visits of each CAA are undertaken each year. Each CAA is also required to submit two program progress reports a year.

Community Services Administration

CSA's overall purpose is to reduce poverty in America. It seeks to accomplish this goal by helping low-income families and individuals attain economic self-sufficiency.

The basic technique of CSA's antipoverty programs is the combined use of Federal, State, and local funds in the organization and operation of Community Action and other programs which are directed and overseen by locally selected boards. In brief, CSA seeks to help the poor help themselves out of poverty by providing economic and educational opportunity and financial support.

Senator Dole has long been a strong supporter of the "self-help" -with economic and educational opportunities- concept. In recent years Senator Dole has supported refunding proposals by community-based organizations such as the LULAC (League of United Latin American Citizens). Funding for this CBO was through CSA.

In 1977, when LULAC submitted their refunding proposal to continue to provide effective educational counseling to students from disadvantaged backgrounds, CSA informed LULAC they could not fund the program because of lack of funds.

Recognizing the strengths and effectiveness of the LULAC program, Ms. Graciela Olivarez, Director of CSA, authorized a grant to allow LULAC to operate for an extended period of time in order to seek other resources. LULAC is now funded by the U.S. Office of Education.

Ernie
2/19/80

Community Services Administration

Several social services activities are sponsored by the Community Service Administration's (CSA) community services program. The program also provides administrative support for about 900 local community action agencies. Budget authority of \$550 million is requested for CSA programs, which will be directed toward:

- improving grantee performance levels by establishing a competitive grant program for community action agencies;
- conducting demonstration projects in areas such as family counseling, group homes, migrants, and rural housing; and
- increasing funding for successful community development corporations and enabling corporations to become administratively self-sufficient.

2/19/80
ERNE

LOW-INCOME ENERGY ASSISTANCE

Through the Economic Opportunity Act, which is the authorizing legislation for the Community Services Administration, a three-part \$1.6 billion program for energy assistance to low-income households is authorized for FY80.

- Payments to SSI* Recipients: \$400 million; one-time direct payment made by HEW; no more than \$250 per household.
- State Block Grants: \$800 million; State plan approved by HEW or direct payments to AFDC, food stamp and general assistance households or transfer of funds to crisis assistance.
- Crisis Assistance: \$400 million; State plan approved by the Community Services Administration; household must have "energy-related crisis or emergency;" benefits in cash or in kind either directly to household or through fuel suppliers; no more than \$400 per household.

In the block grant and crisis assistance segments of the program, the States have a certain amount of flexibility but must meet basic guidelines, including restricting eligibility to individuals below 125 percent of the poverty guidelines.

The Crisis Intervention Program has been administered by the Community Services Administration through its local community action agencies for several years. There have been numerous problems with the program but changes effective this year should alleviate many of them.

Neither the Finance Committee nor the Labor and Human Resources Committee wanted to stay with CSA Crisis Intervention for a major low-income energy assistance program. The Senate has passed a block grant program instead which will allow the States to decide what delivery mechanism to use for energy assistance. It is very possible that States will continue to use community action agencies for part or all of this program.