



MONTGOMERY COUNTY COUNCIL

OFFICE OF LEGISLATIVE OVERSIGHT  
MONTGOMERY COUNTY, MARYLAND

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COMMUNITY ACTION AGENCY

An Evaluation of the Community Action Agency.

<u>CONTENTS</u>	<u>PAGE</u>
I. Summary and Major Conclusions/Recommendations.....	1
II. Authority, Scope and Methodology.....	3
III. Poverty and Community Action Programs.....	3
History.....	3
The Low-Income Population.....	5
Glossary.....	7
IV. Discussion of the Community Action Agency/Community Action Committee.....	8
General.....	8
Community Action Staff.....	9
Community Action Committee.....	15
V. Evaluation of the Community Action Agency/Community Action Committee.....	17
General.....	17
Community Action Staff.....	18
Community Action Committee.....	23
Relationship between CAA and Inter-Neighborhood Council.....	28
VI. Other Matters.....	29
VII. Conclusions.....	32
VIII. Recommendations.....	33
IX. Agency/Department Comments and OLO Response.....	34
Exhibits.....	40



## I. SUMMARY AND MAJOR CONCLUSIONS/RECOMMENDATIONS

When the Congress passed the Economic Opportunity Act of 1964 which, in the words of President Johnson, initiated a "war on poverty," Montgomery County reacted and organized its own anti-poverty program. After an initial start under the Rehabilitation and Redevelopment Commission, responsibility for the County's anti-poverty program was given to the newly created Community Action Committee.

In the fifteen years since its creation, the County's anti-poverty program has gone through several modifications and has grown. Currently, that program is the responsibility of the Community Action Agency. The agency is composed of a governing board, the Community Action Committee and a merit staff. The Community Action Committee is composed of volunteer representatives from public and private agencies having a concern for poverty and elected representatives from communities with concentrations of low-income families. The actual anti-poverty programs are carried out by the merit staff of the Division of Community Programs within the Office of Family Resources. The Chief of the Division of Community Programs also serves as the Executive Director of the Community Action Committee.

The major conclusions/recommendations of this evaluation are:

--The members of the Community Action Committee demonstrate a personal commitment to the policies and goals of the Community Action Agency and are individually dedicated to the accomplishment of those goals; however, as a collective body the Committee lacks the organization, verve and political clout necessary to achieve the purposes for which it was created.

--The major reasons the Community Action Committee has not been a vital force in mobilizing the resources of the County to combat poverty include the following:

.The Committee is unsure of its role: advisory or program direction.

.The Committee is not adequately served administratively in that the Committee's Executive Director is also the Chief, Division of Community Programs--both positions requiring full-time effort.

.Although the ordinance establishing the Community Action Agency assigned it responsibility for poverty matters County-wide, the Committee has limited its activities almost exclusively to the upper-County.

.In the more recent past, the Committee has received little moral support from the County Executive and the Council.

--The staff of the Community Action Agency is confused as to whether the Agency's primary mission is community organization or direct services.

--Article IV, Chapter 27, of the Montgomery County Code, the County ordinance which created the Community Action Agency, should be reviewed and, where appropriate, amended to provide for the following:

.A concise definition of the role of the Community Action Board; i.e., advisory or program direction.

.Designate an Executive Secretary to the Community Action Board with sole duties to serve that Board.

--The Community Action Board should rewrite its by-laws and strengthen its internal operating procedures to improve the Board's efficiency and to comply with recent changes in Federal regulations.

--The Community Action Agency and the Rosemary Hills Inter-Neighborhood Council should establish a close operating relationship where open communication and an exchange of information are encouraged.

## II. AUTHORITY, SCOPE AND METHODOLOGY

1. Authority: Council Resolution 8-2170, subject, FY 79 Work Program of the Office of Legislative Oversight, adopted September 5, 1978, directed that this Office evaluate the Community Action Agency.

2. Scope: To examine the agency's policies and procedures to evaluate faithfulness to legislative intent in the agency's organization, administration and activities and make recommendations on possible Council action concerning legislation relating to this agency. In addition, attention will be given to the present and possible relationship between this agency and the Rosemary Hills Inter-Neighborhood Council.

3. Methodology: This evaluation was conducted over a course of several months. In addition to a review of Federal and local laws, regulations and reports, information was obtained through interviews and correspondence with all Federal, State and local agencies associated with the Montgomery County Community Action Agency and other County agencies serving low-income residents. Among those agencies are the Community Services Administration (the successor to the Federal Office of Economic Opportunity), the Maryland Office of Economic Opportunity and the following County departments and agencies: Community Services Center, the Office of Family Resources and the Departments of Social Services, Health, Recreation, Environmental Protection, Community and Economic Development, Transportation and Health Systems Planning.

Visits were made to the Metropolitan Area Community Action Agencies. The United Planning Organization (Washington, D.C.) and the United Citizens Against Poverty (Prince Georges County) are private, non-profit agencies. Alexandria's Economic Opportunities Commission and Fairfax County's Community Action Agency are public agencies similar to Montgomery County. Arlington County is served by the United Planning Organization.

Finally, site visits were made to neighborhood and community centers and low-income communities throughout the County. Interviews were conducted with present and former Community Action Committee members, the staff of the Community Action Agency and low-income persons. At Exhibit A is a partial list of persons interviewed.

## III. POVERTY AND COMMUNITY ACTION PROGRAMS

### History

1. In 1964, the Congress passed the Economic Opportunity Act of 1964 which, in the words of President Johnson, initiated a "war on poverty." Title II of that law provided for urban and rural community

action programs to provide stimulation for "...communities to mobilize their resources to combat poverty through community action programs." Under Title II, the Director of the newly created Office of Economic Opportunity was authorized to make grants to public or private non-profit agencies to pay part or all of the costs of development of community action programs. To qualify for the grants, the community action programs had to focus on the needs of low-income individuals and families and provide necessary services, assistance, activities and facilities. The Economic Opportunities Act of 1964 was unique in many respects; however, the most innovative provision was to require that the community action programs be "...developed, conducted and administered with the maximum feasible participation of residents of the areas and members of the groups served."

2. The Montgomery County Council reacted to this source of funding to help low-income citizens. By Resolutions 5-1764, April 1, 1965 and 5-1846, May 15, 1965, Council empowered an already established group, the Rehabilitation and Redevelopment Commission, to make application to the Office of Economic Opportunity (OEO) for funding to initiate a coordinated community action program. However, OEO ruled that the Rehabilitation and Redevelopment Commission did not meet the requirement that the recipient agency be a single purpose organization with broad community representation. Accordingly, by Resolution 5-2213, October 19, 1965, Council created the Montgomery County Community Action Committee with authority and responsibility for developing and coordinating community action programs.

3. The newly created Community Action Committee (CAC) was a large organization representing a cross section of the County. Twelve members were from County organizations, e.g. NAACP, Allied Civic Group, Human Relations Commission, Board of Education; fifteen members were County residents, of which not less than five had to be of minority races, from organized labor, councils of churches and citizen organizations representing areas with a high incidence of poverty; an additional five residents with special knowledge and interest in the work of the Committee; and ex-officio members from six public agencies--Health, Welfare, Finance, Recreation, Extension Service and Juvenile Court. The County Manager or his designee served as Executive Director of the CAC.

4. The Economic Opportunities Act of 1964 was amended in 1966. Council Resolution 6-242, February 21, 1967, reflect the changes incorporated in the Economic Opportunity Act of 1966, which affected CAC membership. While retaining the mix of members from various civic organizations and private associations having a concern for poverty, the 1966 Act required that CAC members include representatives from communities with concentrations of low-income families "selected in a democratic manner as approved by the Community Action Committee." Another significant change was that the Executive Director had to be selected by the CAC, subject to the ratification and appointment

by the County Manager and Personnel Board, and would in turn select a staff to administer programs developed by the CAC.

5. In 1967, the Congress again amended the Economic Opportunities Act. The 1967 amendments, which were reflected in Council Resolution 6-1332, June 18, 1968, strengthened the role of low-income residents in the administration of community action programs. The CAC, increased now to 51 members, was divided into three equal groups: public officials, representatives of the poor, and officials or members of business, industry, religious and private welfare, education and minority groups. The public official membership reflected a particularly high level of interest in community action programs in that the 17 members, all appointed to serve indefinitely, included the following officials or their designated representatives:

President, County Council  
County Manager  
Chairman, Planning Board  
President, BOE and the Superintendent of Schools  
Chairman, Human Relations Commission  
Judge, Peoples Court  
Chairman, Housing Authority  
Mayor of Rockville

6. Of the 17 members representing the poor, 16 had to be County residents selected in a democratic manner from communities where a concentration of low-income families resided. The seventeenth member was to be a representative of the Spanish speaking community. To assist the Executive Director, the resolution provided for a staff to administer the programs developed by the Committee.

7. The 1968 resolution remained unchanged until after the County Charter was adopted. In 1975 it was decided that a formal law concerning community action was desirable. In July 1975, the Council enacted Bill 13-75 which created a new Community Action Agency within the Executive branch to engage in community action programs. The Community Action Committee was retained as a governing board in the Community Action Agency; however, it was reduced in size from 51 to 39 members and Council representation on the Committee was eliminated. Bill 13-75 was codified as Article IV of Chapter 27 of the Montgomery County Code, 1972, as amended.

#### The Low-Income Population

8. Before entering into an evaluation of how the Community Action Agency serves the County's low-income population, it is essential that we understand what is considered low-income, how many County residents are considered low-income, and where in the County do the low-income reside.

a) What is considered low-income? There is no single answer

to this question. When reviewing the many programs of the County agencies/departments which administer programs to low-income residents (primarily Family Resources, Health, Social Services), one discovers that there is no single income level to qualify for services. For some programs administered by the Community Services Administration (CSA) (the successor to the Office of Economic Opportunity) periodic income levels are published. The most recent became effective in June 1979, and sets the annual poverty guideline for a non-farm family of four in the Continental United States at \$6,700.\* This guideline is applied to various programs in various percentages. For example, the Head Start poverty guideline is 100% of the CSA figure; while the weatherization and summer food programs are set at 125% of the guideline (\$8,375). For some programs for the Elderly, no income guidelines exist, and some programs (nutrition, paralegal) require the elderly to have an economic need with no means test permitted by law. For Health programs, a sliding fee schedule determines ability to pay.

b) How many low-income residents are in the County? We do not have as near a precise answer to this question as we would like. General information based on the 1970 census as updated by a 1977 update survey is available (See Exhibit B). We also have an indication of the magnitude of poverty from case workers from the Department of Social Services, Community Health Nurses, and Community Service Aides with the Office of Family Resources. Probably the most reliable information on the County's poor is in the Office of Community Development because of their work with low-income programs and communities in administering programs with Community Development Block Grant (CDBG) funds. However, there has not been a detailed assessment of the County to determine reliable, accurate information on low-income residents. The upcoming 1980 census may provide the required information. Until the results of that census are known, all County agencies must work with unsubstantiated data concerning the number of low-income residents. There is one concept universally held by all County agencies, private and public, which administer to low-income families and individuals. It is that unabated inflation is driving more families into the low-income category and also out of the County.

c) Where do the low income live? Here again we have only general information. The consensus of the many agencies who work with the low-income is that in the down-County urban areas they are mostly concentrated in rental units, usually in an extended family arrangement. In the up-County areas, Black low-income families are for the most part concentrated in a number of small communities with long historical ties to the area. Some of these rural Black communities

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\*For a farm family it is \$5,700. A farm family is defined as one residing on a place of 10 acres or more with \$50 or more annual sales of farm products raised there; or residing on a place under 10 acres with sale of \$250 or more.



have undergone renewal in the last decade. White low-income families living up-County are for the most part scattered, residing in individual homes.

### Glossary

9. A familiarity with the following terms and organizations is important for an understanding of the Community Action Agency:

a) Community Action Program (CAP). The generic term for those actions administered by a public or private nonprofit agency which are directed toward "stimulating 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 and motivations and secure the opportunities needed for them to become self-sufficient (Title II, Economic Opportunities Act of 1964, as amended)."

b) Community Action Agency (CAA). The formal agency established by ordinance to carry out the Montgomery County community action program. The agency consists of a governing board (Community Action Committee) and a merit staff under an Executive Director. For organizational purposes, the merit staff is located in the Office of Family Resources as the Division of Community Programs with the Executive Director serving as the Chief of that division. There are approximately 900 CAAs in the United States, of which about 10% are public, i.e. the State or local government serves as the CAA. Within the State of Maryland, there are thirteen CAAs, two of which are public--Montgomery County and the City of Baltimore.

c) Division of Community Programs. The organizational designation for the merit staff of the Community Action Agency. The division is located in the Office of Family Resources (OFR).

d) Community Action Committee (CAC). Beginning in October 1965, the Community Action Committee served as the community action agency for Montgomery County. When the Community Action Agency was created in September 1975, the CAC became the governing board of that agency.

e) Community Action Board. Same as Community Action Committee. The proper title of the body within the CAA which advises on the initiation and development of a community action program.

f) Office of Economic Opportunity (OEO). The Federal agency created by the Economic Opportunity Act of 1964 to develop and operate various urban and rural community action programs to reduce poverty.

g) Community Services Administration (CSA). The successor to OEO. Established in January 1975.

h) Community Organization (CO). Mobilizing the forces within a community to organize and work together to accomplish common goals. Within community action it involves instructing low-income community residents to organize and work together so as to impact on the decision making process. Community organization has as its objective the motivation and participation of low-income individuals in bringing about institutional changes which will improve conditions which affect their communities.

#### IV. DISCUSSION OF THE COUNTY COMMUNITY ACTION AGENCY/COMMUNITY ACTION COMMITTEE.

##### General

1. When Council enacted legislation establishing the Community Action Agency it declared that the public policy of the County was to "[a] promote and initiate programs to create an awareness of poverty; [b] promote coordination among private and public agencies concerned with poverty; [c] promote better use of existing resources; [d] develop leadership and interest among the poor citizens to help solve both their own and community problems with assistance from the staff of the Community Action Agency; and [e] develop broad community strategies to attack the basic causes of poverty."

2. To fulfill this policy commitment, Council provided the Community Action Agency with a governing board--the Community Action Committee--and a staff of merit system employees. When a local government serves as the CAA, it is referred to in Federal regulations as a public community action agency, as contrasted with a private non-profit agency under contract from the local government.

3. The mission of the Montgomery County Community Action Agency, as stated in Article IV of Chapter 27, Montgomery County Code, 1972, as amended, is to engage in community action programs which are designed:

- to stimulate the use of available public and private resources to enable low-income families and individuals of all ages to attain the skills, knowledge and motivation needed for them to become self-sufficient and to secure the opportunities therefor;
- to significantly reduce poverty and its causes in the county
- to involve the low-income population in developing and carrying out anti-poverty programs in the County and assist them in developing the leadership for such purpose; and
- to make government more responsive to the needs of the low-income population in the County.

#### Community Action Staff

4. To accomplish the above mission, the CAA is organized and budgeted as the Division of Community Programs within the Office of Family Resources. The organization of the division is at Exhibit C. The FY 79 and FY 80 budget for the division is at Exhibit D. For consistency, this report will refer to the division by its more commonly understood title, the Community Action Agency (CAA).

5. The CAA is responsible for a number of activities which can be grouped under four broad categories: program administration, community organization, neighborhood centers and services:

a) Program Administration. In addition to the typical administrative operations of any public agency (personnel and program management, clerical, budgetary and financial management and program planning, development and reporting), there are several functions which are unique to CAA program administration. One is grants preparation, staffing and monitorship. The CAA receives grants from the Community Services Administration, Health, Education and Welfare (HEW), the Department of Energy (DOE) and Housing and Urban Development (HUD). Each grant has its particular requirements associated with application, planning and reporting. Another administrative function is the support of the Community Action Committee (CAC). The chief of the Division of Community Programs is also the Executive Director of the CAC.

For FY 79, six full-time and one part time position and \$179,620 were budgeted for administration. For FY 80, the number of positions remains the same, with the approved budget slightly increased to \$180,380.

b) Community Organization. Community Organization involves mobilizing the forces within a low-income community to work together to accomplish common goals. More specifically, community organization involves organizing and instructing residents of low-income communities in the way government functions, and how the decision making process is influenced. Integral to this activity are outreach, advocacy, leadership development and monitorship of County programs affecting the low-income--all with the goal of developing low-income individuals into effective advocates for institutional changes which will improve conditions in their communities. Involved in the community organizing process are: identifying needs and goals, establishing priorities, identifying resources, taking action and evaluating results.

For FY 79, six positions and \$125,800 were budgeted. In FY 79, two community services aides who formerly were responsible for legal aid and Information and Referral were transferred into Community Organization. The FY 80 approved budget is \$163,600.

c) Neighborhood Centers. The Community Action Agency operates two neighborhood centers, Scotland and Good Hope. Scotland came into existence following renewal of an old community's substandard housing and is located within the Scotland Community on Seven Locks Road. The Good Hope center was funded with Community Development Block Grant and HUD Neighborhood Facilities funds and is in the eastern section of the County on Good Hope Road. Both centers provide limited services, primarily recreational and social, to low-income and moderate income communities located a considerable distance from areas where such services are available. Although these are the only two centers operated by the CAA (a third center is currently planned for the Emory Grove community area), Scotland and Good Hope are not the only centers in Montgomery County which serve low-income communities. A center in Tobytown is operated under the Tenant Opportunities Program (TOPS)--a Federally funded, joint endeavor of the Department of Social Services and the Housing Opportunities Commission, which serves residents of public housing projects. Another center at Sandy Spring in a closed school is operated by the Department of Recreation. Other neighborhood--type centers are located in Ken Gar, Middlebrook Square and Silver Spring (TESS).

For FY 79, CAA budgeted for five positions and \$92,440 to operate the two Neighborhood Centers. For FY 80, the number of positions remains the same with an approved budget of \$92,870.

d) Services. Services fall into three categories--ongoing, periodic and new projects. Ongoing community action services include Head Start, Boyds Day Care, Weatherization and Transportation. Periodic services include Summer Feeding, Summer Youth Recreation, Emergency Energy Assistance and holiday food distribution. New projects for FY 80 are Community Food and Nutrition and the Scotland Community Youth Project. Each of the services is discussed individually in subsequent paragraphs.

(1) Head Start. The Community Action Agency is the grantee for HEW Head Start funds. The program is administered by two delegate agencies under contract with CAA. The largest program is operated by the Board of Education, serving approximately 800 children in over 30 schools throughout the County. The BOE also operates an experimental program, Project Development Continuity at Takoma Park Elementary School. A much smaller program is operated under contract with a private nonprofit agency, Boyds Organization for Youth Development, Incorporated (BOYDS, Inc.), serving approximately 30 children in the community of Boyds. (Note: BOYDS, Inc. also has a contract with the Department of Social Services to provide day care services for 17 children. No CAA Head Start funds are involved in the day care project.)

The CAA employs one part time employee to monitor the two Head Start Programs and coordinate grant and budget documents and reports. The funding of the two Head Start programs is from the Department of Health, Education and Welfare, (HEW). The FY 79 budget for BOYDS, Inc., was \$70,830 and was all HEW funding. The FY 79 funding for the BOE program was \$699,540. Of this amount, CAA provided \$617,958 to the BOE, with the remaining \$81,582 distributed to the Health Department for health screening and other health related services for Head Start participants. The total BOE Head Start budget for FY 79 was considerably in excess of the HEW grant:

-BOE County Funding	\$1,159,179
-Federal Department of Agriculture for lunches	76,086
-Federal HEW through CAA	617,958
-BOE In-Kind Support (volunteers, utilities, space)	<u>302,789</u>
Total BOE FY 79 budget for Head Start	\$2,156,012

(2) Weatherization. This is a highly popular program providing minor home repair and insulation to rented or owned dwellings of low-income individuals. After a slow start which was plagued by a lack of manpower, insufficient tools, delayed materials and reluctance on the part of many low-income households to accept the free service, weatherization has become one of the more successful CAA programs. In addition to performing minor repairs (roof leaks, broken windows, rotted door jams) the program provides a full range of insulating operations (storm windows, caulking, door and window weatherstripping and ceiling insulation). Those dwellings which are beyond the repair of the Weatherization program are referred to the Office of Community Development for help under the County's grant and low-cost loan program for major repairs.

To date, approximately 300 dwellings have been weatherized. The recent improvement in the efficiency of the weatherization program, despite a high turnover of inexperienced CETA workmen, is attributed to two personnel actions. One is the assignment of a Special Projects officer in CAA to coordinate the program. The other is the employment of a projects manager and tool/material manager. The latter hirings were possible through the use of CDBG funds in FY 79. In FY 80 these two are funded in the CAA budget. Weatherization is principally a CETA staffed operation. For calendar year 1979, the project is authorized 14 full time CETA positions. For the 18 months beginning on January 1, 1980, the project will be authorized 38 full time CETA positions.

The weatherization program is funded from four sources: Department of Energy (DOE), Department of Labor (DOL), HUD (Community Development Block Grant) and CSA. For FY 79, funding was as follows:

<u>Source</u>	<u>Purpose</u>	<u>Budget</u>
DOE	Insulating material	\$ 42,000
HUD (CDBG)	Minor repair material, tools & two personnel	57,500
CSA	Misc. (Tools, vehicle rental, motor pool)	50,000
DOL	CETA personnel	200,000*
	Total FY 79 budget for Weatherization	<u>\$349,500</u>

(\*Approximate because annual Federal funding allocation does not match our fiscal year.)

It is anticipated that the program will continue in FY 80 at the same or even a higher level of service as there will be a significant increase in CETA positions in mid-FY 80.

(3) Transportation. The Community Action Agency funds a small two vehicle transportation service. The service provides transportation for low-income individuals residing primarily in the up-County area for medical appointments, shopping, visits to the Department of Social Services and other necessary activities. Although funded in the CAA budget, the program is coordinated and operated by the Department of Transportation.

In FY 79, the budget for three bus operators and a dispatcher and operating expenses for three vehicles amounted to \$88,270. For FY 80, one bus operator and operating costs for one vehicle have been eliminated with the resulting budget approved at \$70,870. Although

riders are asked to pay 25¢ per trip, those who are unable to pay when boarding the buses are permitted to ride free.

(4) Summer Feeding. This program runs for six weeks from June thru August providing noon bag lunches to approximately 2,000 children of low-income families. The program operates out of neighborhood recreation and day care centers and schools. In FY 78, (the last complete operating year) over 51,000 lunches were served at 28 sites.

Four part-time employees operate this program which for FY 79 was budgeted at \$48,920. The program was almost totally funded by the Department of Agriculture (USDA) through the Maryland State Department of Education. For FY 80, \$48,420 is budgeted, of which \$44,030 is USDA funded (90%) and \$4,390 are County funds.

(5) Summer Youth Recreation. The Summer Youth Recreation program provides cultural, educational and recreational activities for low-income children from 8-13 years old. The program permits attendance at summer camps, amusement parks and trips in the Metropolitan Washington Area. The program is designed to provide children of low-income families the pleasures of summer activities that would be outside the financial ability of their parents. No positions are dedicated to this program. Program outreach is performed by all CAA Community Service Aides and the activities are operated by other agencies--principally the Department of Recreation. The program is totally funded from a CSA grant, which for FY 79 was \$4,760. The same amount is budgeted for FY 80.

(6) Emergency Energy Assistance. The Emergency Energy Assistance program is in the third year of providing emergency funds to help defray high energy costs for low-income residents. The program provides a grant of up to \$250 per family toward utility/fuel costs. Prior to FY 79, CAA staff operated this program as an additional responsibility to their primary jobs. This year three CETA positions were authorized. In FY 79 a total of \$180,474 in grants from CSA thru the State were received of which over \$160,000 was dispersed to approximately 800 families.

(7) Thanksgiving and Christmas Food Distribution. The role of the CAA in these two seasonal programs is to coordinate the distribution of Thanksgiving turkeys and Christmas food baskets for several private groups and businesses. No public funds are involved. Staff of CAA provide both outreach and coordination for private groups who provide the food parcels.

(8) Two New Programs. In FY 80, two new Federally funded programs will be introduced:

(a) Community Food and Nutrition. A one-year program funded at \$24,000 to hire a consultant to perform a needs assessment on food and nutrition programs. Particular emphasis will

be placed on determining the feasibility of initiating a low-income food cooperative.

(b) Scotland Community Youth Project. This is a \$65,900 grant to conduct an experimental program involving parents, students, student tutors, MCPS educators and private agencies. Student tutors and MCPS teachers will instruct, test and evaluate process. Parents will participate in workshops on how to help their children study and do homework.

6. Areas within the County served by the CAA staff. The Community Action Agency staff operates almost exclusively in the upper portion of the County. With the exception of four direct service programs--Head Start, Emergency Energy Assistance and two summer youth programs (feeding and recreation)--the CAA does not operate in the down-County communities of Wheaton, Bethesda, Chevy Chase, Silver Spring or Takoma Park. The reasons CAA concentrates in the upper-County areas are both organizational and historical. Organizationally, the down-County is served by TESS (Takoma Park-East Silver Spring) and community centers which operate directly under the Office of the County Executive.

Historically the early efforts of the CAA were directed toward the low-income Black communities in the upper County--Good Hope, Sandy Spring, Poolesville, Emory Grove, etc. There have been several explanations offered why the initial efforts of the CAA oriented on low-income Black communities. One explanation is that the Blacks lived in definable communities and this facilitated setting up community organization programs. Secondly, the Black communities were receptive to Community Action Agency staff and were willing to serve on the Community Action Committee. A third explanation is that, except for Appalachia and one or two other concentrations of white poor, the Federal war on poverty emphasized helping low-income Blacks.

Whatever the reasons, the fact is that the CAA efforts concentrated in the Black communities and these communities have had enough problems of sufficient gravity and magnitude to absorb the full capabilities of the CAA staff. (Note: As indicated earlier in this report, the County does not have accurate knowledge on the number and location of the County's low-income residents. Also, no record by race of the low-income families served are maintained. However, a review of the CAA staff assignments and interviews with the staff indicate that community organization efforts and the neighborhood centers primarily serve low-income Black communities, while direct services (weatherization, emergency energy payments, etc.) serve mixed racial and mixed cultural low-income residents.)



## Community Action Committee

7. General. At the time the Council established the Community Action Agency it provided for a Community Action Committee (CAC) to serve as a governing board with specific composition and powers. In this section of the report, the composition and functions of the CAC will be presented. At Exhibit E is an extract from the local ordinance listing the powers of the CAC.

8. Composition. The composition of the CAC is in accordance with Federal requirements (Economic Opportunity Act of 1964, as amended) and consists of thirty-nine members divided as follows:

- One-third: public officials or their representatives
- At least one-third: representatives of low-income persons
- The balance: officials or members of business, industry, labor, religious, private welfare, private education, minority groups, civic organizations and other major private groups interested in activities of the agency.

a) Public Official Members.

(1) As specified in the Code, these members are officials of the county government and other public agencies, or their designated representatives. The officials include the County Executive, or his designee, and other officials as recommended by the CAC, who are appointed by the County Executive and confirmed by the Council. The term of each official is for two years, with officials continuing to serve until a successor is appointed and qualified.

(2) Current representation. Of the thirteen public official members designated to serve on the Committee, four have never served nor have their representatives. These four are, the County Executive, the Chairman, Human Relations Commission, the Director, Department of Community and Economic Development and the Chief, Division of Labor Services.

b) Low-Income Representatives.

(1) As specified in the Code, low-income representatives (the representative need not personally be in a low-income category) are selected by low-income families residing in the County in some democratic manner. The selected member is then appointed by the County Executive, subject to Council confirmation, to a four year term. Each low-income representative is authorized an alternate, selected in the same manner and for the same term as the principal low-income representative.

(2) Current representation. To comply with the requirement that low-income representatives be selected in a democratic manner, the County has been divided into twelve election districts (See Exhibit F), with one low-income representative and an alternate to be selected from each district. The thirteenth low-income member is selected at large from the Spanish speaking community. As of the end of FY 79, at least two districts did not have representatives on the CAC and only two alternates had been selected.

c) Private Group Members.

(1) As specified in the Code, the County Executive appoints, subject to Council confirmation, representatives of various authorized private groups (other than low-income) for two-year terms.

(2) Current representation. The June 1979, CAC roster reflects that five of the thirteen private organizations do not have representatives serving on the Committee.

9. Other salient provisions of the law which established the CAC include:

a) Definition of low-income person. The County Executive is to adopt guidelines for establishing income limits. These guidelines have never been formally established. As explained in Section III above, income guidelines to qualify for human services are varied and dependent on a variety of factors determined by Federal, State and County regulations.

b) Meetings. Provides for not less than six meetings per year. Traditionally, the CAC has met monthly, except for the month of August.

c) Quorum. Specifies that a majority of the members of the committee constitutes a quorum for the transaction of business. This has been interpreted by the CAC as a majority of the 39 positions, or twenty. A review of attendance for the past year indicates that at only one meeting was a quorum present.

d) Attendance. Any member who is absent from 25% or more of the scheduled meetings during a six-month period is considered to have resigned. There is no provision for pre-excusing members who are unable to attend for bonafide reasons.

e) Compensation. Members serve without compensation; however, allowances for the poor and reimbursements for all members are permitted for expenses incurred in performance with their committee duties. Records indicate that very few members request allowances or reimbursements.

f) Meetings with elected officials. Provides that the committee or members designated by it shall meet "from time to time" with the County Executive, the Council and other public officials. Interviews with Committee members and staff reveal that the CAC met with the County Executive "a few years ago"; and, except for appearances by the Committee Chairman at public hearings, the CAC has not met with the Council as a whole in recent years.

#### V. EVALUATION OF THE COMMUNITY ACTION AGENCY/COMMUNITY ACTION COMMITTEE.

1. General. This evaluation will address the organization and operation of the Community Action Agency/Community Action Committee in the context of the local ordinance which established the agency and the Federal legislation and regulations which govern community action programs.

2. Public vs private non-profit Community Action Program (CAP). As stated earlier in this report, the Montgomery County CAP and the City of Baltimore CAP are the only public programs in the State. Of the thirteen CAAs in Maryland, eleven are private non-profit CAPs. Within the Washington Metropolitan Area, Alexandria and Fairfax County have public CAPs while in Washington, D.C., Prince Georges County and Arlington County there are private non-profit CAPs. Reviewing the organization and programs of the several CAPs, I am convinced that Montgomery County should remain public and not contract with a private non-profit organization to administer the community action program. My reasons for this position is that our County has a long history of progressive governmental programs to assist its economically disadvantaged citizens. Although there is skepticism for many governmental programs, even those providing service, low income residents would not find a private organization any more credible. Likewise the public CAP has available the services of the full range of those support services necessary to operate any program: accounting, financial management, procurement, transportation, etc. One of the more persuasive arguments for contracting with a private non-profit CAP is that it would work outside normal governmental channels and thus play a stronger role as advocate for low-income programs. While that argument may have value in areas of the country which are less sensitive to the needs of the poor, it simply does not fit the historical record of Montgomery County's concern for the economically disadvantaged.

3. Mission accomplishment. The law creating the Community Action Agency specified four broad purposes for its establishment. Of the four, the following three are, in varying degrees, being accomplished:

- to stimulate the use of available public and private resources in order to enable low-income families and individuals of all ages to attain the skills, knowledge and motivation needed for them to become self-sufficient and to secure the opportunities therefor;
- to involve the low-income population in developing and carrying out anti-poverty programs in the county and assist them in developing the leadership for such purpose; and
- to make government more responsive to the needs of the low-income population in the county.

The fourth--to significantly reduce poverty and its causes in the county--is impossible to measure and is probably impossible to accomplish. First, we do not have sufficient data on poverty, either past or current, with which to make comparisons. The 1970 census data and the 1977 census survey update did not collect data with which to develop specific statistical information on low-income residents. What we have are population estimates and broad categories (under \$10,000 income) by large geographical areas (See Exhibit B). Further, even if the County had more accurate statistics on low-income individuals as of 1977, the high inflation of the past few years has undoubtedly distorted those statistics.

Basically, the efficiency and effectiveness of the Community Action Agency to carry out community action programs must be judged in light of the steady rise in inflation, the shifting governmental priorities, and the realities associated with programs for low-income persons in a relatively affluent County. Considering these realities, I believe the Community Action Agency is fulfilling the purposes for which it was established. In subsequent paragraphs, I will discuss specific programs and operational conditions and suggest improvements which, in my opinion, would result in improved efficiencies.

#### Community Action Staff

4. General. The staff of the Community Action Agency is highly motivated and dedicated. Their professional experience is particularly noteworthy, with several staff members drawn from the same economic and cultural groups the agency is now serving. In numerous visits to low-income communities to observe staff performance and conduct interviews with staff and recipients, I was highly impressed with the personal commitment and professional ability of staff members.

Unfortunately, that motivation, dedication and commitment is deluted by the confusion and concern over what exactly is the basic

mission of the agency. The majority of the staff believe that the agency should concentrate its energies and resources in community organization activities, i.e. organizing the low-income community to work toward the accomplishment of common goals, leadership development and advocacy for programs which benefit the low-income. Others on the staff feel that the mission of the agency must include, in addition to community organization, providing direct services to low-income individuals.

Possibly contributing to the confusion is the job descriptions of the staff who are directly involved in community organization--the Community Organization and Programs Section. Of the eight positions authorized in that section, only two are Community Organization Specialists. The remaining six positions call for Community Service Aides. Whereas the class specification of the Community Organization Specialists enumerates duties associated with community organizing, the Community Services Aide class specification calls for duties associated with direct services (counseling, referral, coordination, etc.).

It is clear from the Federal law and local ordinance that the effectiveness of a community action agency is measured primarily in the improvements and fundamental changes it makes in the entire community's attitude toward the poor and the low-income community's ability to participate in the governmental process. However, the services which the community action agency provides directly contribute to community organization efforts. Services demonstrate the agency's concern for the needs of the low-income person. Likewise, successful programs like weatherization, energy crises intervention and the summer youth programs reinforce the credibility of not only the agency, but also the government. It must also be recognized that, while some direct services could be assumed by other public agencies or private groups, agency staff are on the scene in the low-income communities and are the first representatives of the government to receive a request for service. Problems common to those with low-income are ever present--evictions, lack of transportation, overcrowding, inferior housing, etc., and need attention. The staff of the agency cannot turn away and not help.

It is my opinion that what is needed is a clear statement to the staff that the basic mission of the agency and the committee is community organization. The long range goals of reducing poverty by involving the low-income population in developing anti-poverty programs and making all levels of government more responsive to the needs of the low-income population will only be met by developing the leadership and organization within the low-income communities. Continuing to provide direct services by agency staff draws down on the limited resources available to the agency to achieve more long term improvements for the low-income communities.

There is a valuable role for the agency in direct services. That role is to identify problems where direct services are needed. Once identified, the staff could alert the proper agency responsible for providing the service. If no agency has been charged with addressing a particular problem, then the staff and CAC should alert the government and work toward identifying an agency to help solve the problem. It appears to me that the agency's goals

are better served when its efforts are primarily directed toward coordinating available services and advocating for needed services than by actually providing the service--especially when the direct services continue indefinitely. Prior examples of direct services moving out of are: the job development program which was placed in the Division of Labor Services, the Information and Referral Service move to the Information Office and the recent move of transportation services to the Department of Transportation.

Two recent staff actions indicate that community organization is receiving increased priority within the agency. The first is the creation of a position of Leadership Development Specialist to identify and train potential leaders among low-income residents and to develop and implement a public information program. The other is the transfer of two Community Service Aides to work in community organization when legal services and Information and Referral were transferred out of the agency.

5. Comments concerning direct services. In the following subparagraphs are presented comments on the various direct services provided by the agency staff.

a) Head Start. An evaluation of the Head Start program per se was not within the scope of this report. However, the role of CAA as the prime sponsor of the Head Start grant and monitor of the program was examined. Early in the examination it was suggested that it would be more efficient if the BOE was the prime sponsor of the Head Start grant instead of the CAA. The reason for this suggestion was that the CAA could be eliminated from its "middle man" role. On closer examination this does not appear to be either practical or necessary because the present arrangement is working quite well. That opinion is shared by the HEW agency responsible for monitoring our Head Start program. In discussions with the HEW Region III Office and the Maryland Office of Economic Opportunity, which also has responsibility for monitoring the Head Start grant, it was apparent that they were satisfied that the present arrangement whereby the CAA is the prime sponsor for the Head Start grant is working efficiently and guaranteeing that the program serves the low-income population.

Another consideration in any change of prime sponsors is that there is no assurance that the BOE would be selected to receive the HEW Head Start grant. Under current Federal regulations, whenever the local government requests a change in prime sponsors for the Head Start grant, HEW must advertise and receive bids for the grant. Thus a private non-profit agency could conceivably be awarded the grant by HEW.

Consequently, it is my opinion that the present arrangement whereby the CAA is the prime sponsor of the Head Start grant with the BOE and BOYDS, Inc. as delegate agencies, should not be altered.

b) Weatherization. An evaluation by the Office of Community Development in mid-FY 79 concluded that the weatherization program was plagued with many technical and administrative problems. In the half-year since that report there has been a marked improvement in the program. There are still some problems: untrained CETA workman, language difficulties as most of the CETA personnel are Indo-Chinese, some inferior insulation materials and the difficulties associated with operating a County-wide home insulation service on a relatively low budget.

The improvements are the result of several management initiatives by CAA and the financial assistance of the Office of Community Development in the form of Community Development Block Grant (CDBG) funds. Among the improvements are: the program is now coordinated by a special projects officer on the agency staff; CDBG funds were authorized to hire a full-time project manager and tool/material specialist to perform those two important tasks which were previously CETA positions (these two positions will continue into FY 80 utilizing CSA funding); and a growing acceptance by the low-income community of the weatherization service.

Despite the recent improvements in the program under CAA management, and the obvious visibility and credibility it provides CAA, I question the continuation of this direct service program by the agency. At the heart of the matter is how deeply should the CAA become involved in providing direct services. Within County government there appears to be another agency whose principal duty more closely parallels the weatherization program. Also, the program could be contracted out to a private delegate agency. However, if the program is moved out of CAA, that agency will have to continue to monitor that the services are helping the poor.

c) Transportation. There is a clear need for public transportation to serve the up-County low-income communities. Besides providing low-income residents a means of meeting health, employment, recreation and other service needs, public transportation contributes to the assimilation of isolated low-income communities into the mainstream of County activities. Unfortunately, there appears to be no overall transportation policy to meet the needs of the up-County low-income communities, and the para-transportation services currently operating are uncoordinated and inefficient.

Recent Council discussions on the FY 80 DOT budget revealed the need to develop transportation criteria and policies whereby the needs, potential ridership, revenue and operating costs can be evaluated and transportation priorities established.

As for para-transportation services, there are several agencies besides CAA providing some form of transportation to low-income and other special categories of citizens: Elder Affairs, Health, the Housing Social Services element of DEP, and the Tenant Opportunities Program of HOC. The Department of Transportation is attempting to coordinate these individual transportation programs so as to improve efficiency and economy and reduce overlap. A recent DOT Transportation Resource Analysis indicated that a single manager to control these para-transportation operations would be more efficient.

d) Summer Feeding and Summer Youth Recreation. These are popular programs as they directly serve youth. Summer Feeding employs only four persons for a brief period and serves many children of low-income families. The Summer Youth Recreation program utilizes Recreation Department programs with all funds dedicated to transportation, admission

fees and other non-staff related costs. The major effort of CAA besides funding is to provide outreach and coordination.

e) Emergency energy assistance. This is a highly successful program which owes much of its success to CAA organization and outreach and to public advertising. The grants were received after the height of the winter season with little time allocated to organize the program and disperse the funds before the end of the fiscal year. The agency staff was able to set up the program and disperse over 90% of the funds provided by CSA.

f) Food distribution. Although not a large program in numbers of low-income families served (for the 1978 Thanksgiving holiday, 50 turkeys donated by a local corporation were distributed), CAA plays an important and necessary role in coordinating this traditional holiday service to low-income families.

6. Comments on Neighborhood Centers. Recently completed evaluations of the Scotland and Good Hope Neighborhood Centers by the Office of Community Development concluded that both centers are under utilized and that the participants are, for the most part, repeaters. Participants at Scotland are almost exclusively from the Scotland community. Those who visit Good Hope come from the homes close to the center. In summary, the centers are not attracting residents of the larger geographical area usually considered as constituting a neighborhood.

A review of recent correspondence and articles in the print media concerning the proposed center to be constructed in the Emory Grove area on Route 124 (referred to in the CIP as the Muncaster Community Center) indicates there is the potential for a similar attendance problem. According to Emory Grove community leaders, if the proposed center is constructed where currently planned, a site approximately one mile from Emory Grove, the low-income residents will not use the center.

While the specific problem of where to locate the Emory Grove/Muncaster Center is presently under review, the larger issue remains. The County simply does not have any written policy or criteria for centers. Specifically, policy governing what communities should have centers, the type center (social, recreation service, or combination), what population is to be served, and what agency should operate the center. Currently, centers are operated by CAA, the Recreation Department, Community Service Centers in the Office of the Executive and the Housing Opportunities Commission. At this writing, the Office of Planning and Capital Programming has prepared a draft policy paper on neighborhood centers which could serve as the basis for developing a County policy on centers. This study was funded in FY 78 with a Community Development Block Grant of up to \$25,000.



## Community Action Committee.

7. General. The current law gives the Community Action Committee a wide range of important powers and duties to enable it to carry out the policies and goals of the County's community action program to help low-income residents. (See Exhibit E). Since the Committee's beginning in 1965, active dedicated citizens have filled the membership positions allocated public, private and low-income groups.

The current Committee reflects the tradition of service by concerned and dedicated citizens, giving their personal time to help the low-income population. However, it is my opinion that the Community Action Committee as a collective body lacks the organization, political power and verve necessary to achieve the purposes for which it was established.

Outlined below are the salient conditions which I believe seriously dilute the efforts of the individual Committee members and diminish the overall effectiveness of the Committee as a whole.

a) Confusion over Committee's basic role. Interviews with Committee members reveal that there is confusion over the fundamental role of the CAC. Some see the Committee in an advisory role to the elected officials of the County and as an advocate for programs to improve the quality of life of the low-income population. Others, admittedly a minority, see the Committee's role as program direction, i.e. deciding on policies and programs of the Community Action Agency, and setting priorities for the staff.

One basis for this latter view is the County Code which specifies that the CAC staff "assist the Committee in carrying out its functions and administering programs developed by the Committee under the general direction and supervision of the Committee." The confusion over the Committee's basic role is also partially explained in the language of the Federal law and local code, in that each refers to the Committee as a "governing board." Another reason for this confusion may be explained by noting that the early (pre-1975) composition of the Committee included public members who were key elected and appointed officials (or their representative; e.g. the President of the Council, the County Manager, the Chairman of the Planning Board, the President of the BOE, MCPS Superintendent, etc.

Federal regulations of the Community Services Administration (e.g. 6400-01A) enumerate the powers of the board of a public CAA. A review of those powers indicates that, while the board has no direct supervisory powers, it is not just advisory.

b) Absence of cohesion within the Committee. Closely related to the confusion over its role, and probably a logical consequence of that confusion, is the absence of cohesion within the Committee. There appears to be an awareness on the part of the individual Committee member of the general needs of low-income residents; however, there is

no coherent set of Committee goals which can be translated into recommendations and advice to the agency staff. One of the probable reasons for this situation may be that the Committee has not developed the internal organization and controls which are necessary to bring forth meaningful debate and eventual consensus. The by-laws are outdated, the subcommittee system is not functioning, there are long unfilled vacancies and absenteeism is unusually high. The result is that the Committee is unable to accomplish much.

c) Inattention to issues affecting low-income. While taking an active interest in the various programs providing direct services, (Weatherization, Summer Feeding, Emergency Energy Assistance) and Neighborhood Centers, the Committee has neglected its advocacy role on numerous issues which directly affect the low-income population. Some of these issues are: the absence of bus service for up-County low-income communities, the lack of adequate low-income housing, concerns which are particular to low-income individuals of other nationalities (Spanish and Indo-Chinese), and the issues which affect low-income communities in the down-County area.

The reason for this inattention, in my opinion, is not a lack of concern for issues affecting the low-income. Rather, it is related to the organizational and administrative weaknesses of the Committee, such as an outdated set of by-laws, poor internal procedures, protracted vacancies and an excessive number of absences. Contributing to the situation is the inordinate amount of Committee time which is spent reviewing grant applications and reports to Federal, State and local agencies. The Committee rarely uses its subcommittees or the Executive Committee, choosing instead to conduct practically all business as a whole Committee, which reduces the available time to act on essential low-income issues.

d) Little moral support from the County Executive and Council. The Code specifies that the Committee or members designated by it would meet "from time to time" with the Executive, County Council and other public officials to further the functions for which the organization was established. Although the CAC Chairperson has made presentations to the Council during public hearings on the annual budget and the Chairperson testified at a recent mobile homes public hearing, Council has not met with the Committee in several years. The Committee did meet once with the previous Executive about two years ago. In my opinion the requirement to meet, with the elected officials was included in the law because such meetings would not only contribute to their understanding of the Committee's work but would also be a public demonstration of support for the Committee's efforts and contribute to the morale and motivation of the individual Committee members. (As indicated earlier in this report Council was represented on the Community Action Committee from 1968 until the present law was passed in 1975. Since 1975, a Councilmember has served in a liaison capacity with the Committee).

e) Absence of key elected public officials on the Committee. Prior to the local 1975 law, key elected and appointed public officials of County government and the other public agencies, or their representatives, were members of the Committee. I do not consider it coincidental that this same pre-1975 period is considered by many whom I interviewed as the period when the Community Action Committee had its greatest influence. In 1975, not only were most key officials dropped from Committee membership, e.g. the Chairman, Montgomery County Planning Board, the President, County Council and the President, BOE, but several important officials who remained on the Committee ceased participating either in person or through a representative. Three of these officials are: the County Executive, the Chairman, Human Relations Commission and the Director, Department of Community and Economic Development.

f) Agency does not operate in the entire County. Although local law clearly assigns the responsibility for community action programs County-wide to the Community Action Agency, that agency does not operate in the down-County area. The election district arrangement for selecting low-income representatives includes Takoma, Silver Spring, Bethesda, Chevy Chase and Wheaton, and some agency services can be found there, e.g. Head Start, Energy Assistance and summer programs. However, most of the CAA programs are not operating in down-County communities; these include Neighborhood Centers, weatherization, and, most important, community organization.

g) Current system for selecting representatives of poor is not working. The election district arrangement whereby the County is divided into twelve areas from which a low-income representative and alternate are selected "through a democratic process" is not working. It is a complicated system which takes too much time to execute. However, the strongest criticism is that the system does not provide representation for all low-income communities.

h) Lack of administrative staff. The law provides for an executive director and staff "to assist the committee in carrying out its functions and administering programs developed by the committee." However, the executive director is also the Chief of the Division of Community Programs. The responsibilities of the division chief in managing an organization of approximately 25 employees (not including CETA), a budget in excess of one million dollars, and the myriad of duties associated with the division--budget, grants, reports (to Federal, State and County) etc.--allows little time to serve the administrative needs of the Committee. Thus, the programatic functions of the division receive priority over Committee matters, with the result that the Committee is poorly served administratively, especially in the area of planning.

i) Failure to react to an internal evaluation. In 1977, the CAC appointed a subcommittee of its members to conduct a thorough self-evaluation of the role and functions of the Committee and the

administration of the community action program. The evaluation resulted in a number of positive suggestions. Unfortunately, that apparently was the end of it. There is no record that the Committee has monitored implementation of the recommendations by the CAC or the staff. A sub-committee was appointed early in 1979 to review its implementation, but as of this writing has not been active.

j) Miscellaneous. In addition to the above observations, there are other factors which reduce the effectiveness of the Community Action Committee. First, the Committee does not have a role in program and budget planning. Any program planning that is accomplished is done by the staff. In the case of the annual operating budget, the Committee reviews it late in the process after the Office of Family Resources, Office of Budget and Research and the County Executive have made their decisions. There is no process by which the Committee can provide input during the development stage of the Division of Community Programs' budget. A second factor is that the subcommittee system is weak. In addition, the Committee fails to use the Executive Committee to conduct much of the routine business. The result of these two situations is that all business is brought before the full Committee at the monthly meetings where little is able to get accomplished due to the long agenda and the absence of a quorum.

8. Suggested Improvements. The observations in the preceeding sections are not all inclusive; however, they are, in my opinion, the most important. Outlined below are several suggestions on how to improve the effectiveness of the Community Action Agency. These suggestions are also not intended to be all inclusive, but are considered to be the most important.

a) Clarify the mission of the Community Action Agency.  
The consensus of past and present Committee members, and the apparent intent of the law, is that the agency should place its major efforts on community organization while retaining close monitorship over the various direct services programs which help the poor. This would include leadership development, organizational training, advocacy and monitorship of all programs which affect the low-income population. Direct services should be attempted only when no other public or private agency is able to satisfy the need in a timely manner, and then for only as long as it takes to find another agency to assume responsibility for the service.

b) Clarify the role of the Community Action Committee.  
Whether the Committee is advisory (as generally accepted and supported in the recent report of the Committee on Committees) or has program direction responsibilities should be clearly determined so as to eliminate confusion among Committee members.

c) The split responsibility for community action programs in the County should be evaluated. The present arrangement divides

services to low-income residents between two agencies--the Division of Community Programs in the Office of Family Resources and TESS (Takoma East Silver Spring) which is subordinate to the Executive staff. The two agencies compete for the limited resources devoted to programs which serve the low-income. Although the two agencies are confronted by problems common to low-income communities, there is no formal coordination mechanism between the two and no TESS representation on the Community Action Committee.

d) Elected officials or their representatives should serve on the CAC. Elected officials and key appointed public officials, or their representatives, should serve on the Committee. Not only would such a change significantly increase the influence of the Committee, but it would also follow Federal regulations. Since the 1967 amendments to the Economic Opportunity Act, the Federal law states that elected public officials, or their representatives, should be selected to fill the one-third membership reserved for public officials. If the number of elected public officials is insufficient than the remaining positions should be appointed public officials from agencies with an interest in the low-income. Three appointed public officials which I believe should have representation on the Committee are the Chairman, Montgomery County Planning Board (a member prior to the 1975 local ordinance); the Director, Office of Community and Economic Development and the Chairman, Human Relations Commission. The latter two currently are authorized positions on the Committee, but have failed to fill them.

e) Reevaluate method of selecting low-income representatives. Reevaluate the current election district system and procedures used to select low-income representatives to the Committee. The current system is laborious and does not guarantee representation of the critical low-income communities. A possible improvement is to elect representatives from those Neighborhood Strategy Areas designated in the Community Development Block Grant plan which cover low-income communities.

f) Reevaluate positions assigned to the private sector. Many current positions have gone vacant for long periods while other agencies which have direct interest in the low-income population are not represented, e.g. United Way. Because there appears to be more private groups who qualify for membership in this category than there are membership positions, it would appear prudent to devise a system of rotating members.

g) Rewrite by-laws and internal operating procedures. The by-laws and internal operating procedures of the Committee need to be revised to bring them in line with recent changes in the CSA regulations and to correct the shortcomings which have inhibited the effective operation of the Committee. Among the areas which need review are: size of the Committee (Federal regulations authorize any number between

fifteen and fifty-one); the frequency, location and agenda format of Committee meetings; the role of the Executive Committee and designated subcommittees; the terms of the members and quorum requirement (the Code may be in conflict with current Federal regulations on the latter two items).

h) Designate an Executive Secretary to the CAC. The administrative responsibilities associated with a 39 member board require the full time service of an executive secretary. The relationship of this executive secretary to the Chief of the Division of Community Programs will require thought and clarification.

9. Relationship between CAA and the Rosemary Hills Inter-Neighborhood Council. Included in the scope of this evaluation was an examination of the present and possible relationship between the Community Action Agency and the Rosemary Hills Inter-Neighborhood Council (INC). The INC is a private organization under contract with the County to serve the Rosemary Hills community complex. Essentially, it is a mini-community action agency in that it is also involved in organizing the residents who live in the Rosemary Hills community so they may influence the decisions which affect their community. Although community organizing is the principal mission of INC, they perform some direct services. These include counseling, assisting evicted tenants, planning community activities, mediating tenant confrontations, and so on. In FY 79, additional funding was provided the INC to establish a mini-service center in Rosemary Hills. This program is the Community Resource Information Service Program (CRISP).

The INC is totally funded by the County, with the Director, Silver Spring Center overseeing contract performance. Funding for the past few years was as follows:

FY 76 -	40,000	
FY 77 -	40,000	
FY 78 -	25,000	
FY 79 -	80,000*	(This increase reflects \$45,000 for CRISP.)
FY 80 -	25,000	

Monitorship of the INC contract is by an Evaluation Committee which is chaired by the Director of the Silver Spring Center. Serving on that Committee is the Chief of the Division of Community Programs, OFR, who is also the Executive Director of the Community Action Committee. His membership on the Evaluation Committee is the only relationship between INC and the Community Action Agency.

In my opinion there should be a closer relationship between INC and the CAA. I do not know all the factors which influenced the decision to set up a private organization to work in Rosemary Hills rather than give the mission to the CAA. I would suspect that it was partially a matter of CAA staff availability. Also, the basic arrangement whereby the CAA operated in the upper County must have been a consideration. Whatever the reasons for not giving the mission to the CAA five years ago, there appears to be little logic in not having a closer relationship between the two agencies now. The Community Action Committee should have a rapport with the citizen INC Policy Board and

the CAA staff should establish a communication link with the INC staff. This would certainly be in line with the intent of the County law which established the CAA: "to promote coordination among private and public agencies concerned with poverty."

## VI. OTHER MATTERS

1. In the course of this evaluation, other matters relating to the Community Action Agency were revealed. These other matters are presented in this section to give the reader a complete evaluation of the subject. In some instances, I have made recommendations concerning the matter presented.

2. Six Year Public Service Program (PSP). The Montgomery County Charter requires the County Executive to annually submit a comprehensive six year program for public service and fiscal policy. The Charter further specifies that:

"The public services program shall include a statement of program objectives and recommend levels of public service by the County government, and shall provide an estimate of costs, a statement of revenue sources, and an estimate of the impact of the program on County revenues and the capital budget."

A review of recent department PSPs reveals that they are useless because they simply carry out for an additional five years the same data projected for the proposed budget year. The PSP of the Division of Community Programs (Community Action Agency) is a typical example in that the projections for annual expenditures, personnel complement and activities (with one exception) for the years FY 80 thru FY 85 are exactly the same. This is not a problem limited only to the Division of Community Programs. A review of the FY 80 Recommended Budget indicates similar examples: County Council (p. 3); Legislative Oversight (p. 5); County Executive (p. 15); and Budget and Research (p. 20).

It would appear that a more realistic planning vehicle than the PSP could be developed. One possible suggestion would be to project two or three years into the future rather than six.

3. Policy on Community Centers. Presently, centers are operated by the Community Action Agency (Neighborhood Centers at Scotland and Good Hope), the Recreation Department (e.g. Sandy Spring); Community Centers (TESS) and HOC (Tobytown). During each budget review period the Council receives requests from communities to place a center in their area. There is no County policy or criteria for determining what

communities need centers, the type of center (social, recreational, service or combination), or the agency best equipped to operate the center.

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4. Rigid attendance requirements. The recently published report by the Committee on Committees recommends that the Council reconsider the current regulation which specifies that any member who is absent from 25% or more of the scheduled meetings during any six-month period is deemed to have resigned. Considering the frequency of CAC meetings (eleven per year) and the fact that the low-income representatives come from all areas of the County, the stringent attendance rule should be liberalized or, as a minimum, the law should be amended to permit the Chairman or Executive Director to pre-excuse members for bonafide reasons.

5. Code of Ethics. The Montgomery County financial disclosure law (Sec. 20A-3d) requires that all unpaid members of boards, committees and commissions sign a sworn statement that they have read and understood the Code of Ethics. This requirement has value in those instances where the board, committee or commission has adjudicatory, licensing or program direction functions. However, in those cases where the board, committee and commissions are merely advisory the requirement appears to be excessive.

6. Role of the State. The role of the State in community action programs is principally one of technical assistance and support. Within the Maryland Department of Human Resources, the Office of Economic Opportunity (OEO) monitors the thirteen community action agencies operating in Maryland and provides assistance in identifying and securing various State and Federal grants. Although most Federal grants do not require specific State approval, some can be vetoed by the State. Two current Federal grants to CAA, weatherization and the emergency energy payments, are administered directly by the Maryland OEO.

7. Changes to County law and CAA procedures necessitated by recent changes in Federal regulations. Effective June 13, 1979, the Community Services Administration published a revised regulation (CSA6400-01A) concerning CAA boards and committees which will require changes to the basic County law (Article IV, Chapter 27, Montgomery County Code, 1972, as amended), and the CAC by-laws. Outlined below are the more significant changes.

a) All references to the Community Action Committee as a "governing board" is no longer considered correct. The CAC is now referred to as the Community Action Board.



b) The composition of those members who constitute the public officials of the Community Action Board must be modified to provide representation for the elected public officials who are currently holding office. The elected public officials have the prerogative of naming his/her own representative to the Board who will act in the interest of the public official. At one time a Councilmember served on the CAC, but the County Attorney ruled such membership was contrary to the Charter. Currently, one Councilmember maintains liaison with the CAC.

c) The CSA has recently changed the requirement for a quorum to conduct business from a majority of the members to "at least 50 percent of the non-vacant seats."

d) Federal regulations require alternates for both low-income and private organization representatives. Our current law only provides alternates for low-income representatives.

8. County Executive should publish low-income guidelines. As stated earlier in this report, there is no single definition of what constitutes a low-income person. Several guidelines with varying criteria are applied depending on the program under consideration. Chapter 27 of the Code charges the County Executive with the responsibility of adopting guidelines which would establish what is low-income. Since the law's enactment in 1975 the County Executive has not published any guidelines, necessitating the public agencies which provide human services to derive their own criteria for low-income determination. One suggestion could be to adopt the currently used Section 8 housing categories of "lower" and "very low."

9. Community Action Agency and moderate-income persons. Federal and local law require the Community Action Agency to direct its efforts to the low-income population. This is especially the case for direct service programs (weatherization, emergency energy payments and summer recreation and feeding). However, the agency should not be so rigidly tied to income guidelines when dealing with such broad issues as transportation, housing and community organization. These issues usually impact on more than one single community and, hence, require a macro-approach to finding solutions. Although we usually refer to communities by income level, I would submit that most communities are not exclusively low, moderate or middle--depending on what economic label is used. This appears to be especially true in this period of inflation.

When working with community organization, transportation and housing, the needs of the poor may be better served by taking up the cause which may appear to benefit a mixed-income population. One can imagine the transportation benefits to low-income communities like Emory Grove, Norbeck and Sandy Spring if a scheduled bus route was established along the Georgia Avenue corridor to Olney or between Rockville and Gaithersburg. Likewise, housing issues do not fall into

neat economic compartments of low or moderate income. Finally, there would appear to be some potential benefits to the low income residents of a mixed-income community in enlisting moderate income persons in community organization efforts. There is precedent for serving a population beyond the Federal mandate. Montgomery County has locally defined the mandate for programs administered by the Housing Opportunities Commission and the Department of Social Services.

## VII. CONCLUSIONS.

1. The members of the Community Action Committee demonstrate a personal commitment to the policies and goals of the Community Action Agency and are individually dedicated to the accomplishment of those goals; however, as a collective body the Committee lacks the organization, verve and political clout necessary to achieve the purposes for which it was created.

2. The major reasons the Community Action Committee has not been a vital force in mobilizing the resources of the County to combat poverty include the following:

a) The Committee is unsure of its role: advisory or program direction.

b) The Committee is not adequately served administratively in that the Committee's Executive Director is also the Chief, Division of Community Programs--both positions requiring full-time effort.

c) The Committee is functioning with outdated by-laws, poor internal procedures, protracted vacancies and excessive absenteeism with the result that very little gets accomplished--and what is accomplished takes an inordinate amount of time.

d) Although the ordinance establishing the Community Action Agency assigned it responsibility for poverty matters County-wide, the Committee has limited its activities almost exclusively to the upper-County.

e) The Committee lacks the obvious political clout which would result from having the elected public officials, or their representatives, as members.

f) In the more recent past, the Committee has received little moral support from the County Executive and the Council.

g) The present system of selecting low-income representatives is complicated, time consuming and fails to provide representation from all low-income communities.

h) The Committee failed to take advantage of the positive suggestions of a 1977 internal evaluation subcommittee.

3. The staff of the Community Action Agency is confused as to whether the Agency's primary mission is community organization or direct services.

4. The County ordinance on the Community Action Agency needs to be reviewed and modified to strengthen the Agency and bring the law into compliance with recent changes in Federal regulations governing community action agencies.

5. There exists a requirement to develop a County policy on community centers.

6. Although current County policy directs that there should be communication and coordination among private and public agencies concerned with poverty, that policy is not being followed in the case of the Community Action Agency and the Rosemary Hills Inter-Neighborhood Council.

#### VIII. RECOMMENDATIONS

1. Article IV, Chapter 27, Montgomery County Code, 1972, as amended, should be reviewed and, where appropriate, amended to provide for the following:

a) Change the designation of the Community Action Committee to the Community Action Board.

b) A concise definition of the role of the Community Action Board. (In determining this role, the Federal CSA regulations should be considered.)

c) Designate an Executive Secretary to the Community Action Board with sole duties to serve that Board.

d) Provide for representation on the Community Action Board of all elected public officials, or their designated representatives.

e) Provide for a concise statement that the principal mission of the Community Action Agency is community organization and that any direct services by the Agency contribute to that mission.

f) Liberalize the attendance requirements at Community Action Board meetings or provide for pre-excusing members for bonafide reasons.

2. The Community Action Board should rewrite its by-laws and strengthen its internal operating procedures to improve the Board's efficiency and to comply with recent changes in Federal regulations. As a minimum, the following should be accomplished:

- a) Review the frequency and location of meetings.
  - b) Strengthen the role of the Board's Executive Committee.
  - c) Provide for increasing the role and functions of the Board's subcommittees.
  - d) Review and possibly change the current method of selecting low-income representatives.
  - e) Provide for rotation of private groups to permit a wider range of representation.
  - f) Review the current size of the Board for possible changes which would make the Board more efficient.
  - g) Comply with recent changes in the Federal regulation concerning alternates, quorum and other operational improvements.
3. The Community Action Agency and the Rosemary Hills Inter-Neighborhood Council should establish a close operating relationship where open communication and an exchange of information are encouraged.
4. A policy on community centers should be developed.

#### IX. AGENCY/DEPARTMENT COMMENTS AND OLO RESPONSE

##### 1. General:


- a) Before submitting this report to the Council, a draft copy was sent to the County Executive, Chief Administrative Officer, ten affected agencies/departments/offices, the Maryland-National Capital Park and Planning Commission, the Montgomery County Public Schools and the Housing Opportunities Commission.
- b) Replies were received (some orally) from three offices the Division of Community Programs, The Office of Family Resources and the Silver Spring Center.
- c) Many comments corrected basic data and provided valuable additional clarification and justification which are included in this final report. The comments of the Director, Office of Family Resources and Chief, Division of Community Programs (who is also the Executive Director of the Community Action Committee) are presented below in their entirety.

2a. Comments of the Chief, Division of Community Programs:

M E M O R A N D U M

August 7, 1979

TO: Andrew Mansinne, Jr., Director  
Office of Legislative Oversight

FROM:  James H. Farmer, Chief  
Division of Community Programs

SUBJECT: RESPONSE TO OFFICE OF LEGISLATIVE OVERSIGHT REPORT  
78-2, AN EVALUATION OF THE COMMUNITY ACTION AGENCY

Basically, I would have to concur with your draft report; however, there are some comments I would like to make:

Page 31, VI CONCLUSIONS.

1. I believe that most board members do understand that their role is advisory and cannot agree with a). Also, while great emphasis is being put on the Emory Grove and Middlebrook areas, a lot of work is being done in the Northeastern areas (i.e. Sandy Spring, Norbeck, Mt. Zion, Good Hope, and Stewart Lane); therefore, I don't believe the d) is altogether true.

2. I completely disagree with number 3 which indicates that the CAA staff is confused as to whether the agency's primary mission is community organization or direct services. The staff does understand that the primary mission is community organization. The reality is, that the need for direct services is so great that the CO staff has to deal with individual problems. It would be impossible to neglect such needs and expect to be successful with a CO effort.

3. Number 6 is incorrect. INC has been involved with our agency on several occasions; INC assisted the CAA in getting information out regarding our Crisis Intervention, Summer Food, Summer Recreation and Weatherization programs. The INC staff along with TESS staff and the CAA staff participated in CO training conducted by Howard University's Graduate School of Social Work; and I have made it known to INC that our agency stands ready to assist whenever possible.

I actually have had two Community Services Aides working on a part-time basis in the Summit Hills area in past years. Due to priorities in areas covered by the CAA, I have to pull the two CSAs out.

I would also think INC does not want too much County agencies' involvement in the Rosemary Hills's area. That is the primary reason as I understand it, why the County funds INC.

3

Page 32 - VIII RECOMMENDATIONS.

b) I believe that the Board does provide program directions when priorities are set as listed in the agency's work program. I would agree that more Board participation is needed when such decisions have to be made.

e) As indicated before, I believe that it is already clear that CO is the agency's main thrust.

f) I believe that an Executive Secretary for the Board would improve the efficiency of the Board; thereby, making it unnecessary to reduce the number of members.

3. I believe TESS and the Community Services Center should invite any formal connection between INC and the CAA. After all, these two agencies are responsible for the Rosemary-Summit Hills area. Our involvement without invitation, could damage our present positive relationship with those agencies.

4. A statement should be added that a policy on community neighborhood centers is the responsibility of the Department of Economic and Community Development (\$25,000 was provided for a study to be made to decide a policy).

b) OLO Responses:

Reference paragraph 4 of Mr. Farmer's memorandum concerning a policy on centers. The CDBG FY 78 grant of up to \$25,000 provided the study would have the following goal:

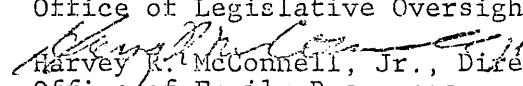
"Prepare a comprehensive analysis of the need for neighborhood facilities within low and moderate income neighborhoods. Analysis would include criteria for assessing needs and location/facility design and criteria for establishing service area boundaries and service delivery distribution. Study would serve as basis for assessing neighborhood requests for community centers."

3a. Comments of the Director, Office of Family Resources:

M E M O R A N D U M

August 23, 1979

TO: Andrew Mansinne, Jr., Director  
Office of Legislative Oversight

FROM:  Harvey R. McConnell, Jr., Director  
Office of Family Resources

SUBJECT: PRELIMINARY RESPONSE TO DRAFT OFFICE OF LEGISLATIVE  
OVERSIGHT REPORT 78-2, AN EVALUATION OF THE COMMUNITY  
ACTION AGENCY

You have already received a separate response from James Farmer, Chief, Division of Community Programs, Office of Family Resources, and Executive Director of the Community Action Agency. I appreciate your extending your time for me to make comments to accommodate the fact of my being on annual leave when your report was received.

Generally, I concur in the draft report and in the conclusions and recommendations of the report. You have correctly identified most of the problems and issues with which we have been struggling, and the description of the services and organization of the Agency is accurate and complete. Naturally, there are some specific comments I would like to make in regard to some portions of the report.

I think first is that in reading it I was left with an overall impression that the Community Action Committee was not as effective as desired because of vacancies, poor attendance of members, confusion of members regarding roles and lack of training for their responsibilities. While I agree with this impression, I do think it needs to be put into the proper perspective, both over the history of the Community Action Committee here and compared with other Community Action Boards. Historically, except for the very early days of the War on Poverty, CAC has had continuing problems as described above. It is my perception and understanding that most CAC's around the country have exactly the same problems, and we are probably no worse, and unfortunately no better, than most of the others.

It has also been my experience that most Boards and Commissions which are not clearly regulatory continually struggle with their role and the conflict between being advisory and being directive. Even when the majority of the members are clear as to their role, there is frequently a small minority who cannot accept that role. There is also frequently confusion regarding who it is that the body advises. Again, I do not think the CAC Board is unique either among Boards or among other CAA's.

I should also point out that I have deliberately not pressed for government members to attend until we have had better attendance from representatives of the poor and private groups, as I have not wanted to give the appearance of government domination in the Board's deliberations.

I do believe that given a separate Executive Secretary position as is now the case with the Commissions on Aging, Children and Youth, and Handicapped Individuals, the Board function could be improved even remaining at thirty-nine(39) members. New CSA Regulations will require more activity from elected officials and hopefully increase the effectiveness of the Board.

In regard to staff, I believe generally they recognize their primary mission to be Community Organization, and I believe that both Mr. Farmer and I continually convey that sense. There is however, some inherent need to be involved in delivering direct services in order to organize a community. These involve individual advocacy as well as information and referral. There is also inherent conflict in federal regulations which require certain funds to go to a CAA if one exists, i.e., Summer Food Service, Summer Recreation Program, Weatherization, Crisis Intervention (to make payments for high heating costs), etc. While many of these can be contracted, the agency is still responsible for assuring implementation, client eligibility, monitoring and reporting. Sometimes it is easier just to do it ourselves, and at other times no other agency is eager or even willing to take on programs whose funding is erratic, allows no planning time, and has extremely short implementation and completion dates.

In reference to INC, some background on how INC was initially funded may clarify why CAA has had limited involvement. The goal of Community Organization is to enable a community to identify leaders within the community in order to organize itself to identify and deal with issues affecting the community. That was exactly what INC had already done without any need for or assistance from CAC. The leaders of the community approached the County Government with a request for funds to deal with issues and problems which they and the County Government agreed had to be handled in some way. The community leaders were adamant about doing it themselves and clearly distrusted government. The decision to fund the group was a conscious and deliberate experiment to see if this was a viable alternative to direct government intervention. Perhaps, unfortunately, criteria to clearly evaluate effectiveness of social action programs are not clear enough to really allow us to agree whether the experiment has succeeded or not.

Community Organization is a continuing activity of INC because it is a necessary task in every community in order to deal effectively with problems. CAC staff has stayed out of this role both because INC has preferred it and because other staff reporting to a different body would confuse the effort and be very difficult to coordinate.

Mr. Farmer does serve, as I do, on an Evaluation Committee for INC. The Silver Spring Center serves as the principal facilitator for coordination of all government services in the INC area. There is coordination of programs except for Community Organization efforts which, as stated above, we have simply avoided altogether.

Our Office has prepared revisions to the County Ordinance establishing CAC in order to comply with new federal regulations. These are being reviewed within the Executive staff and the County Attorney's Office and after approval by the Executive will be forwarded to the Council for its consideration.



I do not agree with the specific recommendation on page 32, VIII 1, b. "...assign to the Community Action Board the role of program direction of the Community Action Agency..." As is pointed out elsewhere in your report, our CAA is a public agency, and you recommend, and I agree, that it continue as a public agency. As such, the ultimate responsibility for the direction of program falls on the staff, myself, and the Executive. I believe as long as the Committee is not a separate autonomous body, chartered by law, such as HOC, then the program direction responsibility and authority must reside in the Executive Branch of government.

I do believe that the Committee should advise on program direction, priorities, budget, etc. The Committee does that now, but I do need to improve that process to assure timely and the maximum extent of input.

b) OLO Response: None.

Partial List of Persons Interviewed

(Note: CAC = Community Action Committee; CSA = Community Service Administration; HEW = Health, Education & Welfare; and MC = Montgomery County)

Albert B. Atkinson	Human Services Specialist, Maryland Office of Economic Opportunity
Edward Bloom	M.C. Department of Social Services designee, CAC
Robert Bor	Former designee to CAC from Allied Civic Group
Benda Butler	Executive Director, Inter Neighborhood Council
Brant Coopersmith	Member Board of Trustees, United Planning Organization (Washington, D.C.)
William L. Davis	Executive Director, United Planning Organization (Washington, D.C.)
Allan Dean	Executive Director, M.C. Human Relations Commission
Henry Dixon	National Association of Retired Federal Employees designee, CAC and Chairman, Program Development and Evaluation Subcommittee
Bertram Drayton	Mayor of Rockville designee, CAC
Rev. Lincoln Dring	Former Chairman, CAC
Howard Gaston	Field representative, Region III, Federal Community Services Administration
Ms. P. Grieco	Community Representation, Children, Youth & Families, Department of HEW
Gary Grunden	Chief Program Management Development, Region III CSA
Leonard D. Jackson	Former Low Income representative and Chairman, CAC
Edith Jamison	Executive Director, United Citizens Against Poverty (UCAP) (P.G. County's CAC)
Dr. John C. Kelly	Housing Opportunities Commission designee, CAC
Reinhart Koch	Health Department designee, CAC
Teresa Pena	Spanish Speaking Community representative, CAC
Larry Pignone	Executive Director, M.C. United Way
Jack Powers	Executive Director, City of Alexandria, Economic Opportunities Commission

A.J.D. Schmidt	Bar Association designee, CAC
Carolyn Snowden	District 12 representative and present Chairman, CAC
Beulah Terry	District 7 representative, CAC
Sam Tucker	Executive Director, Fairfax County CAC
Frank W. Welsh	Executive Director, Office of Economic Opportunity, State of Maryland
Dr. Charles Wiles	Superintendent of Schools designee, CAC

# HOUSEHOLD INCOME BY FORECAST AREA<sup>1/</sup>

Forecast Area	Under \$10,000		\$10,000 and Over	
	White	Non White	White	Non White
Urban Ring	15,017	1,995	102,111	9,293
I-270	2,053	754	17,328	1,193
Potomac	*		11,217	*
Colesville	940		12,596	1,357
Olney	*		5,723	*
Damascus and Poolesville	772		4,024	*
Total	19,484	2,749	152,999	12,812

<sup>1/</sup> Includes 2,288 households not reporting income or race

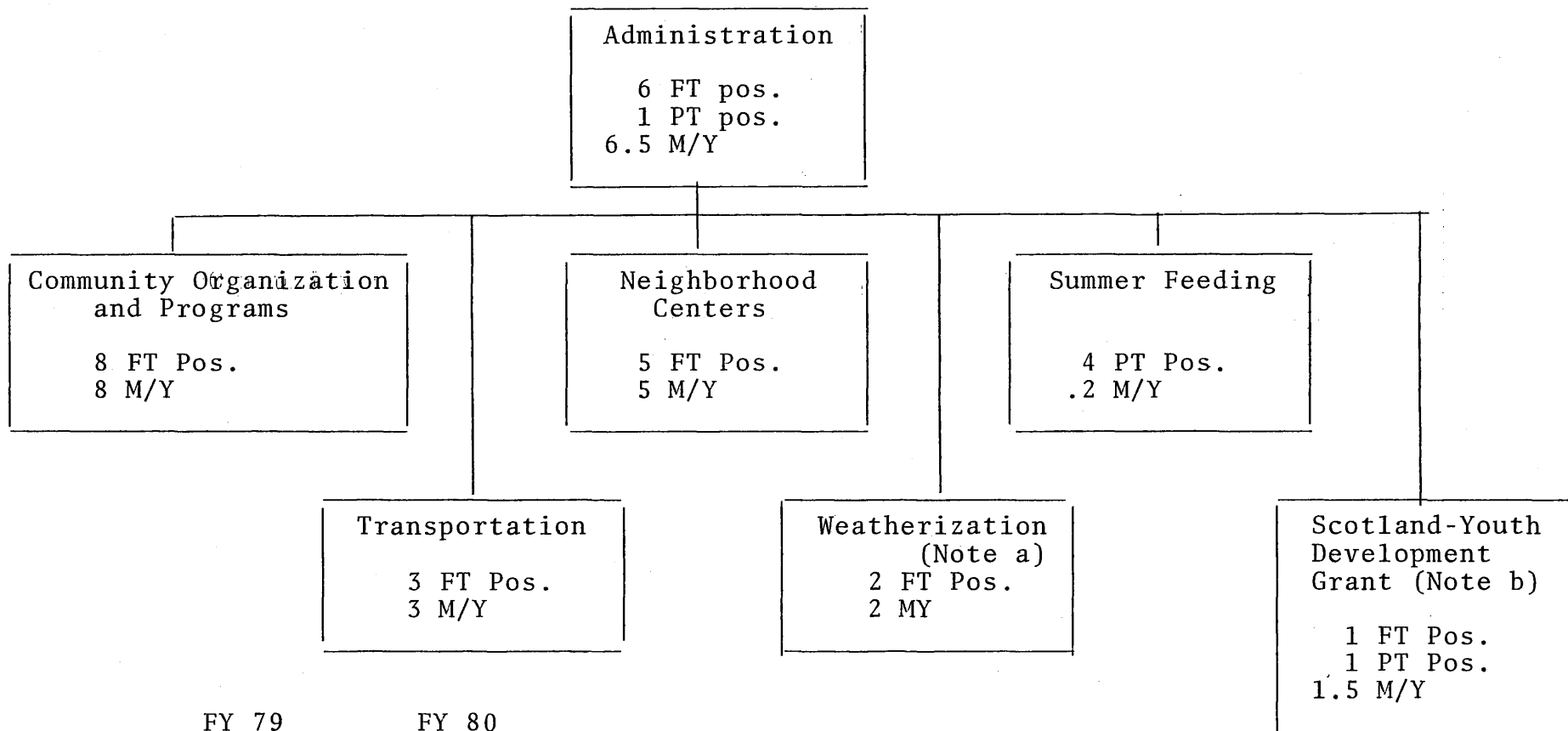
\*Less than 500 in each area, precise number subject to a large estimating error

Source: 1977 Census Update Survey, Montgomery County  
Planning Board

IB:lm  
6/12/79

Division of Community Programs (Community Action Agency)

(FY 79 and FY 80)



	<u>FY 79</u>	<u>FY 80</u>
Total Positions:	FT--23	FT--25
	PT-- 5	PT-- 6
TOTAL	<u>28</u>	<u>31</u>
Total Manyears:	FT--23.0	FT--25.0
	PT-- .7	PT-- 1.2
TOTAL	<u>23.7</u>	<u>26.2</u>

Note a: The Weatherization program for the 1st and 2nd Quarters, FY 80 are authorized 14 full time CETA positions. For the 3rd and 4th Quarters, FY 80, the program is authorized 39 full time CETA positions.

Note b: For FY 80 only.

Division of Community Programs

Office of Family Resources

<u>Expenditure</u>	<u>FY 79 Budgeted</u>	<u>FY 79 Supplemental</u>	<u>FY 80 Budgeted</u>
Salaries & Wages (incl. fringe)	\$ 453,000		\$ 518,420 (note a)
Operating expense	886,720		927,052
Capital outlay	1,010		12,270
TOTAL	<u>\$1,340,730</u>		<u>\$1,457,742</u>

Expenditure & Personnel  
by Activity and  
Program

Administration Pos/My	179,620 7/6.5		180,380 7/6.5
Community Organization Pos/MY	125,800 6/6.0		163,600 8/8.0
Transporation Pos/MY	88,270 4/4.0		73,620 3/3.0
Legal Svs/Infor & Ref. Pos/MY	30,550 2/2.0		-0- (note b) -0-
Two Neighborhood Centers Pos/MY	92,440 5/5.0		92,870 5/5.0
Head Start	699,540		699,540
Boyds Day Care	70,830		70,830
Summer Recreation	4,760		4,760
Weatherization Pos/MY		\$ 49,000 (note c)	33,470 (note c) 2/2.0
Summer Feeding Pos/MY	48,920 4/.2		48,550 4/.2
Emergency Energy Assistance		150,474 (note d)	(note e)
Scotland Youth Dev. Grant Pos/MY	-0-		65,900 (note f) 2/1.5
Community Food and Nutrition TOTAL	<u>\$1,340,730</u>	<u>\$199,474</u>	<u>24,112 (note g) \$1,457,742</u>
Pos/MY	28/23.7		31/26.2

Source: Office of Budget & Research

Source of Funds - FY 80

County - 27%  
Federal- 73%

<u>Source</u>	<u>Purpose</u>	<u>Amount Budgeted</u>
County	Principally administration	\$ 398,570
Federal (Both direct and thru State of Maryland)		
Community Services Administration	Principally administration	150,000
	Scotland Youth Development	65,900
	Community Food & Nutrition	24,112
	Summer Recreation	4,760
Health, Education & Welfare	Head Start	699,540
	Boys Day Care/HS	70,830
Dept. of Agriculture	Summer Feeding	44,030
		<u>\$1,457,742</u>

Notes

- Note a: For FY 80, does not include \$22,000 for Cost-of-Living.
- Note b: Legal services and Information and Referral were terminated beginning in FY 79. The State funded Judicare program (administered by DSS) assumed the legal aid functions. Information and Referral is now in the Executive branch. The two Community Service Aide positions were retained in CAA and transferred to Community Organization.
- Note c: The FY 79 budget of \$49,000 represents grants from the Federal Department of Energy, the Community Services Administration and Housing and Urban Development. Additional Department of Labor funds of approximately \$200,000 for CETA employees is included in the budget of Labor Services (OFR). For FY 80, the \$33,570 represents only salaries and wages as the FY 80 grants for materials and other operating expenses have not been received.
- Note d: For FY 79 an additional grant of \$50,000, guaranteed by CSA was expended; however, a \$50,000 Federal FY 79 grant will be received and credited in the FY 80 budget.
- Note e: FY 80 grants have not been received.
- Note f: Scotland Youth Development Grant is a new program in FY 80.
- Note g: Community Food and Nutrition is a new program in FY 80.

## Community Action Committee

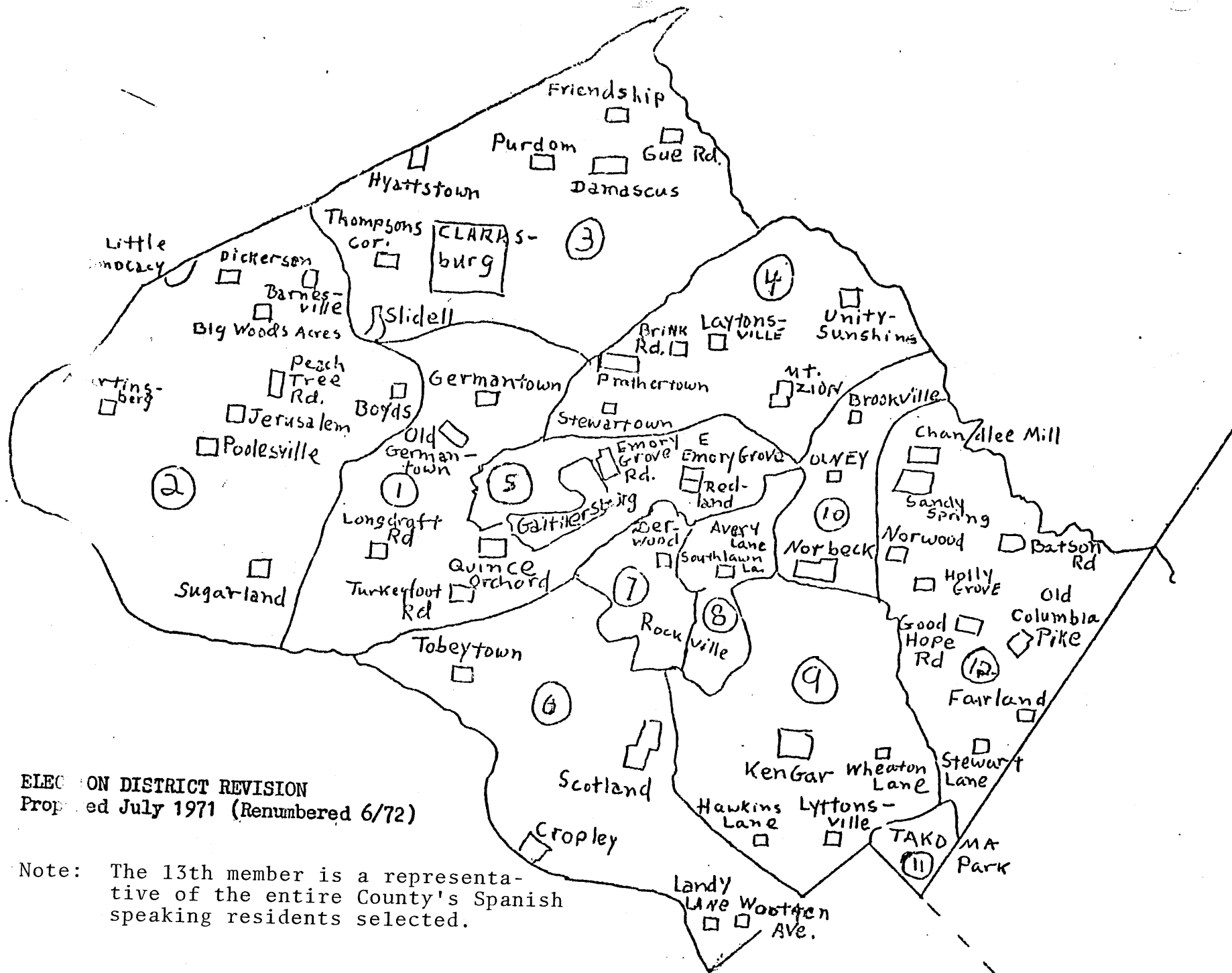
Extract of Article IV, Section 27-42, Montgomery County Code, 1972, as amended.

Sec. 27-42. Powers and duties generally of committee.

To accomplish the purposes for which the community action agency is established, the community action committee shall have the power to:

- (a) Make recommendations on the initiation and development of the community action program;
- (b) Recommend to the county executive an annual budget to support the community action program and develop grant applications in support thereof;
- (c) Decide changes in the community action program within the limits of the annual budget;
- (d) Recommend expenditures within available appropriations or budgetary allocations for the community action program;
- (e) Recommend transfers between and within programs within available appropriations or budgetary allocations;
- (f) Give general advice on the administration of projects carried out in implementation of the community action program;
- (g) Accept, use and account for contributions of property and services from organizations or individuals for purposes consistent with the community action program;
- (h) Participate in recruiting and screening candidates for the position of executive director; and recommend a candidate or candidates for executive director; participate in the performance evaluation of or any personnel actions concerning the executive director;
- (i) Recommend the type and number of personnel required to staff the organization and carry out approved projects;
- (j) Adopt, amend and repeal by-laws, rules and regulations governing the manner in which its activities may be conducted and the powers vested in it may be exercised;
- (k) Provide advice and recommendations to the county executive, county council and other public and private agencies;
- (l) Establish communications with the community concerning programs and policies affecting low-income persons;
- (m) Perform all lawful actions as may be necessary or appropriate to achieve the purposes for which the community action agency is established, including the selection of low-income representatives.
- (n) Carry out such operations as the county government may specifically authorize or provide.





ELECTION DISTRICT REVISION  
Proposed July 1971 (Renumbered 6/72)

Note: The 13th member is a representative of the entire County's Spanish speaking residents selected.





COMMONWEALTH OF VIRGINIA  
COUNTY OF FAIRFAX

4100 CHAIN BRIDGE ROAD  
FAIRFAX, VIRGINIA 22030



OFFICE OF THE COUNTY EXECUTIVE

May 1, 1980

Mr. Andrew Mansinne, Jr., Director  
Office of Legislative Oversight  
Montgomery County Government  
100 Maryland Avenue  
Rockville, MD 20850

Dear Andy:

I am writing to convey my thanks for your assistance with our review of Community Action programs in Fairfax County.

Your office's evaluation of Montgomery County's Community Action Agency provided us with a variety of parallel situations and issues that in turn helped staff produce a timely and concise report.

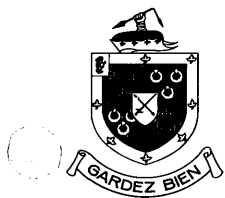
I have enclosed a copy of the citizen Task Force Report which was presented to the Fairfax County Board of Supervisors on May 5, 1980. You will note that the Task Force arrived at many of the same recommendations suggested in your office's report.

Thanks again for forwarding your report to us and for the valuable guidance and insight it gave us during the course of our work.

Sincerely yours,

  
John Callaghan





# MONTGOMERY COUNTY, MARYLAND

100 MARYLAND AVENUE, ROCKVILLE, MARYLAND 20850 • 301 279-1231X  
279-1932

## M E M O R A N D U M

January 23, 1980

TO: Councilmember Elizabeth L. Scull

FROM: Andrew Mansinne, Jr., Director, Office of Legislative Oversight

SUBJECT: Office of Legislative Oversight Report 79-2, An Evaluation  
of the Community Action Agency

Last night I attended the monthly meeting of the Community Action Agency where the Executive Committee of the Community Action Board presented their recommendations on the subject OLO report to the full Board.

The Board unanimously agreed with all OLO Report recommendations. Although the official notice of the Board's action will be conveyed to you by Chairperson Snowden, I have recorded the Board's action and the County Executive's comments (which he conveyed in a December 20, 1979 memo) on the attached.

AM:cls

Attachment

cc: Councilmember Crenca  
Councilmember Spector  
Lowell Jackson, Executive Management  
James Farmer, Division of Community Programs, OFR  
Robert McDonell, Council Staff Director

