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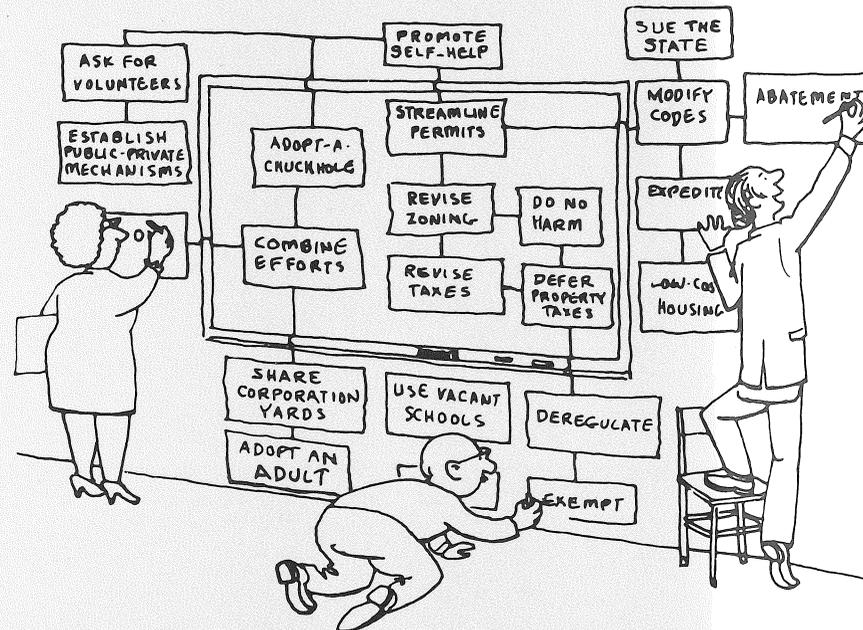
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REDISCOVERING GOVERNANCE

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Using Nonservice Approaches to Assist Low Income People

A Guide



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ABOUT THIS GUIDE

This guide was prepared by SRI International under a Cooperative Agreement with the Office of Policy, Planning and Evaluation in the Community Services Administration. It is based on a survey of over 150 Community Action Agencies and community organizations in 50 localities. Case examples in the guide are drawn from follow up site visits to 20 of those communities.

The aim of the guide is to provide practical advice to Community Action Agencies on how they might promote alternative approaches to helping the disadvantaged. It should be useful to local government officials and community level organizations interested in this issue as well. A key finding of the research is the need for Community Action Agencies to build alliances with local officials and nongovernmental actors in developing alternative approaches to assist low income persons.

This guide is part of a continuing research program at SRI International which has been examining innovative policy approaches at the local level. A major development in recent years documented in SRI research has been the increased use of nonservice approaches to problem solving. In a series of studies, the innovative use of local governance tools and private sector resources has been documented in different issue areas.

The other volumes in this series, titled Rediscovering Governance, include:

- An Overview of SRI's Research Into Nonservice Approaches to Public Problems (July 1980).
- Using Nonservice Approaches to Address Neighborhood Problems — Part 1 — A Policy Overview, Part 2 — A Guide (February 1980), funded by the National Science Foundation.
- Using Nonservice Approaches to Address Social Welfare Problems — Part 1 — Overview, Part 2 — Guide for Local Officials (April 1981), funded by the Office of Human Development Services in HHS.
- Using Nonservice Approaches to Strengthen Small Business — A Guide for Local Officials (November 1980), funded by the Small Business Administration.

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**USING NONSERVICE APPROACHES
TO ASSIST LOW-INCOME PEOPLE**

A GUIDE
February 1981

REDISCOVERING GOVERNANCE

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I INTRODUCTION

Purpose of the Guide

This guide is intended to show leaders of Community Action Agencies and other community organizations how to seek changes in local government policies and private sector practices that will benefit the poor and disadvantaged by:

- Helping make conventional city or county programs and practices more responsive to their needs.
- Helping to alter private sector trends in ways that benefit them.
- Helping people help themselves more.

The nonservice strategies described in this guide are based on the belief that local governments can use their governance powers, not merely their spending powers, to help the poor. Services will always be needed, but especially in an era of limited resources, more sensitive use of local tax, regulatory, and other governance tools can also do much to help.

Nonservice measures are worth consideration at this time by those interested in helping the poor and disadvantaged because their direct costs are usually lower than those of traditional service approaches. They are also worth considering because, at least sometimes, they can be more beneficial. Although none of them are cost-free, no bond issue, new tax increase, or Federal grant is usually needed to make them work.

The measures suggested in this guide are by and large not new. Many have been in use for several years. Moreover, the measures described will not necessarily work in every community or in any particular community. But these measures are being used effectively in some jurisdictions, and many of them can be adapted to a wide range of communities.

Although the primary audience for this guide is Community Action Agency (CAA) staff, the material in it is relevant to other community organizations,

Nonservice Tools

1. Regulation and deregulation (such as anti-discrimination ordinances or removing rules that prevent sharing homes).
2. Tax policy changes (such as ending sales tax on food).
3. Administrative reform (such as changing civil service testing procedures so disabled can participate).
4. Collaboration with the private sector (such as helping new small businesses to start up in low-income neighborhoods).
5. Promotion of self-help (such as food buying clubs, service exchanges).
6. Advocacy by the public sector (such as lobbying for changes in state insurance laws).

Opening Up New Policy Space

neighborhood groups, and local government officials. In part, this relevance arises because nonservice approaches involve changing the way localities address their problems and the way they are governed, so that their use is often of concern to a broad array of citizens in a community. Also, coalitions are often appropriate ways to address these issues.

The Local Policy Arena: New Opportunities for Advocacy and Collaboration

Community-level organizations carry out a wide variety of activities to benefit their constituencies. One such activity involves promoting change in both public and private policies that affect those with low incomes. For example, past anti-redlining advocacy produced the Community Reinvestment Act, and a similar effort is being pursued now to promote the availability of insurance in urban areas. These national efforts began locally. (See exhibit on page 4.)

Often if you can change the way local government and the private sector view a problem, you can change what they do about the problem. An example is housing for the poor. If the problem is seen as too few affordable units, then the city may simply try to build more units. Because it will never be able to build enough units, it will inevitably limit eligibility for those it does build. Some low-income families still will not have their housing needs met. However, if the problem is also seen as including restrictions that prevent the poor from using existing units and market practices that exploit their low incomes, then additional solutions will be tried. One such solution may be to re-examine ordinances that have been set up to prevent neighborhood decline by forbidding the establishment of rooming houses. In that case, amending the ordinance to allow the poor to share houses and apartments can have many benefits. Limiting condominium conversions can prevent one kind of market exploitation; antispeculation taxes can prevent another.

In sum, local governments can do more about issues like housing than just building subsidized housing. Through their powers of governance, local government can and does tax, regulate, control the use and sale of housing units. How these powers are employed can be critically important to the interests of low-income residents in a jurisdiction.

Changing public policies or institutional practices can at times be as important as adding a new service program, building new units, or supplying a subsidy. This occurs because policy or institutional change affects all of those

Governments set public policy not only within the borders of their jurisdiction (geographic space) but also within a space that is bounded by the laws of other levels of government and other jurisdictions, by the rights of individuals and corporations, and by custom (policy space). Nonservice strategies can open up new policy space for local governments by changing the boundaries of what is customary.

For example, in making local government more responsive to the needs of low-income residents, the often large potential of both neighborhood self-help and collaboration with the private sector as approaches to problem-solving are often overlooked. Innovative uses of taxes (for example, to stop speculation) or of deregulation (for example, to reduce costs) are often not considered, and local governments often miss opportunities to act as advocates for their residents before other governing bodies whose decisions significantly affect those residents. Addressing all of these kinds of issues that local governance can affect not only increases the array of resources that can be used to address the problems of low-income residents but broadens the "policy space" within which local governments can act.

concerned, not merely those who can establish their eligibility. However, left to itself, government often tends to go on as it is. Making it change direction takes a strong effort. It is often worthwhile, however, despite its difficulty as a method of making government more responsive.

Nonservice Approaches and Service Delivery

Many community organizations originally founded on representing the interests of the poor have moved over the years in the direction of providing services their constituents also need. Fighting for the rights of a group or neighborhood may have become less important than maintaining or increasing funding for needed services to that group or neighborhood especially if community-level organizations themselves deliver the services. However, as available funding shrinks and the cost of providing services rises with inflation, two things happen. First, fewer and fewer people can adequately be served. Second, because more of the scarce funding to one group means less to another, useful coalitions begin to break down so that outsiders may begin to see the organization as weak.

Advocating policy changes at the local level offers community organizations a way to gain important benefits for their constituencies. Such advocacy can cut the number of those who need costly public services by helping prevent problems or allowing more people to be helped (by allowing services to be offered more cheaply or by promoting self-help). Finally, policy advocacy avoids the need for groups to compete with each other for scarce public resources. It offers groups a positive opportunity to build coalitions around legitimate public policy concerns.

An example of how policy advocacy can be useful can be seen on some neighborhood commercial strips. A city may set rules that tend to drive out small businesses by raising their costs; then high-profit businesses come in (adult book stores are an example) that tend to threaten the business strip's ability to serve neighborhood residents. To revitalize it, the city can spend a great deal of money on fixing up the facades, planting trees, and burying the electric and phone lines; such improvements may have little effect because the costs of operation are still high. On the other hand, the city can grant a moratorium on tax increases for physical improvements, can allow shopsteading, can allow families to "live above the store," can bring pressure on absentee landlords to fix up or sell, and can zone out to some other location the undesirable businesses. Because these measures affect business practices in the strip, they have a long-term return. CAAs and community organizations can advocate these types of policy changes.

Local Government Policies That Can Be Changed:

- Zoning, building codes, and code enforcement.
- Tax policies, definition of market value of property or appraisal value, designation of uses for revenue from a tax.
- Division of government functions and amount of autonomy for each department or special district.
- Hiring and purchasing policies, bonding requirements.
- Government relations with the private sector, and whether the private sector is seen as an adversary or collaborator.

Service delivery is, of course, still needed to assist low-income people. Rule change cannot replace child care or housing or health screening. Yet, achieving institutional reform in these areas is needed as well.

Local Political Context

Nonservice approaches are local efforts to solve local problems, in most cases; they bring no new Federal grants with them. As a result, they are far more dependent on the local political context than is a nationwide grassroots movement aimed at welfare rights, consumer rights, or the rights of nursing home patients. Often elected officials and local administrators have so many problems and demands facing them--and so little staff capacity to address anything new--that they cannot take the time to look for opportunities to make policy improvements, or even to remove hindrances to self-help that past government actions set up. This may tend to make it appear that a particular local government is not interested in supporting a nonservice initiative.

Actually, local elected officials and administrators can be important allies and collaborators in the struggle to improve conditions for low-income residents using nonservice approaches. They can collaborate on nonservice approaches to an extent that would not be possible if the effort were to mount a new direct service using local funds. They can be assisted in recognizing that nonservice approaches are an area of useful collaboration by a clear analysis of who would be helped by a particular nonservice approach (and to what extent), what the cost-shifting effects are likely to be, and what the actual costs are.

Exhibit

PROMOTING NEIGHBORHOOD REINVESTMENT--A NONSERVICE SUCCESS STORY*

In 1969, a coalition of Chicago neighborhood groups looked at why some neighborhoods were being denied home loans. They found that lenders denied loans in neighborhoods they thought were "going down," without regard for the individual who was applying or the structure involved. The coalition approached local lending institutions to get changes in the policy, but they found that the practice was widespread, and that lending institutions in many cities considered it justified.

A National Housing Conference was held in Chicago in 1972, and was attended by people from 38 states and 75 urban areas. As a result of that conference, the National Training and Information Center was formed, to provide information for organizers and to train them, and National People's Action was set up to act as a lobbying organization.

The Chicago coalition--now the Metropolitan Area Housing Alliance, or MAHA--researched mortgage practices, organized neighborhoods, confronted lenders, and began to negotiate with public officials to get a clear policy against redlining.

By 1974, the Illinois State Commission on Savings and Loans adopted a policy against redlining, and Chicago adopted a resolution requiring banks who wanted city deposits to supply the city with information on loans by census tract. In 1975, MAHA and National People's Action were successful in getting Illinois to pass the first state law requiring home loan disclosure information. They then succeeded in gaining adoption of the Federal Home Mortgage Disclosure Act and the Community Reinvestment Act, and have been working since to ensure implementation.

More recently, MAHA and National People's Action have focused public attention on insurance redlining, and have succeeded in having Illinois pass a law requiring insurance companies to disclose cancellation and nonrenewals by zip code. National People's Action negotiated with Aetna and succeeded in obtaining a package of agreements for neighborhoods, including disclosure information, placement of insurance agents in local communities and neighborhoods, and development of reinvestment agreements totaling \$15 million in six target neighborhoods.

*For more information see "Urban Disinvestment: New Implications for Community Organization, Research and Public Policy" by Arthur J. Naparstack and Gale Cincotta, a joint publication of the National Center for Urban Ethnic Affairs and The National Training and Information Center, both of which have been active in promoting national reform in this area.

II NONSERVICE TOOLS

There are six basic nonservice policy tools that can be used to change the way problems are dealt with locally:

- Regulation or deregulation.
- Tax policy changes.
- Administrative reform.
- Collaboration with the private sector.
- Promotion of self-help.
- Advocacy by local government itself.

Advocacy of approaches in these areas by community organizations can result in convincing both government and the private sector to use these policy tools in new ways to help the poor. This section is your tool kit; it shows you what each of these policy tools does and how it works.

Regulation/Deregulation

A local government regulates activities as part of its mission to protect the health and welfare of its citizens. It can regulate by restricting, by excluding, or by requiring features or activities. These regulations (some of which may be ordinances and some departmental rules) can be enforced rigidly, flexibly, or not at all.

Advocates for the poor should realize that regulations put in place to achieve one objective often have unanticipated side effects. For example, a city may require that all houses built after a certain date must have one bathroom for each bedroom. The city may also require that if repairs made to a house total more than 50% of its market value, the house must meet all building code provisions for new houses. If a landlord is considering putting in a new roof and

Examples of Regulation/ Deregulation

- Downzoning to protect low-income residential neighborhoods from encroachment by a commercial/industrial district.
- Targeted code enforcement to protect low-income renters.
- Institutional master plans to reduce the damage done by expanding a hospital or university.
- Ordinances forbidding utility shutoffs in cold weather months.
- Reduction of taxicab controls to allow jitney service.
- Allowing paraprofessionals to deliver services where appropriate, to reduce costs.
- Requiring city or county employees to live within the city limits or county boundaries, to make sure they understand local problems.

a new kitchen plus repairing termite damage, an old three-bedroom house may suddenly need one more bathroom to meet the code. This could lead the landlord to scale down the changes--fix the termite damage and patch the roof--or to abandon the house altogether, since fixing it would cost more than it could be rented for.

Policy changes needed may include the imposing of new regulations as well as altering or removing old ones, or changing the way in which regulations are enforced. For example, in some parts of the country, apartment buildings are quickly being converted into condominiums. This has the effect of displacing those who cannot qualify for a mortgage or provide a downpayment of the size required. The landlord benefits because he/she profits from the real estate sale but the tenants suffer, particularly the poor and the elderly on fixed incomes in cities with tight housing markets. Here, the city may establish a regulation (an ordinance) saying that a condominium conversion cannot take place unless 80% of the tenants have agreed and replacement housing has been found for the others, or it may require a developer to pay relocation expenses for displaced tenants.

CAAs and community organizations can act in local policy arenas such as planning and zoning boards to promote regulation or deregulation that helps the poor.

Tax Policy Change

A local government traditionally uses taxes to raise revenues that will pay for the services it provides, although it may tax for other purposes as well. For example, liquor taxes are imposed not only to raise revenue but also to increase the cost of liquor.

Local governments tend to impose taxes as though all property owners, all purchasers of goods, and all service users were economically equal. Local governments also tend to grant tax abatements for new plants or other projects expected to increase overall tax revenues in the city or the county. Only recently have city governments begun to consider either the special burdens imposed on the poor by some taxes or alternative tax policies which could help lower-income persons.

Tax policies are traditionally set by states rather than by cities or counties, which may have very little freedom to impose a new tax or to alter an old one. For that reason, advocacy efforts may often have to be combined among a

Examples of Tax Policy Change

- Exemption of food from sales taxes.
- Homestead exemptions, circuit breakers, and tax deferrals for poor or elderly home owners.
- Tax abatements to firms who employ or train the disabled or disadvantaged.
- Antispeculation taxes.
- Tax collection targeted on absentee landlords.
- Tax abatements to firms that provide child care for employees and neighbors.

number of cities so that the state can be convinced that a change in the state tax code is warranted.

At both levels, CAAs and community organizations can monitor the impact of tax policy change on the poor and advocate for changes that will increase equity.

Administrative Reform

The way a local government administers its services and carries out its functions often changes by a slow process of uncoordinated additions interspersed with occasional reorganizations. Departments may talk to each other very rarely, so that the street Public Works has just finished completely repaving has to be ripped up again so the Water Department can put in the new water main. Frequently the school district is closing a local school at the same time a community group is trying to find funds to put up a new center a block or two away from the school site. Sometimes the public health department will have one set of requirements for a project and the building code another, and the two conflict.

Administrative reform can be a powerful policy tool for local government organizations. At the same time, community organizations should understand that unless the chief elected official and the council or board of supervisors are behind the reform, and unless staff are actually assigned to put policies into practice, administrative reform can be the most difficult tool to use. Advocacy efforts need to be carefully planned and persisted in, sometimes from several directions at once, because administrative reforms require government to change itself.

Public CAAs can promote administrative reform from within the local government, while nonprofit CAAs and community organizations can advocate for administrative changes to help the poor.

Collaboration with the Private Sector

Working with the private sector can be a powerful tool to aid the poor. Companies can aid in several ways: corporate giving; corporate investments; lending equipment, facilities, or skilled managers and accountants; providing services such as child care for neighbors as well as employees; lending vacant land for community gardens.

Examples of Administrative Reform

- Rerouting bus lines to take people from job-poor inner-city areas to job-rich suburbs, instead of just the other way.
- Multiuse and reuse of schools and other vacant public facilities.
- Modifying job classification and testing procedures to allow more hiring of disadvantaged and disabled.
- Speeding up permit processing and consolidating permit application counters.

Examples of Public-Private Collaboration

- Private firms are working with local school districts to develop specialized work-study programs where students train at local companies while still in school, or a company provides job training in schools for existing company jobs.
- Private firms are working with local development corporations to channel investment into areas of need and are providing technical assistance.

However, CAAs and community organizations need to ensure that public-private collaboration is in the interest of the poor.

Corporations participate in collaborative agreements with government for a variety of reasons. A corporation that donates funds for seed money for in-town housing, for example, may be trying to protect the investments it has already made in downtown business property; it may be trying to make sure that management employees will want to transfer to that city; it may feel that its markets depend on its having a good image with local consumers; or it may be aiming for a Federal tax benefit.

Cities and counties can have agreements with the private sector that range in formality from negotiated contracts to a handshake over lunch. Community organizations should monitor these agreements to make sure that real community needs are taken into account, and should work with firms, where appropriate, to help make efforts successful.

Promotion of Self-Help

Promotion of self-help is sometimes misunderstood as a deprivation of service. However, self-help is based on the notion that "professional" service is not always the preferred response. An elderly widow who can have a boarder shop and cook for her in return for a room with bath and kitchen privileges does not necessarily need to be relocated to a home for the elderly with meal service. A low-income family that can raise some of its own food in a community garden can eat better than one limited to food stamps that have to be spent in a high-priced neighborhood mom-&-pop food store because the supermarket is too far away.

Providing people or neighborhoods with access to the means to help themselves does several things. Those who need only a little help don't have to go without merely because they cannot qualify for an existing program. Because help can be provided while the problem is still small, disabling difficulties can often be prevented. A disabled person who can support himself/herself doesn't need a full-income grant; a neighborhood that can provide block watch programs for itself may need fewer extra patrols of police.

Examples of Public-Private Collaboration (Continued)

- Local governments have involved banks in affirmative-action lending programs, and in warning the elderly about bunco schemes.
- Local unions are considering local needs in investing pension funds and are making meeting rooms available to community groups.
- Local voluntary organizations are delivering services as a part of the local social welfare system, rather than in competition with it.

Examples of Self-Help

- Classes in home repair given by the building inspection department can let lower-income homeowners do more of their own maintenance and improvement.
- Flea markets, farmers markets, and service exchanges allow low-income residents to live better.
- Peer self-help groups for alcoholism, drug abuse, job-finding, and single-parent respite child care may be more effective than publicly provided services in some cities.
- Neighborhood resident associations or merchant associations can often act to stabilize an area while government is still trying to figure out whose responsibility it is to do something.

CAAs and community organization can do much to encourage effective self-help and to directly engage in self-help programs. However, self-help programs often take strong advocacy efforts, because they require a change of attitude.

Public Advocacy

One power local governments have that can be mobilized to achieve policy change is their ability to lobby for the change at other levels of government, urge changes to special districts, or put pressure on private firms or agencies to make needed changes. Using the public sector as an ally is a tactic CAAs should increasingly use given changes in local politics in many communities over the last two decades.

A local government can be effective in such efforts as bringing to Federal attention a hospital's lack of compliance with the Hill-Burton Act, or a bank's lack of compliance with the Community Reinvestment Act. Local government can also be effective in gaining changes in state programs, as when a midwestern county convinced the state to start general assistance payments immediately when a person was released from a mental hospital rather than requiring a regulation waiting period.

Finally, a local government can sue, as when one city sued its school district to compel the provision of teaching services to delinquent youth, or when another city brought suit against the state corrections department because children who were status offenders were treated as criminals. (The suit was not heard, but the state legislature did alter the criminal code.)

A public CAA can engage in public advocacy for low-income persons; a nonprofit CAA can encourage local government to do so.

These are the tools--regulation/deregulation, tax policy changes, administrative reform, public-private collaboration, self-help, and public advocacy. The next section shows how they are being used and why the term "nonservice approach" is far from meaning that nothing will be done.

Examples of Public Advocacy

- County officials testify before the State Insurance Commission on the need for a change in insurance treatment of for-pay ride-sharing, so that commercial bus rates are no longer the only possibility.
- City officials negotiate with the county weights and measures people so that food-buying clubs can use simpler scales than supermarkets without being fined.
- The county social service department negotiates with the city's public housing authority so that families with children temporarily in foster homes are not forced into smaller units and so that the children can be returned when the need for foster care is over.
- The city attorney helps a food-bank group draft a "Good Samaritan" law (so that supermarkets and bakeries can donate outdated goods without risking lawsuits) and advises on the presentation to state legislative committee staff.

III WHAT NONSERVICE TOOLS CAN BE USED FOR

Housing and Neighborhood Improvement

Forces That Must be Addressed

Neighborhoods and the housing stock in which poor people live are shaped by many forces (see Figure 1). Some of these are national--such as high interest rates, rising production costs, and/or changing demographic patterns. Others are local in nature--such as a particular neighborhood becoming so fashionable it "gentrifies" or, conversely, it becomes a "dumping ground" for institutions no other neighborhood wants. Local public policies play an especially important role in shaping these forces.

Zoning that allows apartments to replace single-family homes in a growing city can change a neighborhood swiftly. The elderly may be driven out when property taxes become too high. Policies that encourage abandonment of single-family rental housing can lead to general neighborhood decline. Not enforcing the parking ordinances nor removing abandoned cars can raise the costs of doing business for local merchants.

Community-level organizations searching for ways to slow or halt the destabilization of neighborhoods are increasingly recognizing that neither the production of more low-income housing by itself nor capital investment in low-income neighborhoods is sufficient to halt decline. Consequently, they are increasingly turning to strategies that involve:

- Convincing the private sector to take positive action;
- Stopping public agencies from carrying out policies and programs that promote neighborhood decline; or
- Encouraging self-help activity in the neighborhoods.

FORCES AFFECTING HOUSING AND NEIGHBORHOOD IMPROVEMENT

Changing Family Structure

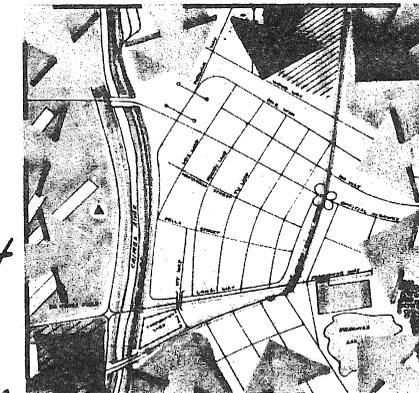
High Interest Rates

*Hospital
Expansion*

*Exclusionary
Zoning*

*Increased
Production Cost*

Discrimination



*Location of
State Facilities*

Gentrification

*Failure to
Enforce Codes*

Abandonment

Redlining

Some groups have been focusing on stopping insurance redlining and encouraging affirmative-action lending; others have been advocating condominium conversion controls. Groups have worked to get changes in zoning and code policies, to get tax deferrals for the poor and antispeculation taxes, to get new policies on foreclosing and recycling abandoned housing. The following sections illustrate the kinds of nonservice tools community-based groups have been using to solve three main problems facing many low-income communities: preserving existing housing, promoting neighborhood stability, and promoting reinvestment.

Preserving Existing Housing

Local groups concerned about the preservation of existing housing and reducing abandonment of properties have worked to get flexible code enforcement, tax deferrals or homestead exemptions, and self-help rehabilitation policies. All of these measures (and others) may be needed, or only one or two of them.

Flexible code enforcement is a way of getting flagrant building safety violations fixed without pushing low-income residents to abandon property because of the high cost of code compliance. The Northwest Community Organization and the Lakeview Citizen Council in Chicago obtained agreement from the city inspection department to enforce codes in buildings reported by the neighborhood organization. As a result, negligent absentee owners were contacted and persuaded to fix up their properties. Mass Fair Share in Boston also uses code enforcement to obtain improvements in especially dangerous or undesirable buildings in a neighborhood.

Tax policy is being used to promote home ownership and create incentives for housing rehabilitation. Tax codes in many states are determined at the state level rather than at the city or county level. However, local governments have found that they can affect neighborhood stability through the use of tax deferral and homestead exemption policies. San Diego, Milwaukee, Washington, D.C., Seattle, and Cleveland all use homeowner exemption and tax deferral programs to help neighborhoods. For example, a Washington, D.C. ordinance permits owners with incomes of less than \$20,000 to maintain their residence for five or more years and defer a portion of the property tax until the home is sold.

Community organizations are promoting self-help in housing rehabilitation in several cities. The Duluth (Minnesota) CAA is working closely with community

Policy Tools Used to Save Housing

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Flexible code enforcement	Planning, building, and inspections departments	Advocacy for flexible enforcement
Tax deferral	Tax assessor (if state law permits)	Advocacy for change in tax policy
Homestead exemption	Tax assessor (if state law permits)	Usually takes joint advocacy at state level
Self-help housing	Community group administers; building department can help	Organize for rehabilitation

Other Policy Tools to Consider

- Affirmative-action home improvement loans from local banks
- Urban homesteading.
- Labor exchange for home repair.
- Revise tax assessor's policy and do not reassess after home improvement, only at time of sale.
- Obtain a waiver for the neighborhood so that repairs and improvements can be made without having to comply with the code for new structures.
- Reforms to tax preclosure laws.
- Anti-speculation tax.

Exhibit

TWO COMMUNITY APPROACHES TO PRESERVING HOUSING

Tenants as Managers of Their Own Housing in New York

In the last four years, the Northwest Bronx Community and Clergy Coalition has developed 900 tenant associations. Tenants are organized to put pressure on landlords for maintenance. If landlords don't respond, the tenants collect the rents, escrow the money, hire contractors to do improvement work, and otherwise take matters into their own hands. In some situations, tenants join in doing some of the work, establishing "sweat equity" value. This is done when the organization goes into housing court and obtains a transfer of ownership from the private owner to the City. The Court may appoint an administrator to manage the building. In some situations, ownership has been transferred to a co-op formed among the tenants.

Urban Homesteading in Oakland, California

In the late 1970s the staff of Oakland Community Organization (OCO) determined there were 1,181 abandoned houses in East Oakland, a low- and moderate-income area with a large population of minority-group residents. OCO, a coalition of neighborhood organizations, demanded that the City Council undertake a program to get those houses repaired and occupied. OCO pointed out that 361 of the boarded-up houses were vacant as a result of HUD foreclosures. The City of Oakland agreed to undertake a homesteading program, using HUD financing, the first city on the West Coast to do so. Under the program, the new occupant of an abandoned house agreed to live in it for five years and to rehabilitate it with the aid of a HUD loan at 3% interest. By mid-1980, only one of the HUD foreclosures was without a resident owner. The homesteading program had a stimulating effect on the sale and repair of other derelict houses. The private owners of many of them put them back into livable condition and sold them. Banks joined the trend by refurbishing and marketing houses they had repossessed. When a private owner or a financial institution was reluctant, OCO was often able to bring enough pressure to bear to get action. In July of 1980, the number of abandoned houses in East Oakland was reduced to about 75.

organizations to rehabilitate existing housing. The CAA in Monterey, California succeeded in having 50 houses rehabilitated in 1979. Self Help Enterprises in California has helped over 1,500 homeowners rehabilitate their homes since 1974. The St. Ambrose Housing Center in Baltimore has also been actively involved in helping owners renovate their homes, as have similar organizations throughout the country.

Promoting Neighborhood Stability

Local groups have fought to restabilize threatened neighborhoods by getting the freeway rerouted (or stopped) and by slowing (or halting) the expansion of large public institutions and blockbusting efforts. Many community organizations have advocated downzoning to reduce the conversion of single-family dwellings to apartments or to prevent the introduction of high-rises, condominium conversion controls to prevent the displacement of renters, and socially responsible corporate practices.

Citizen groups in Chicago, Washington, D.C., and Cambridge, Massachusetts were active in promoting ordinances aimed at limiting the conversion of rental units to condominiums. Petition drives and local initiatives have had the same effect on other localities.

In San Francisco, Chicago, Denver, and Seattle downzoning changes were developed following petitions from community groups. CAAs in Topeka, Youngstown, and Boston have been actively engaged in seeking zoning changes to aid neighborhoods. The Michigan Avenue Community Organization in Detroit succeeded in stopping the city from expanding industrial zoning in their neighborhood. Lakeview Citizens Council in Chicago succeeded in getting a half-mile area downzoned from high-rise to middle-rise to help maintain the quality of life in their middle-income neighborhood. The Oakland Community Organization in California got major zoning changes in the city to protect and enhance residential living. The Central City Neighborhood Council and the Lower Avenues League in Salt Lake City (1976-77) won substantial downzoning in neighborhoods that were slated for higher zoning. The higher zoning would have created higher land values. The campaign kept out some apartment houses and four-plexes that would have rented at a level beyond the means of the people living in the neighborhoods.

Downzoning, however, has both short-term and long-term effects. The short-term effect is to prevent displacement of poorer residents in the neighborhood covered by the zoning change. The long-term effect is to raise the cost of housing in that area as well as in other parts of the city, particularly if household size in the city is decreasing. Therefore, when downzoning is used, it should be reviewed periodically to see if a measure such as permitting house sharing should be introduced as well.

Policy Tools Used to Save Neighborhoods

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Downzoning	Zoning commission, planning department	Advocate special-district or city-wide revision
Condominium conversion control	City council and planning or housing department	Advocate ordinance, advocate enforcement
Opposition to institutional expansion	Private institutions and corporations	Fight destabilizing expansion, organize citizens
Obtain greater social responsibility from corporations	Private institutions and corporations	Bring public pressure on corporations

Other Policy Tools to Consider

- Work in neighborhood to deal with problems such as youth unemployment.
- Insist that traffic control changes (one-way streets, designation of arterials, coordination of traffic lights to speed up traffic) not take effect until impact on neighborhood has been determined.
- Insist on neighborhood service by transit district.
- Encourage neighborhood pride by means of street fairs and neighborhood marketing that stresses the advantages of living or shopping there.

Exhibit

DOWNZONING IN TWO CITIES

San Francisco and Denver provide good examples of how downzoning can work. In each case the approach was somewhat effective in constraining undesirable developments. However, changing market conditions affected downzoning in each city and made it necessary for them to reconsider the impact of the strategy over time.

* * * *

In San Francisco, downzoning evolved out of a movement away from traditional areawide and redevelopment-oriented zoning. This movement was a response by different city constituencies to specific neighborhood issues. Middle-income neighborhoods were concerned with maintaining single family housing. One lower-income neighborhood was concerned with protecting the neighborhood's varied single and multifamily mix against the encroachment of the central business district. In other areas, the problem was gaining recognition for nonconforming land uses, including family stores and joint commercial-residential use of structures.

While the city-wide rezoning has apparently been somewhat successful in protecting existing neighborhood housing, questions are now raised concerning the impact of downzoning on the capacity of the city to meet housing demand either through conversion or construction of new housing. The major policy problem in San Francisco currently is how to bring down housing costs.

* * * *

Denver initiated its downzoning practice in response to an evaluation of the existing high-density zoning envelope that planners found was enacted to accommodate greater growth than actually occurred. After analysis of market conditions, city officials found that permissive zoning encouraged deterioration of existing housing by encouraging haphazard conversion to multiple units and/or new business uses. The City adopted new downzoning policies as a stabilizing influence on neighborhoods.

However, conflicting views developed both within and outside City Hall on the issue of downzoning. One conflict concerned whether or not the downzoning should be instituted through neighborhood-level review or through a general rollback of zoning densities. Some city line agency officials felt that allowing neighborhoods to determine their zoning would lead to city-wide protective zoning that would exclude any new or higher density development or work against the objectives of City policy. Others, in the Mayor's Office and Planning Department, felt that downzoning neighborhoods would reduce the housing market's capacity to satisfy demand and hurt everyone, while encouraging deterioration of homes purchased as investments for conversion to multi-family structures (due to a loss of investment potential).

The New Haven Community-Labor Alliance, a coalition of local unions and community organizations formed during a 1978 labor dispute with Yale University, has been advocating greater social responsibility in local pension fund investment and more responsible investment, purchasing, and hiring policies by the University to aid the local community. In Philadelphia, the Association of Community Organizations for Reform Now (ACORN) organized neighborhoods near the University of Pennsylvania to fight expansion into low-income neighborhoods; in Detroit, ACORN has opposed General Motors (GM) and its redevelopment plans for a neighborhood near GM world headquarters because of the displacement that would result.

Promoting Reinvestment

The first step in the process that leads to disinvestment seems to be a shift toward absentee landlords and a decline in building maintenance. In the absence of a strong affirmative action lending program, new businesses may find it difficult to obtain any capital. As a result, if a business folds it is unlikely to be replaced. If a house requires major repairs before it can be re-rented, it may be abandoned. The disinvestment process can proceed swiftly, with reinvestment becoming even more unlikely as more abandoned buildings deteriorate, and the decline in the tax base leads to a decline in public services in the area.

Strong community advocacy has resulted in the Home Mortgage Disclosure Act, requiring that lending institutions disclose loans by zip code to indicate neighborhood lending patterns, and the Community Reinvestment Act, requiring lending institutions to state how they are serving community needs. These laws have been supplemented by city disclosure ordinances and by state disclosure laws and regulations in Illinois, New Jersey, and California. As noted earlier, the Metropolitan Area Housing Alliance in Chicago, National People's Action, and the National Center for Urban Ethnic Affairs were primarily responsible for getting public attention turned to the problems of redlining. More recently, National People's Action negotiated with Aetna insurance companies a package of agreements for neighborhoods including disclosure information, placement of agents within the neighborhood, and development of reinvestment agreements totalling \$15 million in six target areas.

The Buckeye Woodland Community Congress (working with the Cleveland CAA), the West End Community Action group in Duluth (Minnesota), Bank on Brooklyn (in New

Policy Tools to Promote Reinvestment

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Anti-redlining activity	City planning and housing departments, Federal Reserve	Advocate for local ordinances and compliance with Federal law
CDBG advocacy and monitoring	Housing and community development departments	Monitor allocation and advocate for reallocations
Private sector investment	Private corporations	Advocate for investment in neighborhood

Other Policy Tools to Consider

- Block watch, fire watch programs and anti-false-alarm and anti-vandalism programs to remove some excuses for disinvestment.
- Advocate stricter city control of absentee-owner rental properties so that owners unwilling to maintain their properties are encouraged to sell.
- Advocate for better litter and trash removal, including faster removal of abandoned cars.
- Advocate swifter turnover of abandoned properties with forced repair or homesteading/"shopsteading."

Exhibit

ADVOCACY FOR NEIGHBORHOODS IN SAN ANTONIO, TEXAS

Communities Organized for Public Services (COPS) is a multi-issue umbrella organization in which over 30 neighborhood groups with over 4500 total members come together to address a variety of neighborhood concerns: street repairs, parks, and school issues are primary. COPS advocates zoning changes to help low-income people, limitations on utility rate increases, and economic development for neighborhoods. It won a substantial reordering of Community Development Block Grant (CDBG) funds from downtown commercial development to neighborhood flood control and housing projects. It is presently focusing on bringing better housing and more jobs to San Antonio. COPS persuaded the local counterpart of the Business Roundtable to change its business recruitment from low-paying to higher-paying industry. Overall, COPS has used community organizing to convince local institutions to change policies and provide greater equity for low- and moderate-income families.

York), the Community Action Program (CAP) of Greater Indianapolis, the Michigan Avenue Community Organization and the North Central Seven Community Organization in Detroit, St. Louis ACORN, and Mass Fair Share (Boston) have all been particularly active in using these laws and regulations and in advocating vigorously against redlining practices by banks and insurance companies.

Community organizations have also been active in encouraging more private sector investment in the community. For example, the Central Arkansas Development Council (Benton, Arkansas) succeeded in getting local business to invest in new low-income housing in that community. In addition, merchants' associations may get together to deal with some of the problems of poor maintenance by businesses in the neighborhood, or to deal with some of the other problems that can contribute to business disinvestment (merchant patrols, for example, or private sanitation services). In Washington, D.C. a neighborhood coalition of community groups and merchants' associations worked very hard to get the city to move more quickly in towing abandoned cars, and also to spread the word to residents that there were options for disposing of a car other than to abandon it.

Encouraging Public Investment in the Neediest Neighborhoods

In many cities, Community Development Block Grant (CDBG) funds may be one of the few investment funds for which local governments can make any choice about what to invest in and where. Community organizations have been active in promoting the redirection of CDBG funds into older and poor neighborhoods. In particular, CAAs in Salt Lake City (Utah), Wilkes-Barre (Pennsylvania), North Bend and Hillsboro (Oregon), and Youngstown (Ohio) have been active in advocating the use of CDBG funds to benefit neighborhoods.

CDBG spending is being monitored in over 40 cities by organizations such as the Coalition for Block Grant Compliance (Detroit, Michigan), the Newark Coalition of Neighborhoods (Newark, New Jersey), ACORN (Austin, Texas, and Detroit, Michigan), and the Low-Income Planning Aid group (Boston, Massachusetts), in cooperation with the Center for Community Change. Citizens Organized for Public Services (San Antonio, Texas) succeeded in gaining a substantial redirection of CDBG funds from downtown commercial development to neighborhood flood control and housing projects. In addition, many CAAs and community organizations have advocated changing the allocation of general revenue sharing funds and public transportation routes.

Policy Tools to Encourage Public Investment

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Advocacy for CDBG, UDAG, Revenue-Sharing funds	Elected officials, city planning, housing, and community development departments	Monitor, advocate, participate in community review, public hearings
Advocacy for general revenue sharing and public transportation route reallocation	Elected officials, city planning, transportation department	Monitor, advocate, lobby for changes

Exhibit

CHANGING THE PUBLIC INVESTMENT PATTERNS IN TOPEKA, KANSAS

Shawnee County Community Assistance and Action Inc., is a nonprofit corporation that serves Topeka and its surrounding county. From its beginning in 1972, the CAA decided to play an advocacy role. In 1973, the CAA had its first advocacy success, gaining the largest allocation of general revenue sharing to human development projects in the nation. In 1974, the CAA gained changes in public transit routes that provided more adequate transportation between low-income areas and shopping centers and work places. In 1975, the CAA succeeded in getting a health center placed in a neighborhood where many poor and elderly persons lived. The CAA is now joining with other CAA's in the state to campaign for lifeline utility rates. In the meantime, the CAA has negotiated an agreement with the local private utility to restrict utility cutoffs. CAA staff serve on the Metropolitan Planning Commission and the Human Resource Planning Commission and thereby affect local physical and human development policy. As a result of a CAA initiative, the Metropolitan Planning Commission is now using its zoning powers and its review power under OMB Circular A-95 to effect local change.

Exhibit

ADVOCACY ON PUBLIC TRANSPORTATION ROUTES IN DENVER

Concerned Citizens Congress (CCC) of Denver reversed a re-routing plan that eliminated or diminished public transportation service for the low-income community it represents. Local residents, churches and small merchants were united in the CCC effort. The City was planning to re-route buses to major arteries, making it easier for suburban dwellers to come into the City but at the price of service to low-income inner-city residents. As a result of the CCC campaign, the bus routes that better served the low-income neighborhood were restored.

Jobs and Neighborhood Economic Development

Forces That Must be Addressed

Finding desirable jobs for low-income persons and promoting sound economic development in or near areas where poor people live are objectives that must be at the core of effective anti-poverty strategies. That is why community organizations are increasingly pressuring transit districts to get them to increase the number of buses linking poor neighborhoods with job-rich suburbs, advocating changes in job rules to help the poor (flex-time for single parents, more paraprofessional slots, testing related to job needs, and so on), and becoming involved in efforts to retain industries in cities where the poor live.

Some community organizations have managed to promote economic development in their own neighborhoods by forming effective partnerships involving neighborhood groups, public economic development agencies, and private firms. In many instances, such partnerships have been formalized through the establishment of local development corporations or community development corporations (LDC's or CDC's). In this process, community organizations across the country have gained a better understanding of how private market forces and institutional behavior can be shaped and altered by both public policies and closer relationships between the public and private sectors.

While many of the forces that cause economic decline must be attacked regionally or nationally (see Figure 2), both community organizations and public officials at the local level have been developing effective new nonservice approaches in this area.

Promoting Employment Opportunities and Generating Jobs

CAA's and community organizations can improve the employment chances of their constituents in two ways: by making sure that no artificial barriers keep them out of existing jobs, and by generating new jobs. Most of the work done so far has been in ensuring access to existing jobs.

FORCES AFFECTING JOBS AND ECONOMIC DEVELOPMENT

More Older Workers

Low-Bid Procurement

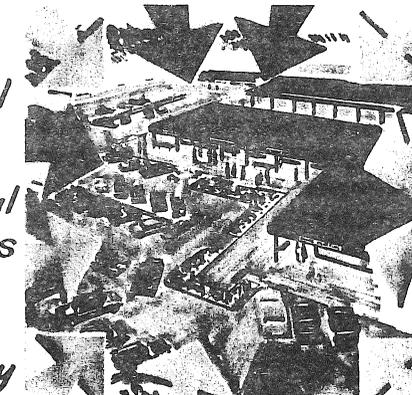
*Tax Policy
Favors Capital
Over Labor*

High Taxes

*State Favors Rural
over Urban Areas*

*Inefficient
Business Sectors*

*Loss of
Large Industry*



Low Productivity

Community-based organizations are succeeding in getting recognition of the need to consider the interests of the poor in hiring for ventures entailing public funds, public lands (urban renewal packages, for example), or tax abatements. Action for Boston Community Development and the Boston Jobs Coalition have promoted a hiring plan in which projects funded by public funds must hire at least 50% local residents, 30% minorities, and 10% women (the 50/30/10 plan). Advocacy for affirmative action in government hiring of minorities has been promoted in Topeka, Baltimore, and other cities by CAA's and community organizations.

Policy Tools Aimed at Jobs

Tool	Administering Agency	Community Group Role
Regulation of hiring for publicly financed projects	Procurement or contracting office	Advocate policy and monitor enforcement
Affirmative action regulations	Personnel offices	Advocate policy and monitor enforcement
Require job pro-file as a condition for permit	Permit office	Advocate linking permit to job policy

Exhibit

JOB

50/30/10 Hiring Plan in Boston

The Boston Jobs Coalition with support from the Boston CAA (Action for Boston Community Development--ABCD) achieved an agreement on a major jobs program for Boston residents, minorities, and women. Under this hiring plan, firms working under City contract or tax abatement must agree to hire 50% Boston residents, 30% minorities and 10% women. Boston Jobs Coalition working with 42 neighborhood groups was able to show that because 70% of construction jobs went to people outside the city, both white and minority workers in the city were being hurt. By building a broad-based coalition of groups, the Boston Jobs Coalition was able to effectively negotiate an agreement with the mayor whereby the City requires firms receiving city contracts or tax abatement to agree to the 50/30/10 hiring goals. Firms involved in construction of the Copely Plaza have now agreed to these goals.

Working with the Private Sector on Jobs in Chicago

The Northwest Community Organization (NCO) in Chicago initiated the formation of the Northwest Industrial Council. The Council is a group of small industries on the northwest border of the neighborhood, typically employing 5 to 25 people, most of whom were from the neighborhood. A study done by NCO and the Council showed that the turnover rate of employees who lived in the adjoining neighborhood was substantially lower than that for those who had to commute to work. NCO helped the Council get an on-the-job training grant from Economic Development Agency so they could hire unskilled local people. The Council also developed a "superblock" plan for the area. This involved rezoning that would facilitate transportation into the neighborhood. NCO supported the Council's efforts, and the rezoning was won.

Many small industries in cities employ local residents or are willing to do so. They typically lack any real voice in city decisionmaking because they are not part of the dominant commercial or industrial organizations of the city. At the same time, they are frequently not viewed as potential allies by neighborhood organizations. Here an alliance was made to the benefits of both parties.

Other Policy Tools to Consider

- Improved access of youth to private job-training or vocational schools (corporate scholarships, for example).
- New kinds of apprenticeship programs.
- Revised testing procedures for employers, to test job-required abilities

In Cambridge, Massachusetts, community groups have advocated the hiring of CETA-eligible persons in publicly financed projects. Also, the city requires firms to submit job profiles as a condition for permits. In Kansas, the Kansas City CAA has promoted employment opportunities for low-income black youth through a special reemployment program for private employers. The Monterey CAA in California has used its own economic development activities and advocacy for affirmative action, advocating that 30% of new permanent jobs funded by economic development or EDA funds should go to low income people.

Overall, CAA's and community organizations are convincing a number of local governments to use their powers to promote employment opportunities for the poor and for minorities. The recent emphasis has been on gaining access to private sector jobs that have some hope of permanence, advancement, or both.

Developing Neighborhood Commercial Strips

Neighborhood commercial strips are important to the neighborhood's economic stability and the ability of neighborhood residents to shop without taking transit or needing a car. However, in older neighborhoods, it appears to take some effort to maintain an economically healthy commercial strip. The temptation for merchants, lenders, and the city is to look to the newer areas where the highest profits are.

Community groups have worked with local governments and with the private sector in developing small commercial strips. In Baltimore, community organizations such as the Southeast Community Organization have worked with the city to promote commercial revitalization. City officials negotiate with community organizations and local merchants to determine both the need for public improvements (streets, curbs, lights) and design standards for business signs and storefronts. Once standards have been agreed upon by the local residents and merchants, the City Council makes them mandatory with an ordinance, giving the City the power to enforce them. Local groups such as the Southeast Community Organization work closely with the City to help create acceptance of the regulation and support of the revitalization.

Local governments are also collaborating with the private sector to ensure that adequate capital is available for economic development in neighborhoods. Many cities have encouraged the formation of local development corporations

Policy Tools for Commercial Strip Development

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Zoning and code policies	Zoning or planning board, inspection department	Work with local government
Local development corporations	City economic development agency	Work with local government and business
Tax abatements	City tax assessor	Monitor the use of abatements

Other Policy Tools to Consider

- Advocate vigorous investigation of arson for profit and of arson patterns.
- Advocate shopsteading, where a neighborhood resident can fix up an abandoned store and gain his own business.
- Make efforts to attract small businesses of the kind every neighborhood needs--shoe repair, tool rental, dry-cleaning, barber shop, bakery--rather than specialty boutiques.

(LDC's) that can serve as neighborhood brokers for economic development or commercial strip revitalization. Baltimore, Chicago, and New York have actively involved the private sector and the LDC in promoting commercial strip development. Community group efforts to stop redlining practices are also important in attracting capital to neighborhood commercial strip developments.

In Denver, the Concerned Citizens Congress is working with bankers and with savings and loan representatives to provide seed money for an LDC. In Chicago, the Greater Southwest Community Development Corporation got six local savings and loan companies to set up a community service corporation that would act as a revitalization agent. The community service corporation operates a complete real estate operation capable of rehabilitation and construction. The savings and loans help because revitalizing the neighborhood real estate market preserves their investment and their future loan demand. In Baltimore, the Southeast Community Development Organization has worked closely with the private sector to

Exhibit

COMMERCIAL REVITALIZATION IN CHICAGO

The Chicago Lawn community in southwest Chicago, like many older mid-city neighborhoods, was caught in the forces of decline. The community's resources were being drained as businesses, industry, and middle-class residents left the area. Community groups in the neighborhood responded in 1974 by creating a local development corporation (the Greater Southwest Development Corporation, GSDC) that brought together community group leaders and leading financial and business organizations to address the problem of neighborhood economic development. The GSDC convinced the area's six savings and loan institutions that it was in their interest to set up a Community Service Corporation, capitalized through the sale of stock to its members. To encourage reinvestment by others in the private sector, the GSDC and the Service Corporation have been active in making business and property deals in the commercial sector. The Service Corporation began by acquiring and rehabilitating a blighted commercial structure in the heart of the area's retail center. The successful rehabilitation of the worst building in the shopping district stimulated \$4.5 million in additional private investment in the commercial strip, all of it financed by local banks and savings and loans institutions. The GSDC, working through its Service Corporation, rehabilitated three more commercial buildings and a 48-unit apartment building. Substantial progress has now been made on reversing the decline in Chicago Lawn through the initiative of community organizations. No government funds were involved in the rehabilitation efforts, except for the street beautification program; of the total \$690,000 committed to this program, \$300,000 was contributed by local businesses.

The Argument Over Mandatory Design Standards

Mandatory design standards for commercial strip revitalization efforts cost merchants money. They often seem like an unnecessary expenditure for a poor area. However, they serve two purposes: they change the visual appearance of the area, so that it is clear that something new has happened; also they provide an obstacle that often leads absentee landlords or business owners to drop out, allowing the property to turn over to a new owner. The one can be just as important as the other.

Successful shopping malls have a visual or design theme, and customers recognize it as making some difference, even though they may not bother to figure out what it is. However, even more important may be shaking out the absentee landlords and merchants who no longer have a stake in the neighborhood, but would be willing to keep on milking grandpa's old shop as long as it didn't cost them anything.

rehabilitate the Highlandtown and Light Street areas through its LDC. In Brooklyn, the Fifth Avenue Committee is promoting a project aimed at improving a major shopping strip. Local merchants control the planning and development through the neighborhood development corporation.

Tax incentives can be used to encourage neighborhood economic development. New York City is actively using its tax incentive program (TIP) to encourage development of business in inner city neighborhoods. New facilities receive a maximum exemption of 50% per year, declining by 5% each year for seven years. To promote employment, Chicago and Philadelphia have property tax abatement programs for industrial and commercial rehabilitation and construction. At the same time, community groups in Cleveland, Boston, and St. Louis have begun to question whether the neighborhood benefits, or only the business. Some studies show that tax abatements do not influence business location decisions, and that most abatement programs benefit downtown rather than the neighborhoods.

Strengthening Minority or Community-Owned Business

Business employing 20 or fewer people generated two out of every three new jobs from 1960 to 1976. Strengthening local small business, especially minority business, is seen by many community-level organizations as an important means of providing jobs and improving neighborhood economic health. Local governments are increasingly being urged to use their administrative powers to help local small and minority businesses, chiefly by targeting local procurements for such businesses. Cities such as Los Angeles, Chicago, San Francisco, and Phoenix have actual set-asides, while Cleveland, San Diego, and Atlanta have goals and methods devised to help meet those goals (such as making sure minority business know about opportunities in time to bid). The Indianapolis CAA won agreement from the city to set aside 18% of procurements for minority contractors.

Cities are also making life easier for small business by streamlining and expediting their permitting and licensing processes and zoning changes. Baltimore, Chicago, Los Angeles, and Phoenix offer local business a central, one-stop expediting service. The Duluth CAA seeks to advance grass-roots economic development by supporting People's Community Enterprises, aimed at mobilizing assistance for small businesses from both the public and private sectors.

The CAA in Nassau County, New York, has encouraged Federal leasing policy that would assist neighborhood small businesses. The Arkansas CAA Association has encouraged private firms to buy local goods and services.

Policy Tools for Strengthening Minority or Community-Owned Business

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Targeting public procurements	Purchasing Department	Advocate local procurement policy
Streamline permits and licensing, zoning changes	Planning Department, other departments	Advocate one-stop service, streamlining
Targeting corporate purchases	Local firms	Advocate and persuade, argue benefits

Other Policy Tools to Consider

- Advocate change in bonding requirements for local government contracts.
- Introduce the notion of neighborhood small business as a recipient of community re-investment funds.
- Stress the importance of affirmative action lending for business (not just housing).

Exhibit

POLICIES AIMED AT ECONOMIC DEVELOPMENT FOR THE POOR

In some cities, including Phoenix, large firms are being encouraged to aid small minority firms, not merely by subcontracting but by lending some executive management assistance.

In Pennsylvania, the Greater Erie Community Action Agency is recruiting private employers to participate in the job training and placement of unskilled people, using some CETA funds.

In Indianapolis, a neighborhood action organization has formed a community development corporation and a business association that is concentrating on neighborhood physical development. Also, the CAA has worked out an agreement with the city for an 18% set aside for minority contractors, and for 30% of new jobs to go to low- and moderate-income residents.

Cities (including Dallas) are raising the threshold for bonding on public contracts so that small contractors without much working capital can participate. Performance payment systems protect the city. The result is to aid local employment.

New York is dealing with the high cost of industrial sites by developing industrial condominiums and by collocating firms with similar needs, so that jobs for residents will be retained.

Human Development: Helping People To Help Themselves

Forces That Must be Addressed

Poor people's organizations have been in the forefront of those fighting for new definitions of social services that allow people to more effectively help themselves. Natural support networks, natural coping mechanisms, and private markets--when they work properly and people are allowed access to them--can be more effective than another professionally run service bureaucracy.

Even more importantly, many groups representing poor people have recognized the differences in human services often result as much from inappropriate public policy as from larger forces such as increased aged, youth, and single parent populations or the growing percentage of working women (see Figure 3).

Making it possible for people to help themselves (peer-counseling, community gardens, service exchanges), to fill in missing portions of natural support systems (respite care, negotiation of parental support for teenage couples with children, telephone support networks for the isolated elderly), and to obtain informal temporary help (food banks) has many advantages. It allows scarce public resources to be used in providing more adequate services for those for whom a little won't do, it allows more severe problems to be headed off, and it minimizes damage to self-esteem and independence. For example, when a mother has been injured in an automobile accident, emergency in-home care of the children is less likely to result in family breakup than foster home placement. Foster home placement is still needed (as for those orphaned by an accident), so that the service delivery system must remain intact, but it no longer need be the only answer. In short, nonservice approaches can make existing service projects more effective and can at times help reduce the need for services.

The following sections illustrate the kinds of rule changes many community-level organizations are advocating to promote the rights of the aged and handicapped, to facilitate community care and to ensure fair access to public facilities such as hospitals and nursing homes.

FORCES AFFECTING SOCIAL NEEDS

Nonprofit Hospitals Avoid Serving Poor

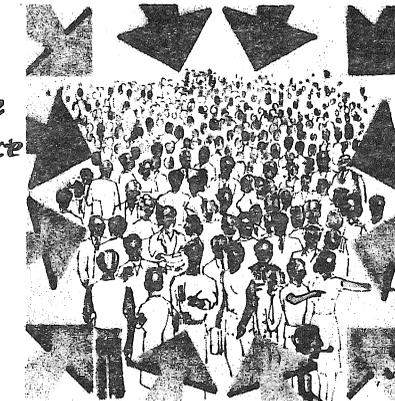
Increased Aged, Youth, and Single Parent Population

*Federal or State
Guidelines Require
Professional Service*

*Constraints on
Noninstitutional
Living Arrangements*

*Daycare Costs
Are High*

*Working Woman
Need For Flexible
Daycare*



Distrust of Credentialed Social Work

Advocacy for the Elderly

Community-level organizations and grass-roots groups (such as the Gray Panthers) have been advocating policy changes that would benefit the aged, such as changes that would allow the purchase of generic drugs. Citizens' Action League (CAL) in San Francisco, Cape Cod Health Care Coalition, and Mass Fair Share (among others) have fought for legislation that would require the pharmacist to post a list of lower-cost, generic drugs and would allow substitution of a generic version unless the physician specified a particular brand name only.

Property tax relief that will allow the elderly to stay in their own homes has also been a subject for a range of advocacy efforts. Mass Fair Share in Boston and Metropolitan Senior Federation in St. Paul have been particularly active in pushing for tax circuit breakers for homeowners; ACORN in Houston succeeded in 1978 in getting the school district to grant homestead exemptions.

The Greater Erie Community Action Agency in Pennsylvania has emphasized policy advocacy for the elderly, to the extent of having a fulltime staff advocate assisted by paralegal aids. The staff not only inform the elderly of their rights but appear with them before public and private agencies. Also, the CAA has developed self-help tenant councils that address problems of isolation of the elderly in Federal low-rent highrises in downtown Erie.

The Cape Cod Nursing Home Council, organized by the Cape Cod CAA, has been active in advocacy on nursing home issues, as has the Metropolitan Senior Federation in St. Paul. The Federation has advocated senior dental groups and also operates a pharmacy and member-discount shopping service. The Wilkes-Barre CAA established a grocery store for the elderly.

South East Community Organization in Baltimore has organized a group of local residents, known as "natural helpers," who work out of their own homes to offer information and assistance to their elderly neighbors.

Support of Families

Just as economic and social dislocation in inner cities have led to disinvestment and distress, so economic and social dislocation of family life have led to problems of social distress. Mothers who seek jobs too often can find only

Policy Tools to Aid the Elderly

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Legislation to allow generic drugs	State health department	Advocate sound legislation
Exemptions from or deferrals of property tax	County tax assessor	Advocate changes large enough to help
Strengthen natural support system and self-help, mutual help	Local human services department, voluntary agencies, citizens themselves	Force local agencies to recognize the expertise of those who have the problem

Other Policy Tools to Consider

- Get local companies to recognize some continuing responsibility to retired employees --even if it is only to provide a meeting room for them.
- Work for a change in the regulations so that the poor can be reimbursed for their out-of-pocket expenses in looking after an aging parent, grandparent, aunt, uncle, or cousin.
- Work for changes in local occupancy codes so the elderly can share apartments and stay out of institutions.

Exhibit

ADVOCACY ON NURSING HOME RIGHTS IN PHOENIX

The Arizona Center for Law in the Public Interest (ACLPI) was started in late 1974 with one attorney. Since that time they have grown to a staff of over 13 and have undertaken a number of important advocacy issues on behalf of their communities. The strategy of the Center is basically to identify an issue where there is the possibility of a precedent-setting case, typically one that will lead to a structural reform in the policies of government or the private sector. The following illustrates how, in two different cases, ACLPI helped to promote the welfare of the aged through examining the need for regulatory changes.

In 1980 the Center carried out a study of Maricopa County Health Department records, which revealed that at least 35 boarding homes in the county were operating illegally and that the County was completely indifferent to the health and safety conditions in the homes. The point of the study was to demonstrate that although boarding home facilities were not classified as being supervised care facilities, they did in fact (in a large number of cases) offer these services. Only 9 out of 47 homes were actually only boarding homes; the others were giving illegal health services. The County had failed to report this to the State Department of Health Services. As the result of a publicized death, the County re-evaluated the status of boarding homes; 65% of all homes were inspected and a large number were recommended for licensing as supervised care facilities.

The ACLPI found that the County had been failing to correctly report code violations or to follow-up on inspections made at boarding homes. The ACLPI recommended that the County use its inspection network to monitor illegal service roles and, where identified, inspect and license the facilities. Strict enforcement of existing regulation in boarding homes should also be maintained. The County was moved to take remedial action by the publication of these findings.

While the strategy employed by ACLPI was designed to promote increased enforcement of regulation, there was no attempt to eliminate noninstitutional care alternatives by forced licensing of boarding homes as supervised care facilities. Instead, the Center was attempting to ensure that the quality of care in all community-based care settings was maintained.

In a complementary case, the ACLPI initiated a suit that resulted in a landmark ruling in a United States District Court. The Center brought a suit against the Arizona Association of Health Care Facilities demanding removal of their policy of excluding advocates from helping nursing home patients to exercise their rights. The Center operates a patient advocacy program that created the circumstances leading to the suit. Two members of the Center went to a nursing home to counsel a patient on the availability of a state renter's credit. The nursing home administrators refused to let the advocates speak with the patient. Because the nursing home accepted County funds, they have a public duty of caring for low-income patients, which includes providing for adequate information on the issue. In addition, as the residents in the facility did not leave the premises, their status constituted that of a town, much as migrant workers on farms do (a case was based on their right to have advocates come and talk to them, even though they were on private land). The Federal government is currently trying to rewrite regulations for nursing homes concerning the issue of reimbursement and rights of access. While the nursing home industry protested the decision, the rights of residents were preserved through elimination of a private-sector policy constraining freedom of contact.

inadequate day care, couples split up because of stress; children beget and bear children of their own because of lack of strong emotional support; drug abuse, alcohol abuse, and other types of acute distress afflict many families; isolation and stress result in child abuse. New ways need to be found of increasing social investment in families, and community-level groups are finding them.

The CAA in Gainesville, Georgia and the Human Services Providers' Association in Little Rock, Arkansas are engaged in advocating rule changes in programs like Title XX social services aid families. The CAA's in Hillsboro, Oregon and Pittsburgh, Pennsylvania have, along with the Baltimore Welfare Rights Association in Maryland advocated rule changes and changes in administrative practices to promote the rights of AFDC families. Self-help and mutual-help approaches to family problems have been promoted by CAA's in Cleveland, Brandton (Florida), Hillsboro, and Sioux City.

Some CAA's and community-level organizations have worked with private firms to increase private-sector provision of on-site training, day care, alcoholism treatment, and family counseling. The Northwest Community Organization in Chicago persuaded the Northwest Industrial Council to provide more on-the-job training for the neighborhood residents so they could avoid costly commutes. The Arkansas CAA Association and the CAA in Las Vegas, Nevada organized private-sector storage of emergency food.

Promoting the Rights of the Disabled

A number of community-level and citizens' organizations have been active in promoting independent living for the disabled and advocating policy and other changes needed to make independent living possible.

The Center for Independent Living in Berkeley, California has been a leader. Its legal advocacy influenced state legislation for the handicapped and influenced Federal action (for example, Section 504 of the Vocational Rehabilitation Act and its regulations requiring access for the handicapped). The Center and similar groups are actively promoting the enforcement of Section 504 regulations. The Center has also been a leader in promoting self-help and deinstitutionalization.

The CAA in St. Louis has developed an outreach and advocacy program for the handicapped. This program aims to make the disabled aware of their rights and how

Policy Tools to Aid Families

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Reform Title XX or AFDC administration	County/state agency	Prove need for reform and lobby or sue to get it
Self-help, mutual help, peer group help	County and voluntary agencies	Force agencies to recognize expertise of those who have the problem
Employer provision of services	Private employer	Persuade companies to provide child care, alcoholism treatment, drug abuse treatment, not just fire people

Exhibit

HELPING THE SINGLE-PARENT FAMILY

Women Aware--Self-Help in Sioux City, Iowa

The Sioux City CAA (Woodbury County Community Action Agency) established a self-help program for single female heads of households on welfare. The theory of the program is that there is little chance these women will move off welfare until they have overcome their defeatist attitude about their own worth and their own abilities. The program stresses activities to foster personal growth and the development of self confidence such as assertiveness training and instruction in parenting. The women help each other as they develop themselves so that they can go out and get productive jobs and create a better life for themselves. Results after six months of this self-help peer assistance program were that out of forty members, seven had changed careers into a chosen field, seven went from part-time employment to full-time, and five members returned to college. The biggest change appears to be within the women themselves: their feelings of self-worth, confidence, and their attitude about life.

Control Data Corporation in Three Communities

Working with local government in site selection and construction, Control Data Corporation (CDC) has successfully established three inner-city manufacturing plants--in St. Paul, Minneapolis, and Washington, D.C.--and is now planning a fourth. The employees of these plants are principally mothers with school-age children and high school students. The workers are 90% minority, the management 100% minority. The firm's policy in operating the plants has been to promote local employment, continue employee skills development, and to provide certain ancillary services, such as child care and financial counseling.

In Minneapolis, CDC established the nonprofit Northside Child Development Center in 1971 to meet the local child care needs of its working mothers. The center, which now has 130 children, has since moved to larger facilities; it is financed by several Minneapolis businesses, parent donations, and government grants.

In Baltimore, perceiving the need to strengthen the neighborhoods near its plant, CDC developed a subsidiary corporation, Commercial Credit, which in 1975 initiated Project HELP. This project included the purchase of ten row houses scheduled for demolition in Baltimore's inner city, rehabilitation of the housing, sale of the homes for low down-payment, and a mortgage rate of 6-1/2% subsidized by the City of Baltimore and Commercial Credit. The project was a joint venture which, because of its success, could lead to more private market rehabilitation in the areas near CDC's plants.

Other Policy Tools to Consider

- Ordinances to limit discrimination against children in housing.
- Alternatives to foster home placement for emergencies, for neglect that results from excessive stress, for children declared to be beyond the control of adults.
- Respite care for highly stressed situations to prevent spousal abuse or child abuse.
- Neighborhood projects to promote neighborliness, cut down isolation, improve neighborhood for children.
- Negotiate to get parents of teenagers with children to help support them, help them care for child.
- Force more attention to free urban recreation opportunities for poor families.

Policy Tools to Aid the Disabled

Exhibit

ADVOCACY FOR THE DISABLED IN BERKELEY

The Center for Independent Living (CIL) was founded in 1972. It grew out of the Cowell Residence Program, a program for the accommodation of physically disabled students at the University of California in Berkeley. In the fall of 1969, the Cowell residents organized their own academic class called "Strategies of Independent Living," which worked out a set of principles that called for the integration of the disabled into the larger community. These principles were embodied first in the Physically Disabled Students Program and then, when the program expanded beyond the campus into the Berkeley community at large, in the Center for Independent Living.

The CIL now, in mid-1980, has a staff of about 150 persons; a majority of them are disabled. The CIL has an extensive peer counseling program whereby disabled persons and their families or spouses are assisted in coping with the emotional aspects of disability. Another part of the counseling program offers instruction in the skills needed for independent living and in the ways that homes can be modified so as to make them more serviceable to the disabled.

The Disability Law Resource Center (DLRC) of the CIL administrates and coordinates legal efforts directed toward advocacy, outreach, and public education. The DLRC provides legal counsel to persons suffering discrimination on account of disability and represents disabled persons in their dealings with public agencies. It also functions as a legislative advocate, working for changes in law that will benefit the disabled, and gives technical assistance to organizations promoting public understanding of the independent living concept.

As an advocate for the disabled, the CIL has had some significant achievements. The most significant, perhaps, is the part it has played in compelling Federal agencies to implement the Rehabilitation Act of 1973. The Act forbade discrimination against the disabled and directed the various agencies to draw up regulations to carry it into effect. The CIL has also carried on a spirited lobbying effort to win access for the disabled to public transportation. This effort was reflected in the publication a year ago of the Department of Transportation's regulations on access.

The CIL has done an effective job of advocacy at the state and local levels as well as at the Federal level. It successfully campaigned for retention and expansion of the Attendant Care Program. And its first legislative victory came with the adoption of a curb-cut program by the City of Berkeley.

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Enforcement of Section 504 regulations	Public agencies	Advocate enforcement, publicize violators
Permit and enable self-help, independent living	Local agencies and disabled themselves	Advocate changes in regulations to make it possible

Other Policy Options to Consider

- Gain commitment from city to provide reader for the blind, translator for the deaf for civil service testing.
- Change occupancy code to allow disabled to share housing.
- Gain changes in state assistance payments to enable immediate payments to those released from mental hospitals to cut down revolving-door admissions.
- Force high-income neighborhoods to accept a share of board-and-care homes to prevent saturating an already overstressed neighborhood.
- Provide managers of low-rent hotels for transients with training in information and referral services.
- Force local transit district to serve the disabled effectively.
- Organize corporate support for purchase of prosthetic devices to help physically handicapped function more effectively.

to use them to live independently. The Indianapolis CAA has provided a grant to a neighborhood group that is struggling to obtain greater access to transportation for the handicapped.

Ensuring Access to Health Care

People have unequal access to health care--an inequity that reflects not only differences in income and in employment (or union membership) but also in location. Some inner-city areas have little more health care than a remote desert or mountain settlement.

The CAA in Hillsboro, Oregon; ACORN in Little Rock, Arkansas; the Cape Cod Health Care Coalition; and the Alabama Council on Human Relations (Auburn) have been successful in forcing local hospitals to serve the poor in compliance with the Hill-Burton Act from which they receive funds. ACORN was also successful in using the regulatory powers of the Central Arkansas Health System Agency to make a Little Rock hospital open an emergency room.

Policy Tools to Ensure Access to Health Care

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Enforce provision of Hill-Burton Act.	Federal Department of Health and Human Services, hospitals receiving Hill-Burton funds.	Negotiate, lobby, demonstrate, sue

Other Policy Options to Consider

- Persuade companies to maintain health insurance on employees laid off but to be brought back when work picks up.
- Persuade companies, unions, to broaden health-plan coverage for dependents.
- Persuade Chamber of Commerce small business group to set up a large Blue-Cross/Blue Shield plan for small businesses so they can afford to cover their employees.
- Provide support to groups seeking protection from injurious work or residential environments, and some reparations (and medical care) for damage already done.
- Force passage of laws and regulations to allow more health care paraprofessionals to serve areas where health care is scanty. (Include bilingual.)
- Win stronger enforcement of medical care provision for AFDC children.

Exhibit

USE OF HILL-BURTON REGULATION IN HILLSBORO, OREGON

The Hillsboro CAA undertook an advocacy campaign to compel Hillsboro hospitals to comply with the community service requirements of the Hill-Burton Act of 1946. Under these requirements, the hospitals, as a condition of receiving construction grants, must over the course of 20 years provide a certain agreed-upon amount of free or reduced rate medical care to poor people. After negotiating with one hospital, the CAA filed an administrative complaint with the Department of Health, Education and Welfare (HEW). The Federal agency found the hospital out of compliance with the terms of the Act. As a result the hospital has now developed procedures for taking applications for free or reduced-rate service and has accepted the applications of about 20 people that the CAA has referred.

Easing Financial Burdens

Forces That Must be Addressed

As more and more goods and services move out of the affordable reach of low-income people, community-level groups are working to find new solutions that will ease financial burdens at least to some extent (see Figure 4). These problems not only affect the poor. Winter heat, nourishing food, and home and auto insurance are slipping away from the grasp of working people, not just from those who must live on inadequate state and Federal transfer payments.

In this context, community groups of all types are paying increasing attention both to monitoring local and state rate-setting bodies and to establishing alternative systems (in such areas as food) that can help people priced out of conventional markets.

This section describes activities designed to help low-income consumers in such areas as utility regulation, local tax reform, and food.

Utility Rate Reform

Many community-level groups are working hard to get utility rate reform, particularly lifeline rates (where the first few kilowatt-hours of electricity or cubic feet of gas are the least expensive rather than the most expensive). Also, groups appear before state public utility commissions to dispute rate increase requests. CAL in San Francisco, People Organized for Washington Energy Resources (POWER) in Olympia (Washington), ACORN in Detroit, Austin, and Phoenix, the Concerned Citizens Congress in Denver, Mass Fair Share in Boston, and the Citizens Labor Energy Coalition in Chicago are active in utility rate reform.

Even where increases in utility rates can successfully be kept to a minimum, however, low- and moderate-income people may face difficulties in paying high winter heating bills. A number of groups have worked hard to get ordinances or statutes passed that prohibit utility turn-offs (or discontinuance of fuel oil deliveries) during the cold months. Where a fuel oil ordinance is not possible, some groups are working to develop an emergency fund for fuel oil. Finally, a number of groups are actively trying to get discounts or rebates on utility rates for the elderly or for those receiving public assistance.

CAA's in Boise, Boston, Boulder (Colorado), Denver, Duluth, Greenfield (Massachusetts), Kansas City (Kansas), Pittsburgh, Rockford (Illinois), St. Louis, Sioux City, Stratton (Colorado), Wilkes-Barre, North Bend (Oregon), and Kentucky are active in a variety of utility rate issues.

FORCES AFFECTING CONSUMER ISSUES



Exhibit
UTILITIES

Utilities Campaigns in Two States

The Citizens Action League in California formed a coalition of church, labor, seniors, neighborhood, consumer, and other organizations to pursue utility rate reform. The coalition successfully won a campaign to have the State Legislature adopt "lifeline" utility rates for basic amounts of gas and electricity for all consumers. Low- to middle-income people joined together in this coalition, resisted efforts to make the program available only to the poor--with the resultant means tests and administrative bureaucracy that would have had to be established--and got a bill adopted with the signature of the Governor after a ten-month campaign. In 1980, the California Manufacturers Association, the State Chamber of Commerce, the Farm Bureau Federation, and others sought to substantially limit the benefits of lifeline. The Citizens Action League again mobilized its coalition and defeated these efforts. Lifeline rates save average consumers at least \$100 per year.

In the Oregon State Legislature, Oregon Fair Share (OFS) won legislation mandating the Public Utilities Commission (PUC) to develop no-shutoff utility guidelines. The legislation specifically stipulated that the no-shutoff policy apply in the winter, though it was permissive about other times of the year. The PUC negotiated tough guidelines with participation of OFS. These guidelines go further than the legislation, by requiring clear advance notice of nonpayment of utility bills, and requiring that utilities accept partial payment from a customer who has fallen behind in his/her bill.

Utility Rate Reform in Olympia, Washington

POWER (People Organized for Washington Energy Resources) was organized in March of 1978 by people who had worked closely with CAPs on energy issues. Its sole purpose is advocacy, and this effort is carried on mainly before the Washington Utility and Transportation Commission, local utility districts, and the Bonneville Power Administration, a Federal agency under the Department of Energy.

The policies adopted by Bonneville are of great concern to POWER, for Bonneville furnishes most of the electricity distributed by the local public utility districts that serve 40% to 50% of the population of Washington. Bonneville recently increased its rates by 90%, and POWER urged the Federal agency to adopt baseline rates at the same time that it put the increase in effect. The proposed system of baseline rates would reserve a part of the low-cost hydro power generated by Bonneville for residential customers. This hydro power is distinguished from the Agency's thermal power, which is much more expensive to generate. The 90% increase has been allowed to go into effect pending a final decision by the Federal electric regulatory commission, a part of the Department of Energy. The POWER request for baseline rates is also under submission to the Federal body, with a decision expected by June of 1980. If there is a favorable ruling on the request, it is possible that refunds will have to be made to residential users.

In December of 1978 the Commission handed down a nine-point order. It prohibited shutoffs between November 1 and April 1 when the temperature dropped below 20 degrees or within 48 hours after such a fall in temperature. Also included in the order were prohibitions on weekend and holiday shutoffs and shutoffs injurious to health. The CAAs in Washington considered this result to be a sweeping victory over the utility companies.

Policy Tools for Utility Rate Reform

Tool	Administering Agency	Community Group Role
Obtain lifeline rate statute or ordinance	Public utilities commission of state	Lobby or litigate
Obtain prohibition of shutoffs during cold season (northern cities) during hot season (southern cities)	Public utilities commission, state legislature, city council.	Lobby, demonstrate, or sue if necessary
Advocacy for the poor at utility rate hearings	Advocacy group	Prove adequacy of current rate, damage done by increasing it

Other Policy Tools to Consider

- Introduce possibility of competition for current public utility companies through community ownership of distribution system, new means of generation (cogeneration, block solar/windmill unit).
- Emergency fuel funds for those threatened with shutoffs.
- Urge system to provide free wood for those poor families in houses old enough to have facilities for burning it. Force enforcement of old laws requiring landlord to clean chimney rather than boarding up fireplace.

Tax Reform

Some taxes weigh more heavily on low- and moderate-income people than others. Sales taxes on food and pharmaceuticals take a far greater proportion of income from the poor and elderly than from the affluent. Property taxes are critical because inability to pay forces loss of the family home.

Groups in states where sales taxes apply to all items sold are actively working for changes in the law to exempt necessities such as food, medicine, prosthetic devices (including eye glasses and dentures), and utilities. States are responding to such pressures, although not all of them have moved swiftly or uniformly. For example, ACORN in Little Rock succeeded in its lobbying effort to have drugs exempt from state sales taxes but failed to get food exempted.

The fairness of the property tax itself has been questioned, as has the fairness of having property tax serve as the main source of local revenue. Tax issues (particularly property tax) have been a priority issue for many groups, especially Citizens' Action League (CAL) in San Francisco, Mass Fair Share in Boston, and ACORN groups in Arkansas, Texas, and other states. Most have been looking at how much current property tax assessment practices favor large commercial property owners at the expense of residential owners. (The issue is not unlike lifeline rates for utilities.) Mass Fair Share seeks a program that would assess residential property at a lower rate (20% tax relief), would equalize commercial and industrial property taxes, and would include a circuit-breaker measure for low-income homeowners. Working with the Mayor of Boston, Mass Fair Share succeeded in gaining passage of a measure that would hold all property values at full market value (100% valuation) but would tax different kinds of property at different rates.

In Little Rock, ACORN proved that residential property in older neighborhoods was being assessed at more than real market value while the city's commercial properties were consistently underassessed. In 1977, ACORN won a citywide reassessment. In the same year, the Houston ACORN also won lower tax assessments for homeowners.

CAL in San Francisco has sought to shift the burden of paying for local services from the shoulders of the homeowners. To some degree, it has succeeded; CAL has successfully advocated increases in the tax for long-term parking, high property transfer taxes on real estate sales that take place in less than a year from the previous sale, higher hotel room taxes, and a higher tax on business gross receipts.

Policy Tools to Ease Tax Burdens

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Tax classification	Tax assessor	Lobby for state code change to permit it, local adoption
Tax circuit breaker	State legislation tax assessor	As above
Equalization of tax assessment valuations for commercial, residential properties	Tax assessor	Prove necessity for change, unfairness of present system

Other Policy Tools to Consider

- Remove state sales tax from food and medicine.
- Establish tax deferrals for owner-occupants.
- Urge reassessment in areas where residential property values have declined.
- Find new taxes that don't drive out small businesses (such as tourist taxes, levied on hotel-room rates, long-term parking taxes, or cabaret tax) to help support services.
- Advocate tax equalization between city and suburb to cut business flight. (Settle for negotiated agreement that surrounding suburbs will subsidize their commuters' use of city services.)

Exhibit

TAXES

Tax Policy Advocacy in Boston

Mass Fair Share (MFS) has been a leading organization promoting property tax reform. They successfully campaigned in a coalition with other forces for a statewide initiative instituting a tax classification system in 1978 which requires differential assessment for types of property and thereby reduces the tax burden on residential homeowners. Mass Fair Share was able to gain the active support of the Mayor of Boston in that campaign. MFS has also been active in promoting circuit breakers for the property tax, flexible code enforcement, and advocacy against auto insurance discrimination.

A Mass Fair Share campaign against tax delinquency led to the collection of \$24 million in Boston and a total of \$40-\$50 million in taxes in the state. MFS pressed local collectors to step up the pace of collection and to be more aggressive in their collection practices. Where fines are cheaper than local lending rates, property owners frequently choose to pay a fine so they can continue to use money that otherwise would have to be paid in property taxes.

Expanding the Tax Base in Medford, Oregon

The Medford urban growth boundary, set by agreements between the City and County, as proposed by the two governmental bodies would have excluded from the City some major production facilities. The result would have been lower taxes for the companies, but a loss of the tax revenues for the City. Oregon Fair Share's Medford Chapter pushed to have the boundaries extended to include the companies. They won, and the result is that these areas now contribute 10% of the City's tax base.

Advocacy on Taxes and Utilities in Little Rock

ACORN in Little Rock was organized in 1970 to give more voice and representation for low- and moderate-income people by pressuring for local policy change. Organizing first around neighborhood issues such as street repair and litter, ACORN soon became active in several major city issues including tax reform, utility rate reform, and health care. Research by ACORN in 1972 showed underassessment of commercial property and overassessment of residential property in older neighborhoods of Little Rock. Between 1972-76, ACORN complained to the County tax equalization board. The County Judge ordered a reassessment in 1977, upheld in State Supreme Court in 1979, that ordered a statewide reassessment and equalization. In 1978, ACORN fought a campaign to end the sales tax on food and medicine, which resulted in a decision by the Governor to remove the tax on medicine in 1979. In the area of utility rate reform, ACORN succeeded in 1975 in pressuring the Arkansas Public Service Commission to reduce ARKLA Gas Company's rate increase and in 1976 succeeded in gaining voter adoption of a lifeline rate election proposition, which was later overturned in court. In 1979, ACORN pressured the Public Service Commission to establish new rules on shutoffs. In health care, ACORN has used the Hill-Burton Act regulations (requiring hospitals that received funds under that act to provide free or reduced medical care for the poor for 20 years) to force local hospitals to serve more low income persons.

Food

The cost of food (particularly nutritionally adequate food) is becoming a matter of critical concern at higher and higher levels of income. Community-level groups are attacking food costs in several ways: by increasing access to feeding programs; by organizing alternatives to small, high-cost, inner-city grocery stores (such as co-ops, food-buying clubs, and farmers' markets); by organizing community garden projects; by fighting for changes in Food Stamp Program regulations (for example, Expedited Food Stamps); and by establishing food banks or lobbying for the changes in state law that will permit the establishment of food banks.

The CAA in Richmond, Virginia has been particularly active in Food Stamp regulation reform. Utahans Against Hunger in Salt Lake City succeeded through legal advocacy in expanding the Food Stamp Program in rural areas, as did the CAA in Lake Providence, Louisiana. Food Stamp regulation reform has been a major food-related advocacy activity of the Fort Lauderdale CAA.

The Denver CAA's most active advocacy efforts have focused on food and nutrition--lobbying for new food legislation and monitoring the adequacy and effectiveness of existing programs. Manna, an advocacy organization in Nashville, succeeded in gaining the establishment of a school breakfast program serving 3,000 children, and the Erie CAA is attempting the same kind of program now. The Alabama Coalition Against Hunger forced the state (through the Alabama Health Department in Auburn) to take full advantage of the Federal supplemental food program for women, infants, and children.

Methods that actually increase the local food supply available to low- and moderate-income residents include urban gardening and distribution of donated food. The CAA in St. Louis was active in convincing the city to allow low-income people to grow food on vacant city land. The Baltimore Welfare Rights Group has a strong urban gardening program. The CAA in Monterey (California) established a Brown Bag Distribution Program in which growers donate food to over 4,000 people per week. The Hillsboro (Oregon) CAA has established a program in which growers donate fruits and vegetables for distribution to the poor.

Policy Tools for Easing the Cost Burden of Food

<u>Tool</u>	<u>Administering Agency</u>	<u>Community Group Role</u>
Force legal changes to permit alternatives to conventional grocery stores, food markets	City, county, and state	Prove need for and show value of changes, get wide support
Force reforms and extensions of feeding programs, nutrition programs, food stamps	Federal agencies, state implementing agencies	Prove need for, get local agencies to advocate, and lobby (or sue)
Persuade city to allow urban gardens on unused land	City council, Park Department	Advocate and organize garden groups

Other Policy Tools to Consider

- Persuade private firms to allow gardens on their land for employees and neighbors.
- Organize system for receiving food donations from nearby growers and distributing to low-income area.
- Organize community canning/freezing projects and negotiate suitable storage where needed.
- Negotiate restaurant discounts at unpopular hours.
- Get neighborhood groups to set up emergency food funds, food banks.

Exhibit

ADVOCACY AGAINST HUNGER IN IDAHO

The Idaho Hunger Action Council, a delegate agency of the CAP in Boise, has had significant impact on administrative and legislative policy in Idaho in its advocacy against hunger.

In late 1979 and the first months of 1980 the Council has been instrumental in the passage of a Good Samaritan Act by the Legislature. Patterned after similar laws in Washington and Oregon, the Act relieves the donor of any liability that might otherwise come into being as a result of gifts of food, so long as the gift is made in good faith to a nonprofit agency. Under protection of this law, wholesalers, retailers, and processors are much more willing to donate food that would otherwise go to waste. The donor is allowed a tax deduction not only of his cost but also of 50% of his unrealized profit on the food. Council staff believe that the Good Samaritan Act will greatly increase the amount of food that can be cleaned and salvaged for free distribution to the poor.

The Council has remarkably increased participation in the Food Stamp Program in Idaho. Early in 1979 only a little over one-fourth of the people eligible were participating (27,000 out of 95,000). Early in 1980 fully half of the eligibles were receiving stamps. A very marked increase in use has occurred in the elderly population. The strategy of the Council in this campaign was to de-stigmatize the Food Stamp Program.



IV ORGANIZING FOR ACTION

The preceding sections of the guide have provided basic reasons for promoting nonservice approaches and specific examples of what has in fact been done in individual communities using nonservice tools. This final section addresses the issue of organizing for action--how you actually do it. The examples of nonservice approaches used in other places (presented in earlier sections) suggest some ideas that might be adapted to a particular community. It is up to the leaders of Community Action Agencies and community organizations to figure out exactly how to develop appropriate strategies for promoting nonservice approaches for their own communities and organizations. Obviously strategies will vary depending on the local area. What works in one place does not necessarily work in another because of different local contexts.

Once an organization has decided that it wants to actively engage in promoting nonservice approaches to help low-income people, the question then becomes what tools would work best and how can they be most effectively promoted. The development of a particular strategy for promoting nonservice approaches (the question of how) requires as much careful consideration as the choice of the particular nonservice tool (the question of what).

This section lays out an approach to developing nonservice strategies; provides three detailed case examples of how CAA's have actually developed nonservice strategies; and, then discusses the relationship of nonservice approaches to CAA planning, community organization activities, and local government planning generally. Discussions of what is important to successful action and examples of how community action groups have succeeded are given in the main column on the left. On the right are checklists intended to help staff think through specific issues in developing policy advocacy as a way of solving problems. They can be copied separately to be used for meetings or for local or neighborhood surveys.

Areas for Local Nonservice Advocacy

Check the items that are of particular importance:

Housing

- For the elderly
- For families with children
- For the disabled
- For the unemployed

Jobs

- For young people
- For the unemployed
- For those with special needs
- For the elderly

Extension of services

- To include groups not served well now (those who speak only Spanish, for example)
- To include services not now provided
- To extend eligibility to more of those who need assistance
- To ensure provision of kinds of services that meet the needs of residents

Reduction of financial burdens

- On the elderly
- On the unemployed
- On the disabled
- Imposed by a particular necessity
 - Medical care
 - Transportation
 - Food
 - Other

Evaluating Internal Group Capacity

Check the items that best describe the group at this time in its history:

Experience

- Group has several years experience in policy advocacy and in forming successful coalitions.
- Group was initially an advocacy group but has taken over providing services in recent years.
- Group is relatively new and has little experience of any kind.
- Group has experience in advocacy but not in forming coalitions.

Leadership

- Group has a strong, committed, and experienced leadership, with no internal divisions.
- Group has strong leadership but members don't always go along.
- Group is newly formed, clear leadership not yet established.
- Leadership and member commitment vary--stronger on some types of efforts than others.

Funding

- Group has dependable funding that is not likely to be withdrawn.
- Group depends on public funding that can be cut, withdrawn, or have new restrictions imposed at any time.
- Group supports itself by a variety of fund-raising techniques that somehow keep it going.

Developing Nonservice Approaches

"Planning" in low-income communities has often been as much a barrier to action as a spur to action. Programs such as Urban Renewal and Model Cities have required low-income persons to participate in the development of complex plans that were often not put into effect as intended. Indeed, such programs often ended up harming communities they were supposed to help. In contrast, developing and implementing effective nonservice approaches suggests a more realistic planning of a kind not often seen in public programs.

Key steps that need to be considered by an organization seeking to promote reference strategies include:

- Building internal organizational capacity to undertake nonservice approaches.
- Analyzing the nature of problem(s) to be addressed.
- Selecting appropriate strategies.
- Developing the allies necessary to achieve reforms.

Building Internal Capacity

A requirement for engaging in policy advocacy for most nonservice approaches is developing an internal capacity and commitment to support those activities. To effectively advocate policy change, staff capacities must be developed in both research and understanding the technical policy issues (e.g., tax issues, utility rate issues or anti-redlining issues) and organizing for community action. To win a campaign on regulatory or tax reform requires a careful documentation of the facts and access to people who understand the complexities of larger issues (such as rate structure), as well as ability to publicize concerns and to organize support for public meetings and petitions.

In addition, particularly for CAAs but also for other community organizations, commitment of the governing board for the organization to engage in policy advocacy is critical. While policy advocacy can have high payoff, it usually involves some risks and possible controversy as a result of confrontation with major institutions. Support of board members is essential in pursuing policy advocacy.

Among specific actions that a CAA might consider in developing the necessary internal capacity and commitment to promote nonservice approaches are the following suggestions:

- Determine the flexibility of local initiative funding from Community Services Administration and decide how existing resources might be allocated to promote nonservice approaches. This might involve changing staff assignments to designate key nonservice staff.
- Consider the possibility of obtaining staff training and technical assistance from one of many national support organizations for community-level groups (see Appendix A for a list).
- Consider setting up a community-organizing staff in addition to service-providing staff and try to develop a productive, mutually beneficial working relationship between the two.
- Identify the potential for using VISTA or other volunteers as organizers.
- Look into the availability of special demonstration funds that might be available from CSA to help support activities with community organizations.
- Engage the CAA board in a series of problem analysis sessions that examines the forces affecting the community as a means of rethinking CAA strategies and possibly reorienting the basic CAA mission.

Appropriate Nonservice Policy Advocacy Roles

As noted at the beginning of this guide, not all community-level organizations choose to play the same role. Each operates in its unique local setting with its own set of goals and objectives, and its own capacity and strengths. Each community-level organization must define its role in the community and select the approaches that are most appropriate for achieving its goals.

Three general types of community action agencies, all successful in improving conditions for local low-income people, are illustrated by case studies. One was a part of the local government (Monterey County), one was wholly private and worked outside of government (Woodbury County, Iowa), and one was part of local government but worked with groups outside of government (Duluth, Minnesota).

Evaluating Internal Group Capacity (Continued)

Membership

- Members are highly committed and turn out for meetings regularly, even if not much is going on.
- Members appear suddenly when something important to them is likely to be discussed, avoid budget meetings, avoid committee assignments.
- Members are alike only in that they share one characteristic (live in one neighborhood, have a similar ethnic background, are similar in age, or all share a similar economic plight).
- Members all share a similar viewpoint and are united around one issue or a core of common issues.

Monterey County
Community Service Department
Salinas, California

The Monterey County Community Service Department (CSD) in Salinas, California is a public CAA constituted in 1972, partly to do something about the problem of public transportation for low-income people. There was virtually no public transportation for anyone in the county and, at that time, the people who were hit the hardest were the elderly and the poor.

In 1973, utilizing connections with other governmental agencies, CSD collected over 20 surplus government vehicles including vans, busses, and station wagons. Hiring four drivers out of the Department's budget, CSD began providing transportation services to low-income residents in the county. In initiating the service, CSD contacted doctors, the Department of Social Services, and groups that served the poor and the elderly. They began to build a network of people who benefitted from the service, both client groups and professionals who served the clients.

Over the next five years, CSD was able to demonstrate enough need for the program to leverage resources from the Federal government, the State Transportation Development Program, and the local Board of Supervisors. By 1978, the program had grown to ten full-time drivers and delivered over 100,000 rides. While CSD was clearly competent in delivering the service (rides were being delivered at under \$1.50 per individual), the Department's governing commission decided that, after five years, it was time for the program to become more institutionalized. Further, since the need for this type of transportation had been demonstrated, the County Transportation Commission should develop a plan to upgrade and take over the planning and execution of a countywide transportation plan.

The County Transportation Commission did not receive CSD's recommendation with enthusiasm, and CSD closed it down for three months. During the three months, senior citizen's groups, community organizations, and welfare rights groups signed petitions, packed Board of Supervisors meetings, and confronted officials at the County Transportation Commission (driven to the meetings, of course, in CSD vans). The County then requested that CSD reinstitute the program on an interim basis until it could be fit into a countywide transportation plan. Since that time, the County has contracted with a number of taxi companies that will provide the service on a 24-hour basis and it is experimenting with transportation stamps that will be used to pay for the services.

The future role of CSA in the development of transportation in Monterey County will involve acting both as a monitor for the program to make sure it is cost-effective and as an advocate for the people who use the system.

This case study shows how an agency can use problem analysis to identify a key issue (transportation) and then initiate a program of institutional change to address it. It also illustrates how CSD was able to use its access to sources of public funding to construct an efficient, cost-effective project and to work effectively in building relationships with community organizations and other interest groups to ensure the continuation of the service after CSD spun off direct service delivery to the County. Third, it demonstrates a number of different ways that the agency worked with county government: initially as a collaborator in building the project, later in getting the County to institutionalize the program, and finally as a watchdog.

Diagnosing Specific Target Problems

The following diagnostic checklists are ways of looking at problems that should suggest the nonservice tool or set of tools that might be useful in addressing the problem.

Housing

The main problems with housing in this community are:

- Housing units are being abandoned, but they are not available to tenants or buyers who would fix them up and live in them.
- Landlords won't maintain their premises in habitable condition and often won't pay back taxes.
- Building codes are so rigid that old houses cannot be rehabilitated at a reasonable cost.
- Real estate speculators are driving up housing prices and displacing residents.
- Poor and elderly tenants are being driven out when apartment houses are converted to condominiums.
- Certain local lenders and insurers won't base their loan decisions on the individual applicant and building, and instead focus on the neighborhood characteristics.
- Companies make no effort to help lower paid employees get reasonably priced housing.
- High property taxes exist with few protections for the elderly owner-occupants on fixed incomes.
- The economic situation here is so bad that low income residents can't earn enough to afford the housing that is available.
- Zoning and occupancy codes prevent the elderly, disabled, or single parent family from sharing housing.

Woodbury County
Community Action Agency
Sioux City, Iowa

The Woodbury County Community Action Agency in Sioux City, Iowa is a nonprofit corporation that serves an urban and rural constituency of 103,000 in northwest Iowa. In 1972, the entire focus of the CAA was on service delivery, but since that time the agency has moved into significant nonservice activity.

While the initial CAA Board was not inclined toward advocacy, the Executive Director and staff were able to convince the Board of the importance of nonservice advocacy by working through solutions to certain salient community problems such as energy and rural health. The Executive Director first allowed a staff member to focus on energy issues using nonservice approaches and later assigned another staff member to developing nonservice approaches to rural health.

The most notable nonservice advocacy action was a campaign against winter shutoffs of residential utility service. The campaign began with the Woodbury County CAA but quickly grew into a state-wide coalition of community groups against the private utility companies. The CAA staff, working with the local legal service group and a citizens' group it helped to organize, first attempted to negotiate with the local utility. When that attempt failed, picketing and mass protest meetings occurred. The CAA took its case to the Iowa Commerce Commission. Experts from Iowa State University helped with research. A state-wide organization formed, made up of CAAs, other citizens' groups, and the State Legal Service Corporation. The Commerce Commission, with the CAA's petition for rule changes before it, held hearings throughout the state. Each of these meetings was attended by an average of 200 people. In December 1978, the Commission handed down an order that prohibited shutoffs between November 1 and April 1 when the temperature dropped below 20 degrees or within 48 hours after such a fall in temperature. It also prohibited weekend and holiday shutoffs and shutoffs injurious to health. This victory over the utility companies led to the formation of the Iowa Citizens-Labor Energy Coalition, which is currently pushing for life-line rates and rate restructuring.

CAA staff believe that reaching out to build coalitions with citizens and legal services was the key to success. The citizen group mobilized by the CAA moved on its own to advocacy on other issues including CDBG allocation and housing issues. The Coalition for Community Reform is now independent of the CAA and has gained support from the Campaign for Human Development.

Having convinced the Board of the value of nonservice advocacy in the energy area, the CAA moved into addressing the problem of rural health--a major concern of the elderly poor in rural areas. The CAA staff quickly realized that building citizen awareness of the problems and community self-help to cope with them was at least as important as direct service delivery. It thus began by organizing active groups to develop an overall rural health initiative that emphasizes preventive health and self-help rather than simply applying for available Federal rural health grants.

A major point made by CAA staff was the important relationship between services and nonservice advocacy: while pure service delivery can become institutionalized over time, few CAAs can do only nonservice advocacy. The strategy of the Woodbury CAA was to build from a reputation as an

Employment opportunity

The main problems with job and economic development in this community are:

- Local businesses do not hire and train local residents or buy locally.
- Unions don't invest their pension funds in developments that would provide local jobs.
- There are many government obstacles to setting up a new industry, and no place to put it.
- There is inadequate public transit between poor neighborhoods and areas where the jobs are located, and companies won't help their employees commute.
- Cities and the business community do not help new small and minority businesses get started.
- Small businesses have trouble getting financing and have high operating costs once they are set up.
- Cities spend their money on goods and services outside the local community without realizing the penalty to residents.
- Local government employs many workers who live outside the city, in suburban areas.
- Nothing is done to reuse abandoned commercial and industrial properties.
- Many businesses leave the community because there is no agency to help them to remain or to enable them to expand.

organization that could effectively deliver services in such areas as Headstart, services to the aging, and transportation and to move into the areas of supporting community organizing and promoting nonservice advocacy.

This case study entails the following basic points: the Executive Director was able to achieve Board commitment to the idea that nonservice approaches were needed and was able to build staff capacity to develop nonservice approaches; the CAA and its citizens' group allies were able to identify major forces causing utility rate and rural health problems and to develop appropriate responses; analysis showed certain nonservice approaches to be most appropriate--utility rate reform and self-help in rural health; finally, the relationship of the CAA to outside community groups was critically important.

Duluth Community Action Program
Duluth, Minnesota

The Duluth, Minnesota Community Action Program (CAP) has assisted in the development of local organizations that have successfully initiated both direct service and advocacy programs. Although the CAP's annual budget is \$3 million, the central staff is only four full-time people. The rest of the money is delegated to local organizations that work with a cross-section of representatives from Duluth's low-income community. In 1975, the CAA began divesting itself of its service programs and now operates almost none.

This agency decentralization was born of both design and political necessity. The executive director of the agency cites conflict with the former mayor as one of the prime reasons for moving to a more diversified strategy: "We were constantly at odds, just in terms of service programs. When we were approached by community people to support the organizing of a neighborhood organization (United West End Citizens' Organizations Acting Together, or United West COACT), he opposed funding."

Although the mayor persuaded the city council to vote down the grant, the money was finally allotted through the state Office of Economic Opportunity (OEO) and United West COACT was able to begin organizing efforts that decreased mortgage redlining in low-income areas, removed a propane storage tank from a residential neighborhood, and redirected Community Development Block Grants to low-income neighborhoods. In addition to United West COACT, the Duluth CAP has been instrumental in providing funding and technical assistance to a number of other community groups, including:

1. Senior Citizens' Coalition of Northeastern Minnesota--More than 20% of Duluth's population is elderly and the Senior Citizen's Coalition is one of the most active organizations in the city. The Coalition has won utility rebates for its constituency (the last amounting to \$100 per customer), forced the municipal bus system to expand its service into neighborhoods with high concentrations of senior citizens, and urged strict enforcement of building codes in nursing homes. Tactically, the Coalition has testified at hearings, demonstrated, and petitioned appointed officials, members of the Public Utilities Commission, and members of the City Council--a role that a public CAP could not play.

2. People's Action for Change--Essentially, PAC began in 1979 as a welfare rights advocacy group and has branched out to the area of housing because of the housing shortage in Duluth. In less

Human development

The main problems with meeting human development needs in this community are:

- Old fashioned concepts of social welfare emphasize the social worker as the expert and prevent new ways of meeting needs using other government workers (police, firemen).
- Restrictive licensing and certification rules for day care, homehelpers, health aides prevent the development of new paraprofessional and peer-helper roles.
- Zoning and code policies keep group homes, half-way houses, and foster homes out of the community, resulting either in no small care settings or dumping in downtown areas.
- Community based programs are difficult to set up because of the lack of funds and unwillingness of the city and private sector to share the use of schools and other facilities.
- Private firms won't recognize that with more single parents and older workers there is a need for flexible scheduling, day care, and counseling (family, crisis, and retirement).
- State law and local banks won't allow new lending instruments, such as reverse annuity mortgages, that can help older adults remain in their homes.
- Local programs, such as senior centers or homemaker assistance can't function because of lack of funds and reluctance to integrate volunteers effectively into operations.
- States and local governments provide no tax incentives for families or firms to help needy persons (aged, disabled).
- Although food stamp programs are available, and Meals on Wheels for the aged, no emergency food program exists to meet the emergency needs of families and individuals.

than two years, PAC has organized most of the tenants' groups in the city and will be promoting citywide housing reform measures.

3. Women's Coalition--The Coalition has published a resources booklet on opportunities for low-income women and is currently organizing a child care cooperative and a battered women's shelter.

4. People's Community Enterprises--PCE aims at mobilizing financial resources and technical assistance from both public and private sectors to aid small businesses. The organization has leveraged the use of Community Development Block Grant monies for the development of small businesses by low-income people.

5. Community Food and Nutrition Council--The newest CAP spin-off, CFNC has initiated an outreach effort around food-related public benefit programs. This effort will serve low-income people in the poorest sections of Duluth.

By funding delegate agencies, the Duluth CAP has been able to support advocacy in the areas of housing, welfare, community control, and utility reform while also maintaining services for battered women and food program beneficiaries. The CAP's economic development approach has been, in part, to give small business people a piece of the action by funding PCE, providing technical assistance, and letting the organization advocate for itself. Only two programs are directly administered by the CAP: the fuel rebate program (which is operated by temporary employees) and the weatherization program. The CAP believes in limiting funding of local initiatives: "We fund them for three years and then cut them off--if the organization is viable it makes it. If the organization doesn't make it by developing either other sources of funding or self-funding it was probably not necessary."

One reason for the CAA's success is the ability of the agency to mobilize resources from the University of Minnesota, which provides students and research used by many of the groups in their campaign strategies and public testimony. The Executive Director commented, "We are not in a position to provide the data ourselves or to do the organizing ourselves, especially because of our civil service status--we are city employees. We can, however, provide or mobilize the resources necessary to advocate for the rights of low-income people."

This case study demonstrates a clear example of a CAA that chose a nonservice role and has worked closely with community organizations to achieve its basic objectives. Rather than provide direct service or engage in community organizing, the CAA has chosen to act as an catalyst for nonservice change.

Human development (continued)

- City or county has no interest in effectively monitoring board and care homes, nursing homes, or foster-home quality to ensure safety and human rights.
- Doctor and hospitals often don't want to serve Medicare or Medicaid patients or do anything without a fee for poor people and no one is forcing these institutions to comply with their charters and other Federal laws.

Cost of living

Some of the main problems low income people have with meeting the cost of living in this community are:

- There are no supermarkets with reasonable prices in the inner city.
- Landlords are raising rents, speculators are buying housing units, and condominium conversions are extensive.
- Both property taxes rates and assessments on homeowners are high.
- Local businesses don't provide discounts for elderly.
- While many large food manufacturers and grocery stores have surplus food, no attempt has been made to organize a system for collecting, banking and distributing these foods.
- Few facilities are available for preparing meals for the poor or aged.
- Many nonprofit hospitals are not providing adequate free services to poor people.
- Utility rates are rising.
- City health and land use ordinances prevent small farmers from setting up produce markets in neighborhoods poorly served by supermarkets.
- Insurance for inner city residents' homes and cars is often hard to get in spite of FAIR.
- Local pharmacies and clinics often will not accept Medicaid or Medicare payments.

Analyzing the Problem

Identifying the forces--either within a local community or external to it-- that cause problems in such areas as housing or employment is a step many community agencies often leave out. For example, in housing, local zoning policies and/or private-sector redlining practices may be causing neighborhood housing stock to decline. As Section III of this guide shows, it is possible after identifying these forces, to develop appropriate nonservice policy tools for addressing them.

Selecting Appropriate Strategies

Strategies involve both the selection of appropriate tools and an effective method for mobilizing support for achieving change. The choice of both should be closely related. For example, the choice of a particular utility rate reform, such as a lifeline rate to address the problem of utility costs, involves both an analytic decision that this is an effective approach for addressing problems and a political choice that the nonservice tool and target chosen is the best one for organizing support among affected constituencies (e.g., low- and middle-income, elderly, disabled).

The right target for a CAA or community-level organization is the target that appeals to its constituencies enough that people are willing to work hard to gain a change. It is also the target where change can be brought about. In other words, the right target is the one that's right for this particular organization at this particular time.

In choosing among targets, some organizations find it works best to start with the one that they is most likely to be successful. That allows the organization to get stronger, to gain clout, and to improve its capacity to tackle harder targets. Effecting a particular nonservice change is most likely if the organization:

- Sees how to tackle the target.
- Has people who can do what needs to be done whether it's research; getting favorable news coverage; gaining support from other groups, the government agencies, or political organizations; or litigation.

What to Consider in Selecting Policy Tools

Local resources and strengths:

- Elected officials with strong support and commitment to help for low-income residence.
- Presence of exceptional leadership not yet stretched thin.
- Presence of strong local groups not yet over-committed.
- Presence of a corporate leader with a strong sense of social responsibility and clout in the business community.
- Sympathetic media.
- Community agreement as to the importance of the problem to be tackled.

Legal authority--which level of government can legally intervene.

Likely sources of (and nature of) opposition.

Likely sources of support.

Possible Group Roles

- Primary policy advocacy (informational campaigns, petitions, media coverage).
- Litigation.
- Participation in coalitions.
- Participation in fund-raising activities with other groups.

- Can count on enough grass-roots and, perhaps, even public-sector support to sustain its effort even when the first attempt to gain change doesn't work.

A common error among community-level organizations in policy advocacy is to attack too many complex issues and powerful institutions at once, thus spreading scarce organizational resources too thin and generating too much opposition at once. Instead, in developing a policy advocacy role, organizations need to think strategically. While admonitions to "be smart" may sound trite, common sense and judgment obviously are keys to choosing targets wisely.

Developing Allies

In most instances, CAAs that choose to promote nonservice approaches need to build alliances with outside organizations to develop necessary support for institutional policy changes. Nonservice strategies usually necessary require organizing citizen action and obtaining institutional commitments from allies. CAAs for the most part simply cannot do it alone. Thus, building coalitions with citizens' organizations, unions, special purpose groups, the private sector itself, and units of local government may be the most effective way for CAAs to achieve nonservice goals.

In particular, in many cases it is more appropriate for an independent citizens' or neighborhood action organization to engage in advocacy that is controversial. CAA's may legitimately offer assistance to such groups by providing the same kind of research and backup support they do to other community groups. CAA's may also wish to approach independent community organizations to see if they are interested in becoming delegate agencies to implement a particular action plan that involves advocacy on a particular issue.

Bridging the Gap between CAA, Community Organization and Local Government

One of the most serious problems in most low-income communities is the gap between the different organizations involved in seeking changes to help the poor. The examples in the guide clearly indicate that most effective attempts by CAAs to promote institutional change through nonservice approaches involve CAAs working in alliance with other groups, including community organizations and units of local governments.

Nonservice Approaches and the Grantee Program Management System (GPMS)

The Community Services Administration has developed a new Grantee Program Management System that CAAs will follow in developing their programs.

GPMS involves five basic elements:

- Assessing the poverty needs of the community
- Analyzing available resources (both dollars and powers).
- Establishing agency priorities
- Setting goals
- Developing alternative strategies.

Three basic CAA submissions to CSA are required under GPMS:

- Planning Process Narrative--a description of the process that the CAA will use in planning activities over a four year period.
- Four Year Plan of Action--a description of problem analysis and strategy development.
- Two Year Work Program--a program of specific project activity for promoting CAA objectives.

Community Action Agencies are now being asked by the Community Services Administration to engage in a new four-year planning cycle known as the Grantee Program Management System (GPMS). Essentially, GPMS sets forth a system that CAAs will use to plan, apply for, administer, and evaluate programs funded under Section 221a of the Economic Opportunity Act, as amended.

Clearly, in developing GPMS strategies, CAAs should examine nonservice approaches along with service approaches. Local resources need to be seen as consisting of both public and private dollars and as both dollars and governance powers. To ensure this is done, the problem analysis elements should indicate what problems could be most appropriately addressed by nonservice approaches and strategy statements should identify appropriate approaches. Community organizations outside of CAAs should become aware of CAA planning systems to understand how to help inform agency problem analysis and strategy development, and how to effectively review CAA plans as required by GPMS. If community-based organizations understand the workings of GPMS, they have a better chance of becoming involved in CAA planning.

Community-based organizations generally do not have the resources or technical skills to plan as formally as CAAs do. However, they engage in informal processes that often involve their focusing on the same strategic considerations upon which CAAs should focus GPMS. The following Exhibit provides one approach that community organizations use to develop strategy. CAAs should recognize community organization concerns in planning nonservice strategies and take account of them in developing agendas for joint action in particular areas.

Finally, the potential link between nonservice advocacy by CAAs (and other community-based groups) and local government planning must be recognized. Local governments have always used their governance powers to accomplish certain policies. Land-use regulation, for example, has been used in the past by many local participants to promote single-acre zoning in order to bar low-income housing development. In contrast, downzoning is now being used to protect some low-income family neighborhoods from middle- and upper-income development. Local administrative policies, such as contract bidding procedures, have often been structured to favor large, politically well-connected firms. Now some local governments are targeting procurements to strengthen unstable commercial areas or minority businesses. Local property taxes have often been administered to the advantage of large commercial property owners; many local governments are now introducing tax procedures designed to ease burdens on single-family homeowners.

In this context, recent research documenting emerging trends toward the use of nonservice approaches also reflects an emerging recognition of the need to treat all segments of the community more equitably in the setting of local policies. Given their limited resources, local governments are not going to be able to react to social problems in the future as they have in the past. Instead, local governments will increasingly be challenged to use alternative approaches of the types described in this guide to meet the needs of all their citizens. Community Action Agencies and community organizations have important roles to play in making sure that the interests of the poor are considered in local nonservice policies.

Appendix A

**THINKING THROUGH
STRATEGY FROM A
COMMUNITY
ORGANIZATION
PERSPECTIVE**

THINKING THROUGH STRATEGY FROM A COMMUNITY ORGANIZATION
PERSPECTIVE--AN OUTLINE OF HOW ONE GROUP WORKS*

This outline provides basic steps that one community organization considers in developing nonservice strategy:

1. Define the problem from the point of view of the people who experience it.
2. Define a solution (or solutions) that, if implemented, could solve the problem.
3. If the campaign is a major one (a state regulatory change or new state legislation, for example), break the campaign into parts, some of which can be achieved before the campaign is over. (Note: if people have not had an experience of success it is difficult to get them to participate in a long-range campaign. They are not likely to believe they can succeed.)
4. Analyze the various groups and constituencies that could become supporters of the campaign because they would benefit from adoption of the proposed solution. Involve them early in discussions about the campaign. Let them participate in shaping the proposed solution and the strategy and tactics for getting it implemented. Develop as broad a base of support as possible at the constituency level.
5. Identify "third-party" allies--in the media, in public office, and in public interest and other organizations--who are likely or potential supporters. People who may not directly benefit from your proposed solution might have other interests that make them willing to support the effort.
6. Define the interests likely to oppose the solution. Identify decisionmakers in the various private and public institutions who might be approached by you and your campaign to make decisions regarding your proposals. Find out specifically who the decisionmakers are, what their scope of authority is, what other influence they might have.
7. Determine what strategy and tactics you might follow and/or that are available to you. For example, you may have a campaign that seeks to bring about a change in the way a private-sector institution behaves (like the hiring practices of a corporation). Your approach begins with an effort at direct negotiation with the employer. If good faith negotiations didn't take place, the next step might include picketing, a boycott, or an effort aimed at disrupting "business as usual" until good faith negotiations began. Another strategy might be legislative--seeking to get a new law passed or an existing law modified or repealed. Still another strategy might be administrative--seeking a change in rules or regulations. For any strategy, identify the decisionmakers, their points of vulnerability, and tactics to maximize the effectiveness of your campaign.

The most effective tactic is not always the most militant tactic. The effectiveness of a tactic depends both on what

*Prepared for SRI by Organize Training Center;
1208 Market St., San Francisco, CA.

it will do to your adversary and how your own constituency or followers will feel about it. Good tactics build maximum support in your constituency.

8. Develop an organizational vehicle (or structure) that will effectively involve the people in your constituency and give you a means for dealing effectively with your allies. A campaign committee might be part of a single organization, or it might be a coalition of organizations for the specific purpose of pursuing the solutions to some problems that you have identified and on which you have agreed to work together.
9. When you have thought through some of the possibilities of a campaign and begun to pull together the groups who could make up a campaign committee (or individuals if you are doing this within one organization) DON'T FORGET WHAT IS ESSENTIAL: what resources will you need to carry out this campaign? A large campaign will require its own full-time staff. What kind of budget will you have to raise to hire the required staff? What other expenses are likely (printing, transportation, phone, paper, etc.)? Where can you get the funds and personnel needed to carry out the campaign?
10. Begin to anticipate some of the responses of your opposition. Get in the habit of thinking, "if we do this ... they might do this; if they do that ... can we do this? Or, if they do that, then can we do this...." Campaign planning can be thought of as contingency planning. In each activity or action you undertake, you seek to obtain an agreement from someone who is in a position of authority. You can then have a basic two-part alternative. If "x" says yes, then we will do a; if "x" says, no, then we will do b.
11. In thinking about the tactics that might be used by your opposition, try to anticipate tactics that might divide your constituency, divide you from your third-party allies, etc. If you can anticipate some of these things, you can begin to think through responses or initiatives that will preclude the possibility of a "divide and conquer" strategy on the part of your opposition.
12. Plan a campaign timetable. What should be done, by when, and by whom? At what times will you evaluate progress to date so that you can change your plan to respond to changes in the situation? A decisionmaking structure needs to be established in your campaign committee that allows for the broadest base of participation in the making of general campaign policy yet also allows for quick meetings of a few people to deal with the day-to-day shifts and changes that occur in a campaign. The smaller group must have the support of the larger group so that its decision will be viewed as legitimate.
13. What are some scenarios you might imagine as this campaign unfolds? Let your imagination play and picture some of the highs and lows that could unfold in the course of the campaign. Build in fun, times to celebrate, opportunities to give recognition to people who participate, and so on.
14. Develop a media plan that is supportive of the campaign. Don't make the mistake of having your desire to get into the media dictate your campaign strategy and tactics. Identify potentially sympathetic news media people and ask for their help.

Appendix B

WHERE TO GO FOR MORE HELP

WHERE TO GO FOR MORE HELP

GENERAL

Center for Community Change
1000 Wisconsin Ave., N.W.
Washington, D.C. 20007
(202) 338-7180

Conference on Alternative
State and Local Policies
1901 Q Street, N.W.
Washington, D.C. 20009
(202) 234-9382

National Center for Urban Ethnic Affairs
1521 - 16th Street, N.W.
Washington, D.C. 20026
(202) 232-3600

The Institute
(affiliate of ACORN)
628 Barrone
New Orleans, LA 70113
(504) 523-5034

HOUSING AND NEIGHBORHOOD DEVELOPMENT

National Training and Information Center
(affiliate of National Peoples Action)
1123 W. Washington Blvd.
Chicago, Illinois 60606

Housing Assistance Council
1828 L Street, N.W., Suite 606
Washington, D.C. 20036
(202) 872-8640

National Association of Neighborhoods (NAN)
1612 - 20th Street, N.W.
Washington, D.C. 20009
(202) 332-7766

National Housing Law Project
2150 Shattuck Avenue, Suite 300
Berkeley, California 94704
(415) 548-9400
East: 1016 Sixteenth St., N.W., Suite 800
Washington, D.C. 20036
(202) 659-0050
(Service calls should be directed to the
Berkeley office)

JOBS AND ECONOMIC DEVELOPMENT

National Economic Development and Law Center
2150 Shattuck Avenue, Suite 300
Berkeley, California 94704
(415) 548-2600

National Employment Law Project
475 Riverside Drive, Suite 240
New York, New York 10027
(212) 870-2121
Washington: 236 Massachusetts Avenue, N.E.
Washington, D.C. 20002
(202) 544-2185

HUMAN DEVELOPMENT

Center on Social Welfare Policy and Law
95 Madison Avenue, 7th Floor
New York, New York 10016
(212) 679-3709
821 Fifteenth Street, N.W., Suite 638
Washington, D.C. 20005
(202) 347-5615

National Center for Youth Law
P.O. Box 14200
St. Louis, Missouri 63178
(314) 533-8868
693 Mission Street, 6th Floor
San Francisco, California 94105
(415) 543-3307

National Senior Citizens Law Center
1636 W 8th Street, Suite 201
Los Angeles, California 90017
(213) 388-1381
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Appendix C

**SUMMARY TABLES
NONSERVICE POLICY
APPROACHES**

Nonservice Policy Approaches
Regulatory Change

Policy Approach	Lead Agency	Community Group Role	Intended consequence	Examples
Zoning exemptions for special uses, such as combined residential-commercial use, group homes, day care homes	City/county zoning board/administrator, commission/appeals board	Support ordinance change	Promote preservation of local structures, business, enable development of specialized housing and care settings	Los Angeles, Portland, San Francisco
Downzoning of neighborhoods	City/county zoning board/administrator, commission/appeals board	Show benefits of neighborhood or city-wide zoning	Prevent encroachment of central business district or high-density development into single-family neighborhoods	San Francisco, Denver, Seattle, Chicago, Detroit, Oakland
Flexible enforcement of select housing/health and safety codes	Bureau of buildings, planning department/office of community development	Document effects of traditional housing and building code policies in target areas	Reduce displacement of, or abandonment by low-income families and promote	Chicago, Portland, Ore., Cleveland, Denver, Philadelphia, Seattle
Targeted enforcement of select housing/health and safety codes	Bureau of buildings, planning department/office of community development	Advocate upgrading enforcement to focus on large scale offenders	Require absentee landlords to maintain properties, or abandon (to city) and reduce deterioration	Boston
Condominium conversion regulations	Planning department, human rights commission	Document costs of inequitable conversion policies	Safeguard rights of aged, poor and insure that there is adequate choice and compensation for tenants	New York, Chicago, Washington D.C., Cambridge, Los Angeles
Utility rate reform for public and private utilities	City council and public utilities commission	Show need for changes in rate structure and for specialized rates	Prevent unsubstantiated rate increases, and provide either reductions, discounts, rebates or life-line rates to needy	Detroit, Denver, Austin Olympia, Duluth, Boston, San Francisco, Sioux City
Revision of licensing and certification requirements for certain paraprofessional and care provider classifications	Department of health and safety, planning department	Show savings from reform requirements for licenses/certification	Enable growth in constrained market of service providers to meet demand (daycare, paramedics, etc.)	San Francisco, Dade County, Seattle
Ordinance preventing discrimination against elderly and families with children, as well as the disabled by landlords	Human rights commission/planning department	Show savings from new antidiscrimination law; monitor landlords in neighborhoods	Prevent the aged, families, or disabled from being denied rental housing	Chicago, Cleveland, Minneapolis, San Antonio, Seattle, New Orleans

Nonservice Policy Approaches
Regulatory Change

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended consequence</u>	<u>Examples</u>
Ordinance requiring institutional master plans from all hospitals, universities, or major governmental complexes contemplating expansion into urban neighborhoods	Planning department and associated permit agencies	Advocate requirement for institutional master plan with community review and negotiation components	Prevent negative impacts of institutional expansion, such as destruction of housing, displacement of residents and business. Promote favorable effects of expansion, such as new jobs, targeted procurements, community facilities	San Francisco
Ordinance requiring that firms provide specific services to employees, such as daycare, alcoholism and family crisis counseling, transportation for commuters	City council	Document need for ordinance, monitor compliance, collaborate in establishing services	Reduce government responsibility in providing special services, increase private sector role in meeting community needs	Hennepin County
Anti "redlining" ordinance, and mortgage review requirement	City planning department and buildings division	Show cost of credit discrimination by geographic area; participate in compliance monitoring and in mortgage review	Prevent disinvestment from neighborhoods, giving more local power to the Community Reinvestment Act statutes	Chicago, Seattle, Washington, D.C. (many states, in addition to CRA)
Ordinance preventing discrimination by employers against the aged, disabled, or certain categories of former offenders	City council resolution, human rights commission, office of equal opportunity	Identify savings from ending discrimination; Monitor employer compliance with law	Prevents nonproductive discrimination and increases employment opportunities for the community	Boston, Chicago, Cleveland, Dade County, Hennepin County, Kansas City, San Antonio

Nonservice Policy Approaches
Tax Policy Modification

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended consequence</u>	<u>Examples</u>
Homestead exemptions for the aged, poor and disabled. Also, renter credits	City/county tax assessor (May require state policy)	Show savings from progressive property taxation for low income individuals	Reduce the fiscal burden associated with low-income and high property taxes, reduce displacement and abandonment of defaulted units, using income or age as criteria	Cleveland, Chicago, Milwaukee, Columbus, Dallas, New Orleans, San Diego, San Antonio, (most states)
Circuit breaker tax for low income and elderly	City/county tax assessor (May require state policy)	Show savings from progressive property taxation for low income individuals	Reduce the fiscal burden associated with low income and high property taxes by establishing limits using income and family size as criteria	Chicago, Detroit, Memphis
Property Tax Deferral for low income, elderly, or blighted areas	City/county tax assessor (May require state policy), planning department	Identify costs of not having strategic tax deferral policy	Reduces fiscal burden that may serve as incentive for abandonment or outmigration in unstable neighborhoods	States of California, Massachusetts, Oregon, Washington
Tax abatement for home or small business improvements	City/county tax assessor	Document cost of disincentives for property upgrading	Reduces disincentives for improvement of property by individuals and business by not increasing taxes as improvements are made	New York, Chicago, Cleveland Indianapolis, Kansas City, Philadelphia, Pittsburgh, Seattle, St. Louis
Antispeculation tax on short term property purchases/contracts	City/county tax assessor	Show savings from reducing inflationary speculation where no improvements are made, and from reducing displacement	Provides disincentive for rapid turn-around investment which may involve displacement of resident tenants, and increase home sales prices	Washington, D.C., Davis, CA
Development of local sales tax to fund community improvements	City council/tax assessor/business office	Advocate shifting cost responsibility to consumers of specific goods to enable community improvements	Generate new revenues to subsidize transportation, senior centers, or other activities through alcohol, cigarette or other goods or use tax	Baltimore, Atlanta, New York, Philadelphia, (many cities use this approach)
Property or income tax reduction for provision of goods or services for community or special populations	Tax assessor (state policy may be required)	Show savings from use of tax abatement for appropriate private sector public action; monitor good and services provided	Encourage firms to develop child care or recreational facilities for employees and public, as well as training programs for disabled or youth, and direct services such as transportation and child care	Washington, D.C.
Elimination of tax exempt status for nonprofit organizations that do not comply with community service requirements	Tax assessor (state policy may be required), city council	Document public cost of organizations who do not meet the community requirements of public service (CBOs can monitor and report)	Serves as an incentive for nonprofit hospitals and other urban-based groups to demonstrate their commitment to meeting community needs	

Nonservice Policy Approaches
Administrative Reform

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended consequence</u>	<u>Examples</u>
Use of nontraditional locations for delivery of social services	City council working with various urban agencies and social service agency	Advocate innovative service delivery format, and participate in its development/operation	Enables reaching clientele more effectively, and reduces certain capital requirements	Baltimore, Boston, Chicago, Cleveland, Dade County, Detroit
Reuse of multiple use of public schools and facilities for community purposes	City council working with school district, and/or real estate division	Show savings of multiple use of reuse policy; identify desirable and undesirable cases	Provides neighborhood based setting for various services provided by CBOs and government, during or after school or office hours. Training, recreation are some activities that can be pursued in addition to child care, adult daycare, etc.	Baltimore, Chicago, Cleveland Dade County County, Dallas, Detroit, Phoenix, San Antonio, San Diego, Seattle
Targeting procurements of local government on small urban business	City council and purchasers office, possibly working with SBA or OMBE groups	Document jobs from local governments purchasing dollars to businesses within city	Strengthening small business by increasing retail and whole-sale activity with procurements	Los Angeles, Chicago, San Francisco, Phoenix, Indianapolis
Sped-up prosecution of spouse abuse cases	District attorney or city attorney	Document benefits from rapid intervention on spouse abuse cases	Increase initiation of arrest and prosecution of abuse cases to prevent death or continued unhealthy living conditions	Humbolt County, California
Expedited In-Rem process	Planning department, tax assessor, real estate division	Promote adoption of expedited process; identify for resale	In Rem can be used to rapidly confiscate deteriorating, tax delinquent structures and sell the properties to more responsible owners and thus maintain stock	New York
Permit streamling	Planning department, bureau of buildings	Document costs of bureaucratic steps and help homeowners with permit processing steps and requirements	Reduces cost and time lost by individuals engaging in home upgrading	Baltimore, Chicago, Los Angeles, Phoenix
Modification of Job classification and testing procedures for the disabled	Civil service or personnel	Advocate changes in job application and definition and monitor compliance with subsequent changes	Enables the disabled to better compete for work opportunities	Baltimore, Berkeley

Nonservice Policy Approaches
Administrative Reform

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended consequence</u>	<u>Examples</u>
New roles for government employees in meeting social welfare objectives	Intradepartmental coordination	Identify savings from role such as police helping social welfare and mental health (or vice-versa)	Applies skills and resources of appropriate groups to specialized problems	Chicago, Boston, Dade County
Elimination of mandatory retirement age	City/county personnel office	Document cost of mandated retirement age	Provide better work opportunities for the aged	Dade County
Flexible work scheduling	City/county personnel office	Show benefits of flexible work scheduling	Enables individuals to fulfill personal needs, such as child care, therapy, education, while continuing to work	Los Angeles, San Francisco (many private firms)
Affirmative marketing of urban neighborhoods	Planning department	Document need to upgrade image/confidence in area through marketing; show who can help; participate	Use of collaborative action between CBOs, private sector (real estate firms, banks) to promote viability of area and increase investment	Boston, Cleveland

Nonservice Policy Approaches
Collaboration with the Private Sector

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended Consequences</u>	<u>Examples</u>
Private sector provision of occupation training in public school system, or under their auspices at work site	Firm, school system, city council	Identify tax savings school policy can produce and economic benefits to students, employers	Increase relevant training for those students with academic difficulties/ increase employment opportunities	Chicago, Baltimore
Private sector provision and storage of emergency food supplies	Firm, working with non-profit groups	Support new private sector role, assist in system creation, document savings	Firms donate or purchase emergency food supplies and store them for use and distribution by other groups	Little Rock, Las Vegas
Firm targeting of their procurements on local neighborhood businesses	Firm	Encourage firms to make local purchases and hires (monitor compliance with affirmative action	Help channel firm funds into local economy	Arkansas CAA
Affirmative action lending	Banks, mortgage review board	Use current federal law (CRA) and any local statutes to increase local investment by firms	This can channel credit into neighborhoods. Problems can be addressed through mortgage review board	Oakland
Targeting location or expansion of firm to community in need	Firm	Work with city and firm to find opportunity for plant expansion or location in need area	This can bring in new employment and revenues to aging, high unemployment areas	Minneapolis, St. Paul, Washington
Private sector use of its investment power to generate new units of housing, or community service in neighborhood	Firm, possibly working with a community development corporation	Show how firms benefit from aiding housing rehabilitation, child care centers, or youth	Firms may allocate a portion of their real estate portfolio, or charitable funds to projects that will stabilize community	Boston, Arkansas

Nonservice Policy Approaches
Promotion of Self-Help

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended Consequences</u>	<u>Examples</u>
Designation of citizen organizations as administrators of service delivery programs not within traditional definitions and provision of technical assistance to facilitate these new roles	Individual agencies work with citizen groups	Advocate appropriate involvement in specific aspects of service delivery, and help establish actual effort	Neighborhood residents, or organizations, with some assistance can carry out individual home rehabilitation, crime prevention, distribution of food stamps, housing inspections, etc.	Chicago
Development of compliance monitoring roles for citizen organizations on important issues	Service delivery agency	Define specific monitoring roles and demonstrate the savings they can produce	Citizens can benefit by monitoring programs that affect them, such as affirmative action in public and private firms, resource allocation, code enforcement, etc.	Detroit, Austin, Boston, Youngstown
Local government support of self-help organizations/peer support group operation	Social welfare and community development agencies	Urge provision of needed technical assistance, resources (such as rooms to meet in, work shops)	By assisting the operation of self-help groups, such as Alcoholics Anonymous, Widow to Widow, and others, local government can reduce eventual need for direct provision of support or therapeutic services	Baltimore, Hillsboro, Oregon
Local government assistance in development of specialized self-help groups	Social welfare and community development agencies	Show benefits of development and coordination assistance	Local governments can help CBOs generate service delivery roles, such as child care, or collective food buying clubs by creating a forum that participating members can come to for guidance	Hillsboro, Duluth, Erie, Pennsylvania
Promotion of new peer counselor roles	Social welfare agencies	Advocate use of "alumni or veterans" of abuse or victimization in counseling roles	Local service providers can extend service and increase impact by using peers in the treatment process	Baltimore, Boston, Chicago, Cleveland

Nonservice Policy Approaches
Public Advocacy

<u>Policy Approach</u>	<u>Lead Agency</u>	<u>Community Group Role</u>	<u>Intended Consequences</u>	<u>Examples</u>
Local government can sue federal agencies if it finds it is not receiving its fair share of program allocations	Local city/county attorney working with planning or other public works/transit department	Provide evidence of discriminatory policy	Sue the federal government to provide more equitable allocations of transit funds, for example (when more money goes to sub-urban transit than to urban transit)	Hartford
Local urban governments can sue suburban communities for discrimination in housing if they do not use their CDBG funds for low and moderate housing	Local city/county attorney working with planning department	Provide evidence and support action	Sue suburbs to force them to help share the housing burden borne by central city. If they use CDBG money for low and moderate income housing opportunities will appear for overcrowded city residents	Hartford
Local government can mount an intensive campaign to change state tax policy through a referendum	Mayor's office and other departments, as well as external information sources	Provide support for tax policy change, mobilize voters	When property taxes are reaching an intolerable state, local government can mobilize the community to support a tax classification change referendum that will more equitably distribute assessments for property taxes	Boston
Local government can sue a private firm if it has evidence that its practices are against consumer interests	Local attorney can bring a class-action suit	Provide evidence of abuse, and serve as representative of consumer population	When abusive consumer treatment is reported, in either advertising or actual products, the local government can sue for abatement of the nuisance	San Francisco

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