



# eds of Opportunity

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TORY OF THE PROGRAMS UNDER  
NOMIC OPPORTUNITY ACT OF 1964

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## FOREWORD

**T**HE first edition of *Seeds of Opportunity* concisely summarized the evolution of anti-poverty programs established under the Economic Opportunity Act of 1964. It was published by the Friends of the Office of Economic Opportunity (OEO) in 1989 in commemoration of the twenty-fifth anniversary of the Act. Now, a decade later and in commemoration of the thirty-fifth anniversary, the National Association of Community Action Agencies has revised and updated it.

For any number of reasons, many of the original legislative authorities, program names and administering agencies have been changed over time. To take one example, Operation Mainstream evolved into the Senior Community Service Employment Program and is currently administered by the U.S. Department of Labor. State Economic Opportunity Offices are now State Community Services Programs offices. Many Community Action Agencies do not call themselves "action agencies." The Office of Economic Opportunity no longer exists, its functions subsumed within the U.S. Department of Health and Human Services.

But the most salient finding is that virtually all the original programs continue to serve this nation and its low-income population. Many have expanded and received larger and larger congressional appropriations. The commitment to eliminate poverty remains and is being carried out by a new generation of anti-poverty workers.

This booklet reviews the first waves of battles fought, victories achieved, setbacks experienced and the endurance of the OEO spirit. It seeks to give the new generation a firmer grounding in the history of the social programs under the Economic Opportunity Act, by sharing the pervasive and lasting impact of the Office of Economic Opportunity.

Much deserved credit is given to Mr. Richard M. Saul. He prepared and edited the first *Seeds of Opportunity*, on which this edition relies heavily.

John Buckstead  
Executive Director  
National Association of Community Action Agencies

# INTRODUCTION

**I**N his first State of the Union Address, January 8, 1964, President Lyndon Johnson declared war on poverty. The March on Washington during the preceding August, when Dr. King shared his prophetic dream, had dramatized the social and economic crisis of America's African-American community. Unemployment among non-whites was at least double that of whites. Racial discrimination pervaded a society in which minorities in some areas faced illegal restrictions on their right to vote and were denied basic civil rights protections. In spite of general prosperity, the rate at which people were escaping poverty was slowing down.

On August 20, 1964 President Johnson signed the Economic Opportunity Act (EOA), which established the Office of Economic Opportunity (OEO) within the Executive Office of the President. The Act mandated a comprehensive attack on the causes and conditions of poverty in America and the elimination of "the paradox of poverty in the midst of plenty."

The scope of the EOA was broad, encompassing job training, education, economic development, health care delivery, legal services, volunteerism, programs for Native Americans and migrant and seasonal farm workers programs. The Act established the local flagship of the war on poverty, the Community Action Agency (CAA). It further mandated the "maximum feasible participation" of the poor in all aspects of the anti-poverty programs.

OEO and its programs brought significant innovations to public policy and the nation's social welfare system. Programs like Head Start, Job Corps, and Legal Services became household names. However, many of the changes introduced by OEO and its grantees led to controversy and adverse reaction.

In 1973, President Richard M. Nixon tried to dismantle OEO, eliminate some programs, and transfer others to old-line departments. While the courts ruled that such drastic action without congressional approval was illegal, a significant realignment of the anti-poverty programs occurred within a couple of years.

In January 1975, OEO and the Economic Opportunity Act were incorporated into the Community Services Act and OEO was replaced by a successor agency, the U.S. Community Services Administration (CSA). Many OEO programs and functions were transferred to other agencies. However, the Community Action Program stayed with CSA until the Reagan administration.

Under the Omnibus Budget Reconciliation Act of 1981, CSA was eliminated as a federal agency and its functions were transferred to the Office of Community Services in the U.S. Department of Health and Human Services (HHS). The Act created the Community Services Block Grant (CSBG) as the source of core funding for Community Action Agencies.

Most programs not only survived but prospered in their new homes. Community Action has evolved to become the nation's preeminent community building, human services delivery, and low-income advocacy network in America.

The nation's war on poverty and the quest for economic and social opportunity for all of its low-income citizens, whatever their origin, background or circumstances, continues...

## ADULT BASIC EDUCATION

**W**ITHOUT a minimum level of education, it is difficult for individuals in poverty to gain needed skills and work experience. The Economic Opportunity Act (EOA) of 1964 included Title II-B, the Adult Basic Education (ABE) program. This title was not in the original draft of the Act but was added later by congressional supporters. It provided for federal grants to state education agencies under which the state education agencies would encourage and support remedial education programs for adults.

At the local level, school boards and other education authorities received funds for ABE under a federally approved plan developed by state education agencies. The Office of Economic Opportunity delegated the Adult Basic Education program to the Office of Education in the Department of Health Education and Welfare. Two years later, the program was amended and expanded into a new law, the Adult Education Act of 1966 (AEA). The program has continued to grow and evolve.

Prior to 1964, local education agencies, primarily in urban areas, offered public education for adults, but few agencies offered adult basic education. Title II-B of the Economic Opportunity Act and its successor, the Adult Education Act, quickly motivated states to develop comprehensive ABE programs. By 1966, all states had programs underway, thousands of teachers had received training, and nearly a quarter of a million individuals had enrolled in basic education

courses. AEA provided for Adult Basic Education, Adult Secondary Education and Education in English as a Second Language.

The ABE program initially raised some concerns that state and local control over the educational system would be lost to the federal government. The professional adult education community, viewing the legislation as an opportunity to bring adult education into the educational mainstream, successfully countered the criticism. The program has gained widespread acceptance. It has been reaffirmed and refined through various legislative amendments, such as the National Literacy Act of 1991 signed by President Bush. Most recently, President Clinton signed into law the Adult and Family Literacy Act as part of the 1998 Workforce Investment Act. This law creates an integrated "one stop" system of workforce investment and education activities for adults and youth.

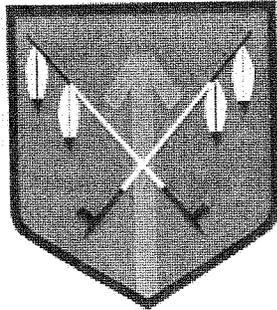
Since passage of the Economic Opportunity Act of 1964, student enrollment and program funding have risen dramatically. Enrollment rose from 245,000 in 1966 to 4 million in 1996; federal allotments to states increased from \$20 million in FY 1967 to \$345 million in FY 1998. Most local programs have waiting lists for entry.

ADMINISTERING AGENCY: Division of Adult Education and Literacy, U.S. Department of Education, 600 Independence Ave. SW, Washington, D.C. 20202-7240; (202) 401-2000; <[www.ed.gov](http://www.ed.gov)>.

## AMERICAN INDIANS AND OTHER NATIVE AMERICANS

**T**HE Economic Opportunity Act did not make special provisions for American Indians or other Native American peoples. Nevertheless, both on and off reservations, in rural and urban communities, low-income American Indians participated in OEO-funded programs from the beginning. Community Action Agencies served American Indians on reservation grounds or in nearby communities. By 1967, OEO had provided funds totaling \$21 million to 114 tribal councils in 20 states. These tribal councils governed over 80 percent of all American Indians living on reservations.

The philosophy of Community Action lent itself to a different relationship with tribal councils. Governmental paternalism gave way to maximum feasible participation by Indian peoples in planning and running tribal programs. Tribal councils assumed responsibility for assessing their needs, developing plans for addressing them and administering programs. OEO made sure that Indian and other Native American peoples participated in programs like Head Start, Neighborhood Youth Corps, Alcoholism Prevention and Adult Basic Education. At the same time, Tribal Councils received support for specific projects like employment training at the San Domingo Pueblo in New Mexico, a Ranger Corps for search-



and-rescue services at the Pine Ridge Reservation in South Dakota and housing development at Red Lake Reservation in Minnesota.

In 1973, along with numerous other initiatives, American Indian programs were transferred from the Office of Economic Opportunity to the Administration for Native Americans (ANA) in the Department of Health and Human Services. While other federal agencies provide specific services (e.g. Indian Health Service), the Administration for Native Americans is the one agency serving all Native Americans including 550 federally recognized tribal governments, 60 tribes that are state-recognized or seeking federal recognition, all Indian and Alaskan native organizations, native Hawaiian communities and native populations throughout the Pacific Basin. ANA's budget for FY 1998 was \$34.9 million. With these funds it provides grants, training, and technical assistance to eligible tribes and Native American organizations representing 2.2 million people.

**ADMINISTERING AGENCY:** Administration for Native Americans, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, Mail Stop 348F, SW Washington D.C. 20447-0002; (202) 690-7776; <[www.acf.gov](http://www.acf.gov)>.

## COMMUNITY ACTION

**C**OMMUNITY Action, the local flagship of the Economic Opportunity Act (EOA) and its successor legislation, has a thirty-five year record of assisting the nation's poor to achieve self-sufficiency. Ever faithful to the idea that effective advocacy and change are developed within the community, nearly one thousand Community Action Agencies (CAAs) in all fifty states and U.S. possessions serve areas where 98 percent of the nation's poor live.

Community Action engages the entire community, especially low-income residents, in addressing the causes and conditions of poverty. Its legislation mandates maximum feasible participation of the poor in the conception, planning, administration, delivery and evaluation of anti-poverty programs. Low-income people elect representatives to serve on CAA governing boards.

On a national scale, Community Action has demonstrated the value of involvement by the poor in the planning and administration of local anti-poverty programs. This concept has served the nation well and has become an accepted part of most social welfare initiatives. Circumventing the lethargy of local bureaucracies, CAAs quickly transmuted innovative ideas generated by low-income communities into practical initiatives. Successful initiatives found their way into other CAAs and at times evolved into national programs. Through their hiring and training practices, CAAs nurtured the talents of low-income people in their communities. Community leaders, whose capabilities had previously been untested and untapped, emerged and often rose to key positions in the private and public sectors at the local, state and national levels.



In 1967 Congress amended the EOA with the Green Amendment, which had been sponsored by Representative Edith Green (D-Oregon). It provided for greater control over Community Action Agencies by local, elected officials. Among other things, the amendment mandated that CAA governing boards be structured such that one-third of the seats were held by public officials, at least one third by elected representatives of low-income people and the remaining seats by persons from businesses and other community-based organizations.

The 1967 amendments established eight national emphasis programs which could be funded through Community Action. These included Head Start, Upward Bound, Follow Through, Legal Services, Emergency Food and Medical Services, Comprehensive Health Services, Family Planning, and Senior Opportunities and Services.

During President Nixon's first term, advocates of the Community Action Program were encouraged by the appointment of supportive OEO directors at the national and regional levels. There was no great concern as several programs were transferred to other federal departments. However, shortly after his 1972 reelection, President Nixon appointed Howard Phillips as acting OEO director, and charged him with the task of dismantling OEO. Two days after his appointment, Phillips advised OEO regional offices of their planned closure. Two months after his appointment, Phillips issued an OEO instruction to CAAs to cease operations within three months.

The CAA network entered its most controversial period. After months of intensive community and congressional activity, lawsuits, court rulings

and appeals, Howard Phillips was ordered by the court to cease the illegal dismantling of OEO. His own appointment was found to be illegal and he was forced to resign. Uncertainty over the survival of Community Action continued until President Ford signed legislation in 1975 creating the Community Services Administration, the successor agency to the Office of Economic Opportunity.

With the expiration of the EOA in 1981 and the passage of the Community Services Block Grant (CSBG) Act, Community Action entered another new phase. The Office of Community Services (OCS) in HHS provided limited federal oversight. Although OCS provides core funding through the CSBG, ninety percent of the funds administered by Community Action Agencies is received from other sources.

Community Action continued its development into umbrella social service agencies, precursors to the one-stop centers. Further, Community Action Agencies gained the recognition of local, state and federal officials and the private sector as responsive, cost-effective delivery systems.

The proud thirty-five year history of Community Action has not been without controversy. Attacking the causes and conditions of poverty is not easy — but that is Community Action's mission. By staying faithful to this, Community Ac-

tion has matured, gained tremendous expertise, proven its worth, and earned bipartisan support at all levels of government.

**ADMINISTERING AGENCY:** Office of Community Services, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Fifth Floor East, Washington, D.C. 20447; (202) 401-9343; <www.acf.hhs.gov>.

**CONSITUENT ORGANIZATIONS:**

**National Association of Community Action Agencies**  
1100 17th Street, NW  
Suite 500  
Washington, D.C. 20036  
(202) 265-7546  
<www.nacaa.org>

**National Community Action Foundation**  
810 1st Street, NE  
Suite 530  
Washington, D.C. 20002  
(202) 842-2092  
<www.ncaf.org>

**National Association of State Community Services Programs**  
444 North Capitol Street, NW  
Suite 221  
Washington, DC 20001  
(202) 624-5866

## COMMUNITY ECONOMIC DEVELOPMENT

**T**HE Community Economic Development program had its beginning in the Special Impact Program, Title I-D of the Economic Opportunity Act, which was added under the 1966 amendments. The Special Impact Program, delegated to the Department of Labor (DOL), launched its first program in 1967 in the Bedford Stuyvesant section of Brooklyn, NY, making training and job opportunities available to 4,000 residents at a cost of \$7 million. In 1968, Special Impact was jointly administered by DOL, OEO, the Small Business Administration (SBA), and the Department of Agriculture (USDA). That year OEO made its first direct Special Impact grant to the Hough Area Development Corporation in Cleveland, a community-based grantee which was the first Community Development Corporation (CDC) and the first Special Impact grantee to meet the legislative goals of community participation. The two-year grant of some \$1.5 million was for development of a shopping center and related economic development activities.

In 1969, OEO administered a major share of the Special Impact program — \$10 million supported other CDCs in the Hough mold, including the Bedford Stuyvesant Restoration Corporation. On the strength of this record, and with the support of one of Special Impact's original sponsors, Senator Javitz of New York, the entire \$30 million in Special Impact was brought back to OEO in 1970. This was the first and only time that a program was transferred back to the agency.

In 1972, Special Impact became Part A of Community Economic Development under a new Title VII, whose purpose was "to encourage the development of special programs by which the residents of urban and rural low-income areas may, through self-help and mobilization of the com-

munity at large, with appropriate Federal assistance, improve the quality of their economic and social participation in community life in such a way as to contribute to the elimination of poverty and the establishment of permanent economic and social benefits." At the time of the expiration of the Economic Opportunity Act in 1981, there were 35 Title VII grantee CDCs in operation.

Throughout the 1990s, CAA Community Economic Development programs have been funded largely through discretionary programs administered by the Office of Community Services (OCS) — most CED activities fall within OCS' Urban and Rural Community Economic Development program. Funding includes grants for low-income employment, enterprise opportunities, and ownership; partnerships with historically black colleges and universities; pre-development activities; business, physical, or commercial development; CED administration and management; Community Development Corporation (CDC) training and technical assistance; and rural community development activities.

Additional CED-related activities are also conducted through OCS' Job Opportunities for Low-Income Individuals (JOLI) program. Funding includes grants for new job and employment opportunities through micro-business and self-employment; new business start-up; business expansion; and job training and placement support. \$5.5 million in OCS discretionary funding was allocated for these CED-related activities in FY 1999.

ADMINISTERING AGENCY: Office of Community Services, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Washington D.C. 20447; (202) 401-9343; <www.hhs.gov>.

## COMMUNITY FOOD AND NUTRITION PROGRAM

**T**HE 1967 amendments to the Economic Opportunity Act established the Emergency Food and Nutrition Program to provide — on an emergency basis — food, medical supplies and related services to counteract starvation or malnutrition among the poor. A \$10 million Emergency Food and Medical Services (EFMS) appropriation under the program was used to address conditions of serious malnutrition in 256 priority counties, provide nutrition-related services in other counties, expand the Food Stamp program, and conduct food and nutrition demonstration programs. The Office of Economic Opportunity (OEO) worked with the Department of Agriculture and the Department of Health Education and Welfare in carrying out the legislation.

In 1976, under technical amendments to the Community Services Act, the medical services component was dropped. The nutrition component was modified to include ongoing advocacy functions and extend services to migrants, seasonal farmworkers and Native Americans. In accordance with these changes, Congress changed the Emergency Food and Nutrition program's name to the Community Food and Nutrition Program (CFNP). CFNP's main objective is to link the poor to existing food and nutrition programs, not duplicate their services.

During FY 1980 and with a \$26 million appropriation level, CFNP was carried out locally by 520 grantees — over two-thirds of which were Community Action Agencies. As a result of Community Food and Nutrition Program activities, participation in federal food programs significantly increased and direct food provision was limited to emergency situations.

The Heritage Foundation was critical of CFNP, calling it "one of the most politicized of the CSA programs, consisting largely of...activists' harassment of state and federal agencies." The Omnibus Budget Reconciliation Act of 1981 terminated the program. However, Congress again reauthorized the program in FY 1987 and appropriated \$2.5 million annually from 1987 to 1996. Currently, the CFNP receives an annual appropriation of \$1.5 million, which is used to fund thirty-three discretionary projects.

**ADMINISTERING AGENCY:** Office of Community Services, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Fifth Floor East, Washington, D.C. 20447; (202) 401-9343; <[www.acf.hhs.gov](http://www.acf.hhs.gov)>.

**CONSTITUENT ORGANIZATION:** Food Research and Action Center, 1875 Connecticut Avenue, NW, Suite 504, Washington, D.C. 20009; (202) 986-2200; <[www.frac.org](http://www.frac.org)>.

## COMPREHENSIVE HEALTH SERVICES

**T**HE Comprehensive Health Services Program, which started as demonstration projects in 1966, quickly became the centerpiece of the OEO's health services to the poor. The 1966 OEO report stated that the Comprehensive Health Services centers were to offer "virtually all non-hospital medical services for all members of a family within one centrally located facility in a designated poverty community. The coordinated medical services...include preventive medicine, diagnosis, treatment, dental care, drugs and appliances, mental health services, family planning and health education." These Comprehensive Health Centers (CHCs) provided a range of primary health services with a culturally sensitive, family-oriented focus.

By early 1970, OEO had expanded its support to approximately 100 neighborhood health centers. In 1969, The Alcoholic Counseling and Recovery and Drug Rehabilitation programs were established as separate programs. In 1973, OEO transferred all three programs to the Department of Health, Education and Welfare. Under the 1974 amendments to the Economic Opportunity Act, the drug and alcohol programs were integrated into the Comprehensive Health Services program. Migrant Health Centers were also included in this integration.

In 1975, Congress amended the Public Health Service Act with a "Special Health Revenue Sharing Act." Rather than authorizing comprehensive health services programs, the new Act established centers focusing on specific health needs. Thus it established Comprehensive Public Health Centers, Community Mental Health Centers, Migrant Health Centers, Community Health Centers and

Family Planning programs. The 1976 amendments to the Economic Opportunity Act eliminated its provision for comprehensive health services.

Today the Health Resources and Services Administration, part of the Department of Health and Human Services, supports a network of 643 community and migrant health centers and 144 health care programs for homeless people and residents of public housing. Each year, more than 8 million Americans receive care through these health centers. More than half are members of working families without health insurance. They pay for services on a sliding scale based on their ability to pay and about 40 percent are Medicare or Medicaid beneficiaries. The FY 1999 appropriation for Consolidated Health Centers was \$925 million — a \$100 million increase over the prior fiscal year.

Developed to empower underserved communities, the Centers respond quickly and effectively to priority community health problems. They serve further as a catalyst for economic development in low-income communities by assuring employers of the availability of health professionals and facilities, generating health care jobs, and relying on local medical suppliers. The Centers continue to tailor their services to meet the specific needs of their communities by serving the poor, the homeless, migrant and seasonal farmworkers, those infected with HIV/AIDS, the elderly and substance abusers.

ADMINISTERING AGENCY: Division of Community and Migrant Health, Bureau of Primary Health Care, 4350 East-West Highway, 7th Floor, Bethesda, MD 20814; (301) 594-4300; <www.bphc.hrsa.gov>.

## DEMONSTRATION PARTNERSHIP PROGRAM

**T**HE Demonstration Partnership Program (DPP) was authorized under the 1974 amendments to the Economic Opportunity Act. However, funds were not appropriated and the program expired with the rest of the Economic Opportunity Act in 1981. The idea was not forgotten and the Demonstration Partnership Program experienced a rebirth in 1987, when it was reauthorized under the Community Services Block Grant (CSBG) legislation. Program appropriations for the fiscal years of 1987, 1988 and 1989 grew respectively from \$1 million to \$2.87 million to \$3.5 million. DPP marked the first appearance of a research and development component under the Community Services Block Grant.

President Reagan established the framework for the Demonstration Partnership Program in his 1986 State of the Union Address when he called for "experiments in welfare policy through state-sponsored and community-based demonstration projects." In his 1988 State of the Union Address President Reagan again stressed the need to resolve the problems of welfare and dependency by drawing on "a thousand sparks of genius in fifty states and a thousand communities around the nation. It is time to nurture them and see which ones can catch fire and become guiding lights."

Over an eight-year period (1987-1994), the Office of Community Services funded over one hundred innovative projects through the Demon-

stration Partnership Program. The program permitted Community Action Agencies to implement, evaluate and, where appropriate, replicate innovative approaches to foster self-sufficiency among low-income individuals and communities. Initially, the Office of Community Services provided grants matching local funding. This meant a considerable investment by Community Action Agencies in finding public and private partners in their communities.

The demonstrations fell into five categories: case management, micro-enterprise development, minority males, homelessness and at-risk youth. To document the lessons learned through the demonstrations, the Office of Community Services required Community Action Agencies to report on the results of project operations and sponsor formal studies by independent evaluators. By 1989, 35 Community Action Agencies were administering the DPP. The Office of Community Services in HHS issued a series of monographs in the early 1990s highlighting the experiences of selected projects.

**ADMINISTERING AGENCY:** Office of Community Services, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Fifth Floor East, Washington, D.C. 20447; (202) 401-9343; <[www.acf.hhs.gov](http://www.acf.hhs.gov)>.

## ENERGY ASSISTANCE PROGRAM

**T**HE OEO/CSA Energy Assistance Program had its origins in the Great Energy Crisis of 1973. As the cost of fuel soared and shortages became more serious, the poor found themselves often without access to fuel, or when it was available, at prices that literally forced them to choose between food and heat. In the first years of the crisis OEO responded by encouraging CAAs and other grantees to reprogram funds to try and avoid the worst hardships. By the winter of 1979-1980 the price of fuel oil had quadrupled and the price of natural gas had tripled.

In the meantime, in 1975 Section 222 (a) (12) was added to the Economic Opportunity Act, creating the Emergency Energy Conservation Services. The first appropriations under the section came at the end of the fiscal year, and made a few million dollars available for "Crisis Intervention" activities to assist families without fuel or faced with shut-off or other energy emergencies. It was only after the severe winter of 1976-77 that Congress, in a second supplemental appropriation in June 1977, provided the first of three successive \$200 million appropriations for fuel payment assistance for the poor. Called the "Special Crisis Intervention Program" it served over 1 million households over three summer months. Comparable programs were carried out in 1978 and 1979.

In 1980, the appropriations level for the program, known as the Energy Crisis Assistance Program (ECAP), rose to \$400 million; and in 1981 was jointly administered by the Community Services Administration and the U.S. Department of Health and Human Services (HHS) as the Low-Income Home Energy Assistance Program (LIHEAP) at a level of \$1.2 billion. With the demise of CSA, LIHEAP moved to HHS where it was

funded at a level of \$1.85 billion in 1982, serving 7.1 million households that year. Even so, this was less than 35 percent of those eligible under the legislation; and by FY 1989 the program funding was down to \$1.44 billion, serving about a million fewer households at lower levels than in 1982.

In 1999, \$1.1 billion is available in LIHEAP funds and an additional \$300 million in emergency contingency funds is also available pending a presidential-declared emergency due to weather, supply shortages, etc. Most of these funds are administered at the local level by Community Action Agencies and Indian tribes. Some \$27.5 million of these funds is earmarked for leveraging incentive awards to reward grantees that add nonfederal resources to help low-income households meet their home heating and cooling needs. Up to 25 percent of the leveraging incentive appropriation funds grants to LIHEAP grantees under the Residential Energy Assistance Challenge (REACH) Option Program to develop innovative programs reducing the energy vulnerability of LIHEAP eligible households. LIHEAP funds provide home heating and cooling assistance to more than 2.2 million households.

**ADMINISTERING AGENCY:** OCS/Division of Energy Assistance (DEA), 370 L'Enfant Promenade, SW, Washington, D.C. 20447; (202) 401-9351; <[www.hhs.gov](http://www.hhs.gov)>.

**CONSTITUENT ORGANIZATIONS:** National Center for Appropriate Technology (NCAT), P.O. Box 3838, Butte, MT 59702.

National Community Action Foundation, 810 First Street, NE, Suite 530, Washington, D.C. 20002; (202) 842-2092.

## FOSTER GRANDPARENTS

**I**N May 1965, the National Council on Aging, under contract with OEO, prepared a report titled, "A Model Community Action Program to Employ Older People as Aides to Work With Very Young Children." The report proposed "Project TLC" to serve the poor at both ends of the age scale, the very young and the elderly. Project TLC became the Foster Grandparents program and was initiated in 1965 under an OEO contract with the Administration on Aging (AoA).

In 1966, there were 2,500 low-income Foster Grandparents giving two hours a day of "tender loving care" to poor children. By 1967, the program had expanded to 38 states with nearly four thousand Foster Grandparents serving nearly eight thousand children. Administratively, the program has been transferred several times — from OEO to the Administration on Aging in 1969, from AoA to ACTION in 1971 and, most recently, to the Corporation for National Service. In spite of all these transfers, Foster Grandparents is living proof that you cannot keep a good program down. Foster Grandparents gained fame as former First Lady Nancy Reagan's favorite program.

The Foster Grandparents program offers se-

niors an opportunity to serve as mentors, tutors, and loving caregivers to children and youth with special needs. They serve in community organizations such as schools, hospitals, Head Start, and youth centers. Foster Grandparents must meet income eligibility requirements; once accepted into the program seniors serve for twenty hours per week and receive small stipends.



In 1997, federal grants for local projects totaled \$77 million. An additional \$32 million in

nonfederal funding was generated. Combined, these funds supported over 25 thousand volunteers, who served over 175 thousand children in 305 projects. Foster Grandparents contributed nearly 24 million hours of volunteer services. If one valued these priceless hours at the minimum wage (\$5.15/hour), that would translate into approximately \$124 million.

**ADMINISTERING AGENCY:** National Senior Service Corps, Foster Grandparents Program, Corporation for National Service, 1201 New York Avenue, NW, Washington, D.C. 20525; (202) 606-5000; <[www.cns.gov](http://www.cns.gov)>.

## HEAD START

**H**HEAD Start is perhaps the best known and universally supported Economic Opportunity Act program. Using "versatile" funds from the Community Action Program, OEO launched it as an eight-week summer program in 1965. Head Start was designed to help break the cycle of poverty by providing a comprehensive program that would meet the emotional, educational, health, nutritional, and psychological needs of preschool children from low-income families.

Since its inception, Head Start has experienced steady growth, evolving from the summer program to an eight month, and in some instances, a full-year program. In April 1969, Head Start was transferred from the Office of Economic Opportunity to the Department of Health, Education and Welfare (HEW). The program prospered under HEW and its successor, the Department of Health and Human Services (HHS).

Congressional appropriations for Head Start increased from \$96.4 million in FY 1965 to \$4.7 billion in FY 1999. In 1998, Head Start had 793,809 children enrolled in urban and rural areas in all fifty states, the District of Columbia, Puerto Rico, and U.S. possessions. From 1965 to 1999, the program has served over 17 million children and their families.

For the 1996-97 period, HHS reported that:

- ◆ 13 percent of the Head Start enrollment consisted of children with disabilities;
- ◆ 90 percent of Head Start teachers had degrees in early childhood education or Child Development Associate (CDA) credentials;
- ◆ 571 programs operated a home-based program;

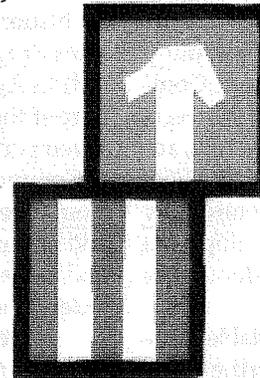
- ◆ 4,562 home visitors provided home-based services to 39,833 children;
- ◆ 30 percent of Head Start staff were parents of current or former Head Start children;
- ◆ 808,147 parents served as volunteers in the Head Start program; and
- ◆ 61 percent of Head Start families had annual incomes of less than \$9000 and 77.7 percent had annual incomes of less than \$12,000.

Currently, over 70 percent of the nearly 1000 Community Action Agencies administer Head Start as an important component of their comprehensive services in their communities.

In 1994, Head Start established Early Head Start, a program for low-income pregnant women and families with infants and toddlers. The program provides early, continuous, intensive and comprehensive child development and family support services to low-income families with children under the age of three. In 1995, 68 applicants were selected to serve more than 5,000 children and families in 34 states, the District of Columbia, and Puerto Rico. In 1966, 74 new applicants were selected to serve an additional 5,000 children in eight states. Appropriations for Early Head Start were \$47.2 million in FY 1995 and \$87.2 million in FY 1996.

**ADMINISTERING AGENCY:** U.S. Department of Health and Human Services, ACF/ACYF/HSB, Washington, D.C. 20201; (202) 279-6800; <[www.acf.dhhs.gov](http://www.acf.dhhs.gov)>.

**CONSTITUENT ORGANIZATION:** Head Start Association, 1651 Prince Street, Alexandria, VA 22314; (703) 739-0875.



## HOUSING

**H**OUSING programs, as part of service delivery in Community Action Agencies, developed primarily with funding from the Office of Economic Opportunity, the Community Services Administration and the Office of Community Services. They began as specific projects under the Special Impact Program (Title I-D), authorized under the 1966 amendments to the Economic Opportunity Act. A number of Community Action Agencies formed Housing Development Corporations and became adept at identifying other sources of financial support.

The scope of CAA-sponsored affordable housing has grown dramatically over time. In the 1970s, Community Action Agencies took a leadership role in providing housing-related services through weatherization and the Low-Income Home Energy Assistance Program. Through the McKinney Act, agencies have provided greater access to limited transitional housing as part of their family development/self-sufficiency programs. The availability of low-income housing tax credits has also aided the housing initiatives of Community Action Agencies.

Today over half of the nearly one thousand Community Action Agencies are involved in some component of affordable housing. Many have achieved designation as Community Housing Development Organizations (CHDOs), thus allowing them access to an array of financial resources.

Although the Community Services Block Grant and the Urban and Rural Economic Development program underwrite significant housing activities, most housing ventures undertaken by

Community Action Agencies are supported by other funding sources. For example, according to the National Association for State Community Services Programs (NASCS), in 1996, Community Action Agencies mobilized \$392 million in support of their housing activities; of this, less than seven percent (\$26 million) came from the Office of Community Services. Additional funding came from other agencies of the Department of Health and Human Services, the Department of Housing and Urban Development, and a variety of non-federal public and private sources.

According to recent surveys, Community Action Agencies consider their housing programs among the top five most effective strategies for reducing poverty. These programs include housing counseling, assistance in finding affordable housing, home repair and rehabilitation and development of affordable housing. Community Action Agencies are recognized as key players in providing decent, safe, and affordable housing. Many Community Action Agencies receive national housing awards for their efforts.

**ADMINISTERING AGENCY:** Office of Community Services, Administration for Children and Families, Department of Health and Human Services, 370 L'Enfant Promenade, SW, Washington, D.C. 20447; (202) 401-9343; <[www.acf.hhs.gov](http://www.acf.hhs.gov)>.

**CONSTITUENT ORGANIZATION:** National Association of Community Action Agencies, 1100 17th Street NW, Suite 500, Washington D.C. 20036; (202) 265-7546; <[www.nacaa.org](http://www.nacaa.org)>.

## JOB CORPS

**I**N 1964, the Job Corps fulfilled President Johnson's ambitious promise that a "new national Job Corps will build toward the enlistment of 100,000 young men [who] will be drawn from those whose background, health and education make them least fit for useful work.... [They] will emerge better qualified to play a productive role in American society." Since its beginning, the program has provided integrated academic, vocational, and social skills training to more than 1.7 million disadvantaged youth.

The program, authorized by the Economic Opportunity Act of 1964, was initially administered by the Office of Economic Opportunity. The Job Corps program operates through a partnership of the government with labor and private sectors. Controversy and struggle marked the program's growth. Young men and women were placed at Job Corps centers, which were often far from their homes. The centers also faced opposition from local communities — opposition that new military bases often experience in communities.

From a high of 106 centers in 1966, the program was cut back to fifty-six in 1969. In that year the program was delegated to the Department of Labor. Later, new centers were established closer to the nation's urban centers and offered a wider range of training and employment services.

In 1973, Congress reauthorized the Job Corps under Title IV of the Comprehensive Employment and Training Act (CETA). In 1982, the program was given permanent reauthorization under the Job Training Partnership Act (JTPA). The program is now authorized under provisions of the Workforce Investment Act, which replaced the

JTPA.

Major corporations, such as Teledyne and ITT, operate 81 Job Corps centers under contracts with the U.S. Department of Labor. Thirty centers, known as civilian conservation centers, are located on federal lands and are operated by the Departments of Agriculture and the Interior. Labor unions and trade associations conduct vocational training at many Job Corps centers. It is the nation's largest residential education and training program for disadvantaged youth. The program is a full-time, year-round residential

program that offers a comprehensive array of training, education and supportive services, including supervised dormitory housing, meals, medical care, and counseling.

The typical Job Corps student is an 18-year old high-school dropout who reads at the seventh grade level, belongs to a minority group, and has never held a full-time job. Approximately 70 percent of Job Corps enrollees are members of minority groups; 80 percent are high school dropouts, and over 40 percent come from families on public assistance. In FY 1999, Job Corps received \$1.2 billion in appropriations to serve 69,700 participants at 118 centers. Over 40 percent of Job Corps students complete vocational training and over 70 percent of Job Corps students are placed in jobs or enrolled in full-time education.

**ADMINISTERING AGENCY:** Office of Job Corps Programs, Employment and Training Administration, U.S. Department of Labor, 200 Constitution Avenue, NW, Washington, D.C. 20210; (202) 219-8550; <[www.doleta.gov](http://www.doleta.gov)>.

## LEGAL SERVICES

**T**HE Legal Services program, developed by OEO, was one of the earliest and most controversial programs. Since the 1800s, bar associations had operated legal aid programs for the indigent with varying degrees of success in getting local support. The Legal Services program, established by OEO in 1965, marked the first time that the federal government sought to provide direct civil representation for the poor in legal matters. In the beginning, Legal Services was administered as part of the Community Action Program.

The program grew rapidly, and in 1966, OEO made grants of approximately \$23 million. These grants provided support for 157 Legal Services projects with over one thousand full-time attorneys in more than five hundred offices. The local Legal Services offices provided legal advice and services to the poor in 43 states and in 37 of the nation's fifty largest cities. The 1967 amendments to the Economic Opportunity Act designated Legal Services as a separate program under the newly established section on "Special Programs and Assistance" (Section 222 (a)).

By 1967, Congress had increased its appropriation to over \$25 million, enabling OEO to expand the program even more. Typically, Legal Services cases involved family problems such as divorce, non-support and adoption; juvenile problems; consumer protection; landlord/tenant disputes; housing code violations; public housing difficulties; and issues relating to welfare, social security and other benefit programs.

Legal Services advocates considered their program to be different in nature from other Community Action Programs. The director of the national Legal Services office endeavored to remove it from the purview of the national CAP office, the OEO regional offices and local Community Action

Agencies. In 1969, OEO Director Donald Rumsfeld elevated Legal Services to the status of an independent operating division reporting directly to him.



Steady and gradual growth brought the annual appropriation to \$71.5 million in 1972. However, concerns were raised over the involvement of legal services attorneys in "politics" and the tendency to resort to class action lawsuits. In December 1970, Governor Ronald Reagan (R-CA) vetoed the grant to the California Rural Legal Services program. Eventually OEO Director Phillip Sanchez overrode the

governor's veto and approved the grant.

In 1974, after several years of inconclusive debate, Congress enacted the Legal Services Corporation Act. This Act removed the program from OEO altogether and established the Legal Services Corporation, which in turn funds non-profit groups to provide civil legal representation for low-income people.

Appropriations for the Legal Services Corporation increased dramatically from \$79 million in 1976 to \$295 million in 1981. The corporation extended its services to previously underserved areas, especially in rural communities and parts of the South. In the 1980s, Congress continued to appropriate funds even though President Reagan's budgets requested zero funding in seven of his eight years in office. In 1997, with an appropriation of \$283 million, the Legal Service Corporation's 269 local programs served almost two million clients in 917 offices across the country.

ADMINISTERING AGENCY: Legal Services Corporation, 750 First St. NE, 11th Floor, Washington, D.C. 20002-4250; (202) 336-8800; <www.lsc.gov>.

## MIGRANT OPPORTUNITIES

**P**RIOR to the Economic Opportunity Act of 1964, the plight of millions of migrant and seasonal farmworkers who followed crop seasons throughout the country was largely ignored. Title III-B of the Act addressed a broad spectrum of migrant and seasonal farmworker problems. With a budget of \$15 million in FY 1965, the Office of Economic Opportunity (OEO) developed projects for migrant and seasonal farmworkers including housing, education, sanitation services, and day care.

Initially, OEO staff had to approach public and private organizations to accept the grants. However, over time, the network of migrant and seasonal farmworker organizations grew and now exists in almost every state. OEO's Migrant and Seasonal Farmworker programs raised the nation's consciousness about the problems migrant and seasonal farmworkers face. The programs included General Education Development (GED or high-school equivalency), day care, temporary and self-help housing, employment training, consumer awareness, sanitation, and the development of economic alternatives to farm labor. OEO grantees also assisted migrant and seasonal farmworkers in obtaining services and benefits from other programs such as welfare, Food Stamps, and Medicaid.

The programs were transferred to the Department of Labor in 1973. They became part of the Comprehensive Employment and Training Act and later the Job Training Partnership Act.

Funds for migrant and seasonal farmworkers programs are allocated to states according to a population-based formula. In the Department of Labor's 1997 program year (July 1 to June 30), the Employment and Training Administration made 58 farmworker grants totaling \$69.3 million. An

estimated 47,000 persons received assistance with employment, training, and other support services.

The Health Resources and Services Administration in the U.S. Department of Health and Human Services (HHS) supports Migrant and Seasonal Farmworker Health Centers and other programs providing health services to migrant and seasonal farmworkers. In FY 1997, grant awards totaled \$66.4 million. During that year, 122 local programs served about 600,000 migrants, seasonal farmworkers and their families.

The Office of Migrant Education in the Department of Education provides grants to states on a formula basis to support migrant and seasonal farmworker education services like high school equivalency, college assistance, and bilingual instruction. In FY 1997, the grants totaled \$299.5 million and served approximately 700,000 students in 3,500 local school districts.

### ADMINISTERING AGENCIES:

Employment and Training Administration, U.S. Department of Labor, Room N-4641, 200 Constitution Avenue, NW, Washington D.C.; (202) 219-5500; <[www.doleta.gov](http://www.doleta.gov)>.

Migrant Health Branch, Bureau of Primary Health Care, Health Resources and Services Administration, Department of Health and Human Services, 4350 East-West Highway, Bethesda, MD 20814; (301) 594-4303; <[www.hhs.gov](http://www.hhs.gov)>.

Office of Migrant Education, Department of Education, 1250 Maryland Avenue, SW, Portals Building, Room 4100, Washington, D.C. 20202; (202) 260-1164; <[www.ed.gov](http://www.ed.gov)>.

## NATIONAL YOUTH SPORTS PROGRAM

**T**HE National Summer Youth Sports Program began as a pilot and demonstration program in 1967 and continued as such for the next two years. It was designed to provide disadvantaged youth with opportunities for recreation, physical fitness instruction, and competition. It accomplished this by bringing disadvantaged youth to college campuses for instruction by college educators and athletes during the summer months. The program included close supervision, education, and counseling services. It was administered by the National Collegiate Athletic Association (NCAA) through its member colleges and universities.

OEO delegated the program to the President's Council on Physical Fitness where it remained until 1975. After 1975, it was returned to NCAA and its programs were funded directly by OEO's successor agency, the Community Services Administration. At that time the name was changed to the National Youth Sports Program (NYSP). In 1981, this and other programs became part of the CSBG Act, and its administration was transferred to the Office of Community Services.

The NYSP requires that at least 90 percent of its participants are economically disadvantaged and fall within the U.S. poverty guidelines. The

NYSP staff includes physical education instructors, coaches, elementary and secondary school teachers, college students, and administrators. The program offers mandatory swimming lessons plus instruction in at least two other sports. The NYSP stresses the value of an active lifestyle and special emphasis is placed on sports played by adults after their school-age years such as bowling, badminton, tennis and golf. Some sites include aerobics and dance as well. Participants are taught about the dangers of drug abuse and are given nutritional education. They are exposed to the facilities and opportunities available in institutions of higher learning.

Under the NCAA, 182 institutions in forty-six states and Washington D.C. serve nearly seventy thousand youth each year. In a number of sites (78 in 1998), math and science programs have been added to the program. For FY 1997, Congress appropriated \$12 million for the National Youth Sports Program.

**ADMINISTERING AGENCY:** Office of Community Services, Administration for Children and Families, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Washington, D.C. 20047; (202) 401-9333; <[www.hhs.gov](http://www.hhs.gov)>.

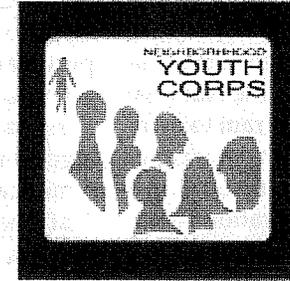
## NEIGHBORHOOD YOUTH CORPS

**T**HE Economic Opportunity Act of 1964 established anti-poverty programs that were delegated to old-line agencies from the start, although for the most part these agencies were expected to coordinate closely with the Office of Economic Opportunity (OEO) and to operate locally through Community Action Agencies. One example is the Neighborhood Youth Corps under Title I, which was delegated by OEO to the Department of Labor. The program was designed to provide useful work experiences to young people between the ages of 16 and 21.

The Neighborhood Youth Corps had three main components including programs for in-school youth, out-of-school and unemployed youth, and a summer component for both groups. The summer program was the largest component. A smaller part of the program offered 10 hours per week of employment and training to low-income youth in school. Similar training with the GED program was offered to high school drop-outs. By the end of 1968 the program had reached over 1.5 million young people.

To coordinate the Department's burgeoning training and education programs, in February 1963, Labor Secretary Willard Wirtz established the Manpower Administration (MA), which absorbed the Neighborhood Youth Corps. At the 1966 Neighborhood Youth Corps National Conference in St. Louis, Missouri, Secretary of Labor Wirtz paid tribute to the role of Community Action Agencies in the program. "We must make

sure that each individual gets the maximum possible benefit from his Neighborhood Youth Corps experience..This takes money. Even more, it takes imagination, energy and the combined efforts of a whole community. More and more the Community Action Agencies are providing this leadership..."



The NYC was subsequently integrated into the Department of Labor's Bureau of Work training programs along with a number of new programs. The Nixon administration attempted to end the program in the 1970s by impounding its funding. Legal action brought by Community Action Agencies and others halted this attempt. Authorization for the Neighborhood Youth Corps continued under the Comprehensive Employment and Training Act, the Job Training Partnership Act, and most recently, the Workforce Investment Act.

The program prospered until the 1980s and had its largest funding under the Carter administration. The level of funding steadily declined thereafter. The program is currently administered by the Employment and Training Administration, but in a diminished role under provisions of the recently modified job training block grants in which state and locally appointed boards set priorities.

**ADMINISTERING AGENCY:** Employment and Training Administration, U. S. Department of Labor, 200 Constitution Avenue, NW, Washington, D.C. 20210; (202) 919-8550; <[www.dol.gov](http://www.dol.gov)>.

## OPERATION MAINSTREAM

**O**PERATION Mainstream, which was established under Title I of the Economic Opportunity Act, began as a demonstration program to employ the low-income elderly in community service jobs. The Office of Economic Opportunity (OEO) awarded grants to the National Farmers Union's Green Thumb program to carry out Operation Mainstream for the rural poor ages 55 years and over. In 1967, OEO transferred administrative responsibility for Operation Mainstream to the U.S. Department of Labor (DOL). That year, while maintaining rural coverage through Green Thumb, the Department expanded the program to urban areas through contracts with national organizations on aging.

In 1973, Operation Mainstream's legislative authority and \$10 million in appropriations were shifted from the Economic Opportunity Act to Title IX of the Older Americans Act. The program continued to be administered by DOL. By 1975, the Department was also administering a similar program — the newly authorized Senior Community Service Employment Program. On July 1, 1975, the two programs were merged under the name, Senior Community Service Employment Program (SCSEP).

Legislative amendments in 1978 redesignated Title IX as Title V of the Older Americans Act. Eligibility for the program was modified to include persons with incomes at or below 125 percent of the poverty line. Appropriations had been increased to \$55.9 million by 1976 and \$401 million by 1996.

The SCSEP is administered nationally by DOL, and is operational in all fifty states, the District of Columbia, and U.S. possessions. State Offices on Aging and ten national organizations provide direct program sponsorship. The national organizations are La Asociacion Nacional Para Personas Mayores, the National Center on Black Aged, Inc., the National Council on the Aging, the American Association of Retired Persons, the National Council of Senior Citizens, Green Thumb, Inc., the National Urban League, Inc., the National Pacific/Asian Resource Council on Aging, the National Indian Council on Aging, and the U.S. Department of Agriculture's Forest Service. Local projects are administered by public and private sponsors, many of which are Community Action Agencies.

The program offers counseling, on-the-job training, education, career planning, resume assistance, and placement services to unemployed seniors fifty-five or older who meet the poverty guidelines. SCSEP participants are placed in community service training positions, and are paid for twenty hours of work per week at the minimum wage. The SCSEP has a current appropriation of \$435 million and serves over 55,000 low-income, unemployed seniors annually. Each year SCSEP assists over twenty-five percent of these seniors in gaining unsubsidized employment.

**ADMINISTERING AGENCY:** Employment and Training Administration, U. S. Department of Labor, 200 Constitution Avenue, NW, Washington, D.C. 20210; (202) 919-8550; <[www.dol.gov](http://www.dol.gov)>.

## SENIOR OPPORTUNITIES AND SERVICES

**T**HE Senior Opportunities and Services program (SOS) was added as a national emphasis program under the 1967 amendments to the Economic Opportunity Act. The program had a goal of promoting self-sufficiency among low-income seniors through outreach, information and referral, advocacy, transportation, and employment programs.

The director of the Office of Economic Opportunity (OEO) undertook investigations and studies to develop innovative programs for the elderly; the Foster Grandparents and Operation Mainstream programs evolved from SOS. New initiatives such as Medicare Alert and Project Find became the means for locating low-income elderly persons and advising them of available services and benefits.

Under the auspices of a research and demonstration study funded by the National Institutes of Health, a Northeast Nebraska Community Action Agency (CAA) proved the favorable impact

of nutrition services and social activities upon the elderly. The study conducted by this CAA and other organizations persuaded Congress to authorize the massive Elderly Nutrition Program under Title III of the Older Americans Act.

Many of the SOS initiatives that include the concept of senior centers were incorporated into aging programs conducted under provisions of the Older Americans Act, and are now an important part of the Area Agencies on Aging, Community Action Agencies, in their service to the low-income community, continue as advocates for and service providers to the elderly.

The Senior Opportunities and Services Program was administered by OEO and the Community Services Act until the passage of the Community Services Block Grant under the Omnibus Budget Reconciliation Act of 1981. At that time the authorization for the Senior Opportunities and Services program under Section 222(a)(2) of the Economic Opportunity Act expired.

## STATE ECONOMIC OPPORTUNITY OFFICES

**T**HE Economic Opportunity Act of 1964 involved state governments in anti-poverty programming, though to a limited extent. Section 231 of the Act provided governors with financial assistance to fund state technical assistance agencies, better known as State Economic Opportunity Offices (SEOOs). These SEOOs advised the governor and federal officials on poverty conditions and the impact of local anti-poverty programs, provided technical assistance to low-income communities, and helped coordinate anti-poverty efforts at the state level. Although the Office of Economic Opportunity (OEO) directly funded Community Action Agencies, SEOOs often served as a link between CAAs and state and local, elected officials.

The majority of SEOO directors were gubernatorial appointees who served as advocates of low-income people at the governors' cabinet meetings. This vantage point often enabled SEOOs to gain the support and cooperation of other state agencies on behalf of Community Action Agencies and their clientele. The Act gave governors the opportunity to veto proposed OEO grants and they often relied on their SEOO directors for advice. During the attempted dismantling of OEO programs during the early seventies, the SEOOs mobilized the critically needed support of the governors and state legislators.

The responsibilities of the SEOOs remained unchanged with the passage of the Community Services Act (CSA) of 1974. The passage of the Omnibus Budget Reconciliation Act (OBRA) of 1981, however, significantly enlarged the responsibilities of SEOOs. The provisions of OBRA and its Community Services Block Grant resulted in the elimination of the Community Services Administration and the creation of a new Office of Community Services in the Department of Health and Human Services. The Office of Community Services administered the Community Services Block Grant and assumed other residual functions of OEO and CSA. At the state level, SEOOs were renamed State Community Services Program Offices.

Since 1981, Community Action Agencies have received their CSBG funding through the State Community Services Program Offices. These state offices continue to support Community Action Agencies with technical assistance, state level coordination, and program evaluation.

**ADMINISTERING AGENCY:** Office of Community Services, U.S. Department of Health and Human Services, 370 L'Enfant Promenade, SW, Fifth Floor East, Washington, D.C. 20447; (202) 401-9333; <[www.hhs.gov](http://www.hhs.gov)>.

## UPWARD BOUND

**U**PWARD Bound, a pre-college program, assists economically disadvantaged students in completing high school and entering and succeeding in post-secondary education. The Office of Economic Opportunity (OEO) program, authorized by Section 222 of the Economic Opportunity Act of 1964, initially funded 18 demonstration programs in 1965. Based on that successful experience, the following year OEO made grants to over 200 universities, colleges, junior colleges, and secondary schools to serve over 20,000 students in the year-long program.

The pre-college demonstration program included a six to eight week residential summer tenure on a college campus and involved academic, cultural and recreational activities. Medical and dental care and, when needed, psychological counseling, were provided. Undergraduate students, living in the college dormitories with the Upward Bound students, served as tutors and personal counselors.

Follow-up support for Upward Bound participants during the school year included academic instruction, tutoring, and counseling sessions in the evenings and on weekends. Ninety-five percent of the participants in the 1966 summer program continued in the follow-up course through the school year.

In the summer of 1967, 83 percent of the 5717 Upward Bound students had been admitted to

institutions of higher learning or had their applications pending; and less than one percent had been refused college admission. In 1969, the Upward Bound program was transferred to the Department of Health, Education and Welfare; and it was again transferred in 1979 — this time to the newly created Department of Education.



By 1989, 37,000 students participated in 470 Upward Bound programs across the nation. A Math-Science program was incorporated into

Upward Bound that same year. Program funding in FY 1987 was \$75.3 million. Although the Reagan administration requested a 43 percent reduction in funding for FY 1988, Congress increased appropriations to \$83.3 million, and to \$94 million in FY 1989.

Today, Upward Bound is the largest and oldest of the Department of Education's seven TRIO programs (TRIO was derived from the three initial programs — Upward Bound, Talent Search, and Student Support Services) serving disadvantaged youth and children of recent immigrants. Currently, the program serves 44,495 students in 679 Upward Bound programs in all fifty states, Puerto Rico, and U.S. possessions. Current appropriations are at the \$211 million level.

**ADMINISTERING AGENCY:** Higher Education Preparation and Support/TRIO, Office of Post Secondary Education, U.S. Department of Education, 400 Maryland Avenue, SW, Washington, D.C. 20202; (202) 708-4804; <www.ed.gov>.

# VISTA

SOON after the Peace Corps was created, President Kennedy organized a small group headed by Attorney General Robert F. Kennedy to determine the feasibility of a domestic volunteer service program. This led to the development of the Volunteers in Service to America (VISTA) program, which was authorized under Title VII of the Economic Opportunity Act of 1964.

On December 12, 1964, four months after the legislation was enacted, President and Lady Bird Johnson welcomed the first group of twenty VISTA volunteers to the White House. The President said, "Your pay will be low; the conditions of your labor often will be difficult. But you will have the satisfaction of leading a great national effort and you will have the ultimate reward which comes to those who serve their fellow man."

Between 1964 and 1971, VISTA volunteers were recruited from communities and college campuses across the country and assigned to projects far from their homes. As experience with poverty issues grew, VISTA also recruited lawyers, doctors, and architects to work in underserved areas. Ranging in age from eighteen to eighty-one, they served in places as diverse as Appalachian *hollers*, Navajo reservations, East Harlem, West Oakland, and the Rio Grande Valley. They lived and work with low-income communities to help improve local conditions. VISTA volunteers were often placed at Community Action Agencies and Job

Corps centers throughout the country.

By the end of 1967, there were over 3,000 volunteers in 412 projects in 48 states, the District of Columbia, the Virgin Islands, and Puerto Rico.

On July 1, 1971, VISTA was transferred from OEO to a new volunteer-oriented agency, ACTION. By this date many more VISTA volunteers

themselves were low-income people working in their own communities.

In many VISTA projects there was a mix of local and "national" volunteers that brought new vitality to the program. During the Reagan administration, national recruiting and training units were dismantled, though grassroots support kept the basic structure and empowerment philosophy alive. National recruit-

ment was virtually eliminated; volunteers were recruited locally and served in their own communities.

With the advent of the 1990s, the spirit of volunteerism was rekindled and national recruitment was revived. The National and Community Service Trust Act of 1993, a priority of President Clinton, absorbed VISTA and other programs of the ACTION agency into a new quasi-federal agency, the Corporation for National Service. Currently, about 5,000 AmeriCorps\*VISTA volunteers serve at over 1,000 non-profit or public agencies.

ADMINISTERING AGENCY: Volunteers in Service to America, Corporation for National Service, 1201 New York Avenue, NW, Ninth Floor, Washington, D.C. 20525; (202) 606-5000; <[www.cns.gov](http://www.cns.gov)>.



## WEATHERIZATION

**M**OST poor people live in dwellings that are older and without adequate insulation, even by pre-energy crisis standards. Many live in dilapidated housing with no insulation at all, with broken windows and gaps below doors or around frames. When the oil embargo of 1973 caused fuel prices to soar during the Great Energy Crisis, the poor faced a genuine catastrophe which forced many of them to choose between food and heat.

In the fall of 1973, the Office of Economic Opportunity (OEO) responded with the nation's first weatherization program, Project F.U.E.L., which was funded through the Maine State Economic Opportunity Office. Project Fuel insulated low-income homes in Maine. In the same winter of 1973-74 OEO regional offices diverted funds to support a number of assistance programs in the colder states, including both weatherization and programs of emergency fuel assistance.

The Economic Opportunity Act amendment of 1974 added a new national emphasis program, Emergency Energy Conservation Services, under a new Section 222(a) (12) (later changed to 222 (a) (5)). The major program components were: Weatherization, Crisis Intervention, Consumer Information, Education and Legal Assistance, and Energy R&D (including alternative energy development).

A total of approximately \$160 million of Section 222(a) (12) funding went into weatherization in the three years before the program was trans-

ferred to the Department of Energy (DOE) in 1979. From 1973 until the transfer approximately 750,000 low-income homes were weatherized by Community Action Agencies (CAAs) in every state. Since 1978, DOE funding for its Weatherization Assistance Program has included funds from oil overcharge settlements, states, and LIHEAP transfers. CAAs have remained an important local deliverer of the program. In FY 1996, funding for the Weatherization program was drastically reduced from the previous year's allocation level of \$214 million to \$111 million.

Weatherization results in significantly lower fuel bills for low-income families. As a result of Weatherization program improvements, low-income households use 33.5 percent less heating fuel and save approximately 24 percent on their home energy bills, an average of \$265 at current prices. This savings represents 3.5 percent of the average client's annual income.

There is \$133 million available for the program in FY 1999, which enables the program to provide weatherization services to an estimated 67,000 families.

**ADMINISTERING AGENCY:** Department of Energy (DOE), Weatherization Assistance Programs, Office of State and Community Programs, Washington, D.C. 20585; (202) 586-4074; <www.doe.gov>.

**CONSTITUENT ORGANIZATION:** National Community Action Foundation (NCAF), 810 First St., NE, Suite 530, Washington, D.C. 20002; (202) 842-2092.

## LIST OF OEO AND SUCCESSOR AGENCY DIRECTORS

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### I. DIRECTORS OF THE U.S. OFFICE OF ECONOMIC OPPORTUNITY

R. Sargent Shriver	1964 - 1968	Johnson appointee
Bertrand M. Harding	1968 - 1969	Johnson appointee (acting)
Donald Rumsfeld	1969 - 1970	Nixon appointee
Frank C. Carlucci	1971	Nixon appointee
Phillip V. Sanchez	1971 - 1973	Nixon appointee
Howard Phillips	1973	Nixon appointee (acting)
Alvin I. Arnett	1973 - 1974	Nixon appointee
Bert A. Gallegos	1974 - 1976	Nixon appointee

### II. DIRECTORS OF THE U.S. COMMUNITY SERVICES ADMINISTRATION

Samuel Martinez	1976 - 1977	Ford appointee
Graciela Olivarez	1977 - 1980	Carter appointee
Richard J. Rios	1980 - 1981	Carter appointee

### III. DIRECTORS OF THE U.S. OFFICE OF COMMUNITY SERVICES

Dwight Ink	1981 - 1982	Reagan appointee
Harvey Vieth	1982 - 1984	Reagan appointee
Jerrold Speers	1984 - 1985	Reagan appointee
David Kirker	1986 - 1987	Reagan appointee
Mary Evert	1987 - 1988	Reagan appointee
Eunice Thomas	1989 - 1992	Bush appointee
Donald Sykes	1993 -	Clinton appointee

**\$ \$ APPROPRIATIONS HISTORY \$ \$**  
(\$ in millions by Fiscal Year)

<b>OEO</b>	<b>FY</b>	<b>APPROPRIATIONS</b>
	1965	\$ 800.0
	1966	1,500.0
	1967	1,687.5
	1968	1,778.0
	1969	1,948.0
	1970	1,948.0
	1971	894.0 *
	1972	742.3
	1973	810.2
	1974	358.8 **
<b>CSA</b>	<b>FY</b>	<b>APPROPRIATIONS</b>
	1975	\$ 492.4
	1976	520.1
	1977	794.5
	1978	797.8
	1979	742.9
	1980	2,154.0 ***
<b>OCS</b>	<b>FY</b>	<b>APPROPRIATIONS</b>
	1981	\$ 389.5 ****
	1982	366.0
	1983	385.5
	1984	352.2
	1985	372.4
	1986	354.5
	1987	372.4
	1988	382.2
	1989	377.5
	1990	393.1
	1991	427.7
	1992	437.4
	1993	440.8
	1994	464.2
	1995	472.9
	1996	435.4
	1997	536.4
	1998	542.2
	1999	563.6

\* Programs transferred to other federal departments \*\* Job Corps transferred to U.S. DOL \*\*\* Includes \$1.596 million for Energy Crisis Intervention Programming \*\*\*\* Omnibus Budget Reconciliation Act (CSBG) enacted

## LIST OF ACRONYMS

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ABE	Adult Basic Education
ACF	Administration for Children and Families
AEA	Adult Education Act
ANA	Administration for Native Americans
AoA	Administration on Aging
CDC	Community Development Corporation
HHS	Department of Health and Human Services
DPP	Demonstration Partnership Program
EFMS	Emergency Food and Medical Services
EOA	Economic Opportunity Act
CAA	Community Action Agency
CDC	Community Development Corporation
CED	Community Economic Development
CETA	Comprehensive Employment and Training Act
CFNP	Community Food and Nutrition Program
CHC	Comprehensive Health Center
CHDO	Community Housing Development Organization
CSA	Community Services Act
CSBG	Community Services Block Grant
DOL	Department of Labor
EFMS	Emergency Food and Medical Services
HEW	Department of Health, Education and Welfare
JOLI	Job Opportunities for Low-Income Individuals
JTPA	Job Training Partnership Act
LSC	Legal Services Corporation
NACAA	National Association of Community Action Agencies
NYC	National Youth Corps
NYSP	National Youth Sports Program
OBRA	Omnibus Budget Reconciliation Act
OCS	Office of Community Services
OEO	Office of Economic Opportunity
SCSEP	Senior Community Service Employment Training Program
SEOO	State Economic Opportunity Office
SOS	Senior Opportunities and Services
VISTA	Volunteers in Service to America



\$6.95



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