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AN ANNOTATED BIBLIOGRAPHY OF NATIONAL  
COMMUNITY ACTION PROGRAM EVALUATIONS, 1965-1981

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NOTE

The following abbreviations are used in this bibliography and in the sources cited:

CAA: Community Action Agency  
CAP: Community Action Program  
CSA: Community Services Administration  
E.O. Act: Economic Opportunity Act of 1964  
GAO: General Accounting Office  
OEO: Office of Economic Opportunity  
R&D: Research and Development  
T&TA: Training and Technical Assistance

Two annotated sources which include CAP evaluation studies predate this bibliography. For some entries, annotations have been incorporated or adapted from these earlier sources, which are referenced by letter footnotes as follows:

- a: Community Action Programs: An Annotated Bibliography. Brown, Ruth E. Council of Planning Librarians Exchange Bibliography #277, April 1972.
- c: Bibliographic Retrieval Services, Inc., Scotia, New York (Offline bibliography prepared for Foundation for Human Service Studies, October 1980).

"LN" numbers which follow some entries refer to an internal classification system used by the CSA library.

YEAR: 1965

Human Sciences Research, Inc. Jenny, A. and Alberts, R.C. A Comparative Evaluation of OEO CAPs for Six Selected American Indian Reservations. (LN 71)

A brief survey of the history and culture of each Indian group (Turtle Mountain, White Earth, Gila River, Pine Ridge, and Papago) with an analysis of the economic conditions at the time CAP was instituted, and the effect of CAP on the reservation people. A number of specific problem areas are identified, with recommendations for improvement.

YEAR: 1966

Griffenhagen-Kroeger, Inc. An Evaluation of 25 Designated State Technical Assistance Agencies. (Cover Title: State Technical Assistance in Community Action: Office of Economic Opportunity). January. (LN 168)

Purpose: To provide OEO with information and recommendations in connection with both renewal of State Agency Grants and with the future of the State Technical Assistance (STA) program.

Methodology: General guidelines for the evaluation were developed. Field work teams were sent to different states to interview STA directors and staff, and to review STA records. Random samples of local CAAs were drawn up and interviews conducted. Representatives of other community organizations were also interviewed.

Findings: Findings included: the discovery that STAs were properly organized and are organizationally close to the Governor; STAs have added a substantial element of coordination to all state functions concerned with the needy; and STA's relationship with OEO headquarters and regional offices have been marred by confusion and disagreement (but are steadily improving).

Recommendations: Included: that all states propose a clarified and strengthened role in coordination of economic opportunity activity in the state, in program development and technical assistance, and in monitoring of OEO programs. Specific recommendations varied for each state.

Kirschner Associates. A Description and Evaluation of Neighborhood Centers. (LN 114, 238)

Purpose: To describe and evaluate Neighborhood Centers (NHC) (of CAPs) on a national basis; and to provide data, analysis and recommendations.

Methodology: Over 500 interviews conducted. A model, describing the NHC role in the CAP program and the community was used. Site visits, employing questionnaires, were conducted. Case examples are given.

Findings: CAP should be more involved in service delivery than community action.

Recommendations: NHCs be continued as a permanent feature of CAP, that there be intensive and continuing training of professional and nonprofessional staff and board, that leadership be developed, and that the principal role of self-help be emphasized.

National Committee in Employment of Youth. CAP Aide Study: Evaluation of Nonprofessionals in Community Action Programs. April. (LN 169)

Purpose: To assess the manpower implications of new roles for nonprofessionals in CAP. Two phases of the study -- the first phase analyzed the nature of these roles; the second assessed the degree to which these roles could be transformed into permanent new careers within the broader welfare field.

Methodology: A case study was utilized. Only communities in the Northeastern United States were studied. Four cities (Baltimore, Boston, Philadelphia, and Rochester) were selected and 13 different CAP programs were reviewed. Informal interviews were conducted. Four job categories were selected for review. Questionnaires developed.

Findings: The study found that teacher aides in preschool programs had a considerable range of job roles, and these roles could be categorized into three levels according to the degree of professionalism. For aides in after-school centers and for nonprofessionals in neighborhood centers, there were no role-defined jobs at any level. Aides in other community organizations also examined.

Recommendations: The analysis can provide implications for job training, job redesign, and for manpower needs.

United States Congress. House. Committee on Education and Labor.  
1966 Amendments to the Economic Opportunity Act; Examination  
of the Facts Which Have Developed Under the Administration of the  
Act. Hearings before the Subcommittee on the War on Poverty  
Program. 89th Congress, 2nd session, pts. 1 and 2.

The hearings aided in drafting the 1966 amendments to the E.C. Act of 1964. Both the OEO Director, Sargent Shriver, (on March 8, 1966) and the committee chairman, Adam Powell, (on March 9, 1966) testified that one of the largest areas of concern was the need to provide jobs. Also discussed was: Job Corps, Head Start, and community action boards.

United States Congress. Senate. The War on Poverty as it Affects  
Older Americans. S. Rept. 1287. 89th Congress, 2nd session.

The Senate Special Committee on Aging conducted hearings, field investigations and collected information in order to determine whether OEO (as a part of the nation's War on Poverty efforts) would provide leadership in bettering the lives of America's elderly poor. The committee found that OEO had been giving attention to the elderly poor; however, it recommended that OEO establish high-level position(s) to deal specifically on this area of concern. The committee enumerated other ways in which the War on Poverty could increase its responsibilities toward the elderly poor. The report includes appendices and an index to hearings and reports.

Yankelovich, Daniel, Inc. The Non-Professional in the CA Program.  
(LN 180-188, 119)

The use of non-professionals was studied in nine cities; New Haven, Detroit, Pittsburgh, Syracuse, Los Angeles, Washington, Chicago and St. Louis. The programs are operationally viable. Many previously unemployed or under-employed people are filling jobs satisfactorily, and are stimulated to develop their own resources and initiative more successfully than before.<sup>a</sup>

YEAR: 1967

Kirschner Associates, Inc. A Description and Evaluation of Selected  
Educational Components of Community Action Programs. May.  
(LN 12, 226-234)

Purpose: To describe in detail and to analyze specific types of educational components to CAPs; and to recommend changes to these components. Ten reports - the first is a compilation of research findings, analyses, and recommendations. The other nine reports are findings from the nine CAPs studied.

Methodology: The central staff devised and tested research instruments, while field research associates performed observations and interviews. Factual information from the field research associates formed the basis for the nine community reports. The analysis is based on interviews, observations and data analysis. The emphasis was on organizations and program policy questions not on curriculum content.

Findings included: The overall goals and strategy for CAP educational components lack clarity as a result of organizational and operational confusion; and when CAP becomes directly engaged then institutional changes are favorable to the poor.

Recommendations: CAP should play effective roles and hook up with existing institutions to be more responsive to the educational needs of the poor.

McKinsey and Co., Inc. Strengthening the Organization and Processes of the CAP Regional Offices. April. (LN 167)

Purpose: To study management procedures and to recommend improvement.

Methodology: The McKinsey firm made six reports to OEO between 1966 and 1967 on OEO's management practices. This report reviewed six processes of regional office activity.

Findings: Shortcomings were listed under each of the six activity areas. For example, found that regional offices have to rely almost exclusively on the grant application in carrying out decision-making responsibilities. In general, found that OEO has normal organizational problems.

Recommendations: Recommended the retention of these activity areas, yet with a considerable number of changes, such as implementing program planning and grant monitoring systems when carrying out decision making responsibilities and to form a "closed-loop" management system.

United States Congress. Senate. Committee on Labor and Public Welfare. Examination of the War on Poverty. Hearings before the Subcommittee on Employment, Manpower, and Poverty. 90th Congress, 1st session, pts. 1-7.

According to Senate Resolution 17 (Rept. No. 50), the Labor and Public Welfare Committee was to make a complete study of any and all matters pertaining to poverty. The hearing's purpose was to review the War on Poverty program's past (the program had been

in operation for 2 1/2 years) and to assess their potential for the future. The committee concluded in its report that nearly 30 million persons were still poor and that OEO's programs should be continued; yet, there needs to be better coordination amongst poverty programs. The committee included in its recommendations the adoption of the Emergency Employment Act of 1967, to provide jobs in depressed areas.

University Research Corporation. Fishman, Robert. (Final Report on the) OEO Summer Training Program Evaluation. April. (LN 258)

Purpose: Evaluation had two purposes: Phase I was to evaluate a three-day professional training conference (at Airlie House, in 1966); Phase II was to assess training conferences held at seven summer training centers (for staff of CAAs and State Technical Assistance Agencies).

Methodology: Evaluators attended conferences and made reports based on a one-week sample. Questionnaires were designed and interviews conducted.

Findings: The adequacy of the delivery of the conference topics were rated; 40% fell into two extremes of "poor" and "excellent". Specifically, conference planning and administration, implementation and curriculum examined.

Recommendations: Recommendations were made with regard to pre-conference planning, conference structure, administration, staff leadership, goals and evaluation.

Yankelovich, Daniel, Inc. Detailed Findings of a Study to Determine the Effects of CAPs on Selected Communities and Their Low Income Residents. (LN 89-101)

Purpose: To determine the effects of various CAP programs on the poor and their communities.

Methodology: Nine areas studied from Pittsburgh, Pennsylvania to the Elk River Valley in Tennessee. Thirteen programs were investigated, including children's educational programs, legal services, health services, and job training. Interview sample developed. Statistical reports collected.

Findings: CAP programs were supported by community leaders and a large majority of the poor in CAP programs report significant changes in their own and their children's lives as a result of their participation.



Yankelovich, Daniel, Inc. White, Arthur. CAP Programs and Their Evaluation. A Management Report. (LN 12, 226-234)

A study of thirteen programs in ten areas in terms of three OEO objectives: giving visibility and a voice to the poor, new and improved services, helping to break the poverty cycle. The third objective was scarcely touched. Almost all CAP's have given adequate representation to the poor, and worked to increase participation. Recommends that other agencies should handle single-purpose services, while CAP should give special attention to its particular population, providing special part-time jobs of an unconventional nature. CAP is hampered by undependable funding, and a lack of consultation with city and agency officials in the communities.<sup>a</sup>

YEAR: 1968

Barss-Reitzel. Attributes of Successful Community Action Programs. 1968-1970. (LN 363, 641, 642, 791, 797, 813, 864)

Purpose: To evaluate whether CAP was effective on a national scale.

Methodology: OEO had given two evaluation grants - one to Barss-Reitzel (B/R) and one to the National Opinion Research Center (NORC) at the University of Chicago. The two groups worked together on a 100 city evaluation. In all, there were 13 vols.; 6 from B/R, 5 from NORC, and 2 published jointly in 1970 (100 City Evaluation Report). B/R designed instruments and coordinated interviews with the leaders of the poor. NORC designed and conducted interviews of CAP personnel and officials of local organizations.

Findings: Community organization efforts by CAAs are the most productive path to bringing about institutional change. The degree to which the CAA's board and the executive directors state that community organization goals are the goals of the CAA, strongly predicts the extent to which other institutions serving the poor will change. The most important CAA characteristic predicting institutional change is neighborhood center assistance to community organizations.

Brandeis University. Florence Heller Graduate School. Community Representation in Community Action Programs.

Purpose: To provide a comparative study of community representation in CAPs of 20 cities across the country.

Methodology: The study was not an impact evaluation, but rather an exploratory comparative design based on extensive

interviewing and data collection. A model for target area participation was developed to serve as a basis for generating propositions and to guide the research. The 20 cities were randomly selected from urban centers with populations greater than 50,000 and which began their program operations in FY 1964 (the five largest cities were excluded).

Findings: CAP had the most effect on the communities where participation was just beginning. There were differences among CAAs in the content of the target area participation activities generated as a result of the formation of CAAs. A typology of cities in terms of the activities of the CAP was developed.

Hallman, Howard W. "The Community Action Program - An Interpretive Analysis". In Bloomberg, Warner and Schmandt, Henry J., eds. Power, Poverty and Urban Policy. Beverly Hills: Sage.

A study of thirty-five communities, twenty-four urban and eleven rural, five from each administrative region. About one-half were oriented to individual change, one-half to institutional change. Only three had a policy of deliberate confrontation. A strong sympathetic leader in a high place was necessary for an effective program. Co-ordination was easier in rural areas and with less resident participation.

Pennsylvania State University. Masters, N.A. Politics, Poverty and Education: An Analysis of Decision Making Structures.

A study of the inter-relationship between CAA's and school systems in six urban centers: Cincinnati; Columbia, South Carolina; Corpus Christi, Texas; Durham, North Carolina; Oakland, California; and Trenton, New Jersey. Although the CAA's did not bring dramatic change in school systems, they helped neighborhood organizations generate demands which enabled the superintendents to make changes if they were so inclined. The policies of the CAA's were not significantly affected by the official participation of city, county, school board, or the poor as members of the board.

YEAR: 1969

Computer Applications Inc. A Study of Educational Components of Community Action Programs. July. (LN 710-11)

Purpose: To produce descriptive information about CAA's educational activity so as to serve as a background for policy making and research.

Methodology: Field trips were conducted to collect information on CAA educational activities; an information presentation system was developed to display the information collected. Produced a sample of CAAs.

Findings: Along a variety of topics, including: operational structure - found more independent rather than government-controlled programs; and educational strategies - five categories of strategy emerged.

Recommendations: Listed ways to enhance the educational aspect of CAP; recommended that CAAs secure alliances, integrate educational and socialization processes, and posture themselves outside the traditional system.

Greenleigh Associates, Inc. Evaluating the Impact of Training and Technical Assistance on Community Action Agencies: A Feasibility Study. August. (LN 638)

Purpose: To assess the feasibility of evaluating the effect of T & TA and to develop a method, if possible, to do such an evaluation.

Methodology: Background data was collected from national and regional offices. Interviews with 21 CAAs (of 7 regions) conducted.

Findings: Deficiencies in T & TA operations found at both regional and local levels. Found that an evaluation of training impact would be feasible if certain conditions were established.

Recommendations: Suggested main factors to take into account for future evaluation. Recommended a study employing pre-and post-training assessment as the most practical method to do the evaluation.

Kramer, Ralph M. Participation of the Poor. Englewood Cliffs, New Jersey. Prentice-Hall.

Five Bay Area CAPs were studied during 1965-1967: San Francisco, Oakland, Santa Clara, Berkeley, and Contra Costa County. There was less conflict where there was: a low concentration of power, a low coalition capability, small community size, voluntary control of CAP, and support of the key leadership in the community.<sup>a</sup>

National Opinion Research Center. Order, Susan, R; Vanecko, James, and Hollander, Sidney. Community Action Programs as Agents of Change in the Private Welfare Sector. August. (LN 643-45, 692-93, 790-92, 1042)

This was one of a total of 13 reports. There was an increase of 24% in numbers of poor served by private welfare agencies in communities with CAP. The impact was over and above that attributable to increased financing.<sup>a</sup>

Nystrand, Raphael O. "The Impact of Community Action Programs Upon School Systems." In Street, Daniel, ed. Innovation in Mass Education. New York: John Wiley.

Research in three cities in the Midwest finds that school boards generally deferred to their superintendents on the matter of offering CAP-funded programs, and were not aware of the extent to which school policies were affected by the need to conform to federal guidelines. If the CAA's had strong staff, they were able to exert more influence on school proposals. If the superintendent had access to the CAA personnel, there was less conflict over what seemed to be unilateral decisions of the CAA on school matters.<sup>a</sup>

Resource Management Corporation. Evaluations of the War on Poverty: Health Programs. March. (Prepared for GAO)

Purpose: To examine the problems associated with evaluating the effectiveness of public health programs in the amelioration of poverty.

Methodology: Reviewed Family Planning, Neighborhood Health Centers, Migrant Health Programs and Comprehensive Health Services for Children and Youth. Reviewed methods that have been used to judge the impact of these programs; provided overviews of evaluations; analyzed data contained in previous studies; and collected data by GAO field teams at project sites and from OEO and HEW.

Findings: The current health information system is not providing sufficient data for definitive analysis. Evaluation techniques currently available are not adequate to separate complex interrelationships that influence both health status and poverty.

Recommendations: Additional effort is required to obtain data. More information needs to be collected that will reflect health services and status before the programs are begun in order to understand their impacts. Need to recognize the importance of designing and incorporating evaluation efforts as an integral part of programs.

Yankelovich, Daniel, Inc. Study of the Effects of Section 210 and 211 of the 1967 Amendments to the Economic Opportunity Act as Resulted Under Section 233 (c) of the Amendments. February. (LN 538-540)

Purpose: To examine possible positive and negative effects of the Green Amendment (sections 210 and 211 of the EO Act Amendment of 1967).

Methodology: Investigated and analyzed 53 CAAs in 37 states, representing 7 regions. More than 6,000 personal interviews of community leaders and the poor were conducted.

Findings: There was no massive takeover by governmental officials. In 29 of the 53 communities studied, CAP seemed to be more effective at involving the poor after the Amendment; in 11 they were less effective, and there was no change in others. There was a significant loss in participation of representatives of the private sector. Three volumes - volume I includes the text of the study, summary charts, and the specific legislation; volume II consists of a detailed description of the methodology used; and volume III consists of community profile of the communities studied.

YEAR: 1970

Barss-Reitzel and the National Opinion Research Center. One-hundred City Evaluation Report. (LN 1127)

Purpose: To present the joint conclusion of NORC and B/R's CAP effectiveness study (from 1968-1970).

Methodology: The focus of the design for both NORC and B/R was on the intermediate goals of CAPs. Produced a model, from which derived a wide range of attributes of effective CAAs, and a series of hypotheses. A survey research design was selected. Extensive interviewing performed.

Findings: The process of institutional change was a political one, according to B/R. NORC confirmed the conclusions of the report noting that community organization and mobilization is strongly associated with institutional change at both the policy and operations level.

Kirschner Associates, Inc. Evaluation of Planning Development Program Grants and Related Assistance to Community Action Agencies. July. (LN 794)

Purpose: To evaluate the effectiveness of three types of planning assistance provided by OEO to CAAs - Planning Development Program (PDP), Grants, VISTA volunteer planners, a combination of PDP grants and VISTA volunteer planners.

Methodology: Field investigations were conducted by teams. A sample of 40 CAAs was studied. Each team visited 10 CAPs and conducted interviews for one week in each community.

Findings: The addition of planning assistance has brought about improvements in CAA planning capability, yet these improvements do not seem to be related to whether the planners were VISTA, PDP, or planners from versatile funds. It was also found that planners performed a variety of tasks; CAA interrelations with other community groups vary; CAA boards play a limited role in the planning process; and training is a pressing need.

Recommendations: It be a national priority to develop a CAA capacity to plan; minimum standards should be established; CAAs be given assistance by OEO regional offices; and plan formulation and development be placed on local level.

Yankelovich, Daniel, Inc. Final Report on Thirty Case Studies.  
(LN 1331-32)

Purpose: To determine some basic guidelines, adjusted to local conditions, that CAAs can use to implement specified basic strategies.

Methodology: Case studies of 30 selected CAA programs analyzed according to the question format. Abstracts of the case histories are included. A four volume report; three volumes are individual case studies.

Findings: Findings were grouped along the following dimensions: involvement of the poor; improvement of the program; involvement of the nonpoor; and program innovations.

Recommendations: The summary findings were presented by indicator, as "generalizations" and recommendations.

YEAR: 1971

Kirschner Associates. A Description and Evaluation of Advocacy Planning Projects. (LN 871)

Purpose: To determine the characteristics of demonstration

programs in relation to their results; and to determine what approaches to advocacy are most likely to contribute to OEO's goals.

Methodology: Filed observations; conducted structured and informal interviews; and derived document analysis.

United States Congress. House. Committee on Education and Labor. Economic Opportunity Act; Oversight Into the Administration of the Economic Opportunity Act of 1964 and Consideration of H.R. 40, H.R. 6360, H.R. 6394, and H.R. 8163. Hearings before the Special Hearing Subcommittee (Nos. 1 and 2). 92nd Congress, 1st session, vols. 1-10.

Hearings held on H.R. 40, which extended the OEO programs for five years, and H.R. 6394, which extended the authorization for two years. Discussed (on March 24, 1971) the feasibility of transferring all OEO programs to HEW and continue OEO as strictly a research and development effort. Other topic areas discussed were: CAAs and the Administration's proposed 25% local share, OEO's family planning program, other OEO health-related programs (such as Comprehensive Health Services, Emergency Food and Medical Services, Alcoholic Counseling and Recovery Program, and Drug Rehabilitation), rural poverty, Job Corps, educational programs, housing projects, the elderly, and the need to provide jobs.

(The Select Subcommittee on Education of the House Education and Labor Committee held further hearings in May and June on H.R. 6748 to provide a comprehensive child development program in the Department of HEW.)

YEAR: 1972

United States Congress. House. Committee on Government Operations. Alleged Misuses of OEO Funds. Hearings before the Subcommittee on Special Studies. 92nd Congress, 2nd session,

The hearings inquired into the manner in which Federal funds had been allegedly used in an "incentive grant program" under OEO. Monmouth, New Jersey CAP and the Youth for Understanding were specifically investigated for supposedly funding trips abroad for underprivileged high school students.

United States General Accounting Office. Report to the Congress.  
Improvements Needed in Training and Technical Assistance  
 Services Provided to Antipoverty Agencies. April.

Purpose: To determine whether antipoverty agencies were obtaining the benefits anticipated from services such as T & TA.

Methodology: (The third of a series of reports.) GAO reviewed the results of services provided under 11 selected contracts for about \$4 million during fiscal years 1968-70. Also made follow-up review to ascertain whether improvements were made.

Findings: T & TA services did not satisfy, to a significant extent, the needs of local antipoverty agencies. Improvements were needed in OEO's planning, monitoring and evaluating.

Recommendations: For OEO to issue guidelines with regards to planning, monitoring, training, and evaluation. For OEO to provide for the designation of a project manager for each contract. In the follow-up review, GAO reported that OEO recognized shortcomings of T & TA services and claims to have taken measures to improve the project management of T & TA. OEO started an experimental program of funding local agencies to purchase their own T & TA services.

YEAR: 1973

OEO Operation Office. Utilization Test Survey Data for 91 CAAs.

Purpose: The report was prepared for Congressional Hearings in the elimination of the E.O. Act.

Methodology: Used a mail survey with instructions and an orientation to the purpose of the survey.

Findings: Findings were discussed along the lines of: CAAs success in mobilizing other resources; and changes that have taken place in institutions.

United States Congress. House. Committee on Education and Labor.  
Proposed Elimination of OEO and Related Legislation. Hearings  
 before the Subcommittee on Equal Opportunities on H.R. 3641,  
 H.R. 3175, and H.R. 3147. 93rd Congress, 1st session, pt. 1 and 2.

Hearings held on local and Congressional response to the Nixon Administration's plans to cut back and/or phase out OEO programs. Among the many witnesses was OEO Director Howard Phillips, who testified in support of the Administration's plans. H.R. 3641 and related bills extended authorization of appropriations for OEO for two years. H.R. 3175 and H.R. 3147 amended the E.O. Act and established a National Legal Services Corporation. Other topics discussed: manpower, health services, CAAs and CAPs, child care, and changes in funding and supervision.



United States General Accounting Office. Report to the Congress.  
Evaluation of the Office of Economic Opportunity's Performance  
Contracting Experiments. May.

Purpose: To evaluate the performance contracting experiment in terms of its potential impact in education and as OEO's first major experiment after its designation by the President as the primary R & D arm for the Nation's poor.

Methodology: GAO reviewed OEO's comparative analysis of achievement results between experimental and control groups (June, 1970). GAO sent the draft of their report to OEO and incorporated OEO's responses in this final GAO report.

Findings: OEO's report had found no evidence to support that the experiment was more successful than the traditional classroom instruction. GAO found that the information that OEO obtained from the experiment did not provide a basis for making a reliable comparison.

Recommendations: GAO recommended alternative ways to perform the comparative analysis.

YEAR: 1974

Institute for Research on Poverty. Bates, Timothy. Financing Minority Enterprise Via the Economic Opportunity Loan Program: An Evaluation. Discussion Papers. August. (LN 2011)

Purpose: To examine the Small Business Administration's (SBA) overall minority business lending effort and to analyze the incidence (and the causes) of loan delinquency.

Methodology: Derived discriminant analysis classification equations based upon application information. The equations predicted the probability of default for SBA minority borrowers.

Findings: Based on calculations, the findings suggest that refusal to lend to easily identifiable high risk borrowers would greatly reduce the incidence of delinquency and default in the SBA portfolio of minority business loans. (Economic Opportunity Loan Program provides loans to "disadvantaged" borrowers of all races and ethnic groups through SBA.)

Recommendations: Enumerated the consequences if SBA adopted a cut-off point and refused to lend to applicants whose probability of default exceeded that point. One consequence would be a decrease in the incidence of loan delinquency and default.

YEAR: 1975

Institute for Research on Poverty. Cameron, Colin. Attitudes of the Poor and Attitudes toward the Poor: An Annotated Bibliography. University of Wisconsin, Madison, Wisconsin. Supplement I: Summer, 1977. (LN 2283)

United States Congress. House. Committee on Education and Labor. Oversight Hearing on the Community Services Act. Hearing before the Subcommittee on Equal Opportunities. 94th Congress, 1st session.

The hearing was held to review CSA plans for implementing the increased local share requirement for funding CAPs and to assess the potential impact of this requirement of CAAs. Includes: National Center for Community Action Survey Report - "Impact of Revised Non-Federal Share Requirements on CAA's Nationally and by Region".

United States Congress. House. Committee on Government Operations. Alleged Personnel Abuses in the Community Services Administration. Hearings before the Subcommittee on Manpower and Housing. 94th Congress, 1st session.

Hearings held in response to the Subcommittee on Manpower and Housing's investigation into allegations made by an employee union of CSA concerning personnel practices. The purpose of the hearings were to both determine the effect of some of the personnel actions of CSA and to examine the monitoring of the personnel system by the Civil Service Commission. Topics of discussion included: "Schedule C" and Intergovernmental Personnel Act assignments.

United States Congress. Senate. Committee on Labor and Public Welfare. Review of Community Action Programs, 1975. Hearing before the Subcommittee on Employment, Poverty, and Migratory Labor. 94th Congress, 1st session.

The hearing was held in Chippewa Falls, Wisconsin, to examine the effectiveness of CAPs in alleviating poverty. The West Central Wisconsin CAP was chosen as a topic of examination because it was nationally recognized as an example of the best work carried out by the 900 CAAs across the United States.

YEAR: 1976

Mariscat and Co. Summary of 1975 CAA Sample Survey. (LN 2148-2155)

Purpose: To compile programmatic, budgetary, and participant information for Congressional use.

Methodology: Designed a questionnaire concerning general CAA characteristics, program expenditures, participant characteristics and programming changes. Personal interviews conducted at a statistically selected stratified sample of CAAs.

United States Congress. House. Management Deficiencies in the Community Services Administration. H. Rept. 785. 94th Congress, 2nd session.

The House Subcommittee on Manpower and Housing had investigated charges brought by an employee union at CSA (hearings, 1975) and found evidence to substantiate such charges. The House report outlines: the larger issues of management and performance, specifically personnel mismanagement; the CSA's reactions when appraised of these problems; the monitoring role of the Civil Services Commission; and the ability of the agency to function as it is presently managed. The report recommended significant management changes in the operation of CSA and emphasized the importance of adopting a functional organizational structure.

United States General Accounting Office. Report to the Congress. Community Action Agencies Self-Evaluation. July.

Purpose: To review CSA's policies and procedures for evaluating the effectiveness of CAAs, specifically the agency's system requiring grantee self-evaluation.

Methodology: Assessed how grantees in Chicago, San Francisco, and Philadelphia regions implemented the system. Held discussions with Federal, State and Local program officers. Examined written reports.

Findings: Regional offices and headquarters are lacking formal organizational structure for oversight of CAA evaluation activities. CSA is receiving deficient reports from CAAs. Regions differed with respect to guidelines.

Recommendations: CSA needs to provide better oversight and guidance to its regional offices; to produce a national survey; to establish target dates; to disseminate uniform national guidelines for CAAs to use; to make grant approval contingent upon CSA acceptance of a satisfactory grantee self-evaluation system.

YEAR: 1977

United States Congress. House. Major Reforms Needed in the Community Services Administration. H. Rept. 583, 95th Congress, 1st session.

The report was based on the Subcommittee on Manpower and Housing's investigations of CSA (hearings, 1977). The report assesses the performance of CSA and discusses major areas of weakness, inefficiency and ineffectiveness. Specifically, mismanagement, grantmaking deficiencies, and adequacy of service delivery are topics which are examined.

United States Congress. House. Committee on Government Operations. Operation of the Community Services Administration. Hearings before the Subcommittee on Manpower and Housing. 95th Congress, 1st session.

Since the issuance of the Subcommittee on Manpower and Housing's report (H. Rept. 785, 94th Congress, 2nd session), the subcommittee continued to monitor developments in CSA. They found that CSA had not reorganized itself and that there were complaints about the lack of training and technical assistance given to CAAs. The 1977 hearings were held to determine: what kind of job CSA was doing in its major areas of assigned responsibility, to examine its effectiveness as an advocate for the poor, to evaluate the support it gave to its 850 CAAs, and to determine the effectiveness of the regional offices.

United States General Accounting Office. Report to Congress by the Comptroller General: Financial Records and Documents of National Organizations Supporting Antipoverty Work. October 7.

In response to a request by Cardiss Collins, chairwoman of the House Subcommittee on Manpower and Housing (of the Committee on Government Operations), the GAO reviewed financial records and documents of five national organizations and the National Center for Community Action, a private nonprofit organization that is a CSA grantee. The purpose of these organizations was to support CAP through training, technical assistance, lobbying, or related activities. GAO recommended that CSA increase control over grantee funds going to nongrantee organizations.

Zimmerman, Stanley. Rural Community Action: Status and Recommendations. (LN 2147)

Purpose: To evaluate CAP in rural America.

Findings: Describes the conditions and problems of the poor in rural areas: limited resources and mobility, lack of necessary

job skills, poor housing stock and inadequate health care. The poor lack visibility and local officials are unwilling to rely on formal antipoverty programs.

Recommendations: Successful rural CAPs are described and recommendations are given.<sup>c</sup>

YEAR: 1978

ABT Associates, Inc. Bakeman, Helen, et al. Methodology Report for the Assessment of State Economic Opportunity Offices. October. (LN 2424)

Purpose: To describe in detail the study design for the assessment of SEOOs.

Methodology: Reviewed various written documents; conducted interviews with CSA headquarters staff, and went on orientation visits to SEOOs.

Findings and Recommendations: Describes the statement of the study's purpose and goals; gives a conceptual framework to answer research questions; describes analysis and instruments to use to collect data; discusses the process to select the sample; and gives plans for the organization of field visits.

BLK Group. An Evaluation of the National Center for Community Action. A Supplemental Report. May. (LN 2417)

Purpose: To provide a cost-effectiveness analysis of the National Center for community action's research and information computer services and training and administration components; and to determine whether the costs associated with program practices and procedures permit the most effective utilization of the program's financial resources.

Methodology: A combination of cost analysis strategies were formulated. Major characteristics were derived from the models. Quantitative approach used by determining both external and internal criterion.

Findings: NCAA's publications were not cost-effective; the number of trainers was high in relation to number of trainees at training events; administrative practices and procedures were cost-effective; computer-related costs were reasonable.

Recommendations: NCAA needs to reassess attendance at training events and adjust the number of trainers sent to the field; attention should be given to ways of maximizing the investments in computer-related areas.

Institute for Research on Poverty. Ersinger, Peter. The Community Action Program and the Development of Black Political Leadership. Discussion Papers. May. (LN 2296)

Purpose: To determine the extent of black political leadership as an impact of CAP.

Methodology: A nationwide sample was composed (N=210).

Findings: Nearly a quarter of black elected officials in state and local government had substantial pre-election CAP experience. In contrast to other black politicians, the former CAP officials appeared more politically ambitious, were more likely to hold state rather than local office, and tended to come from urban rather than small city or rural jurisdictions.

Recommendations: No recommendations. However, gave conclusions: CAPs played a moderately significant role in the supply and training of black elected officials in state and local government.

YEAR: 1979

Baldwin, Fred D. and Kinney, Laurence. The National Center for Appropriate Technology: An Evaluation at the End of its Second Program Year. June. (LN 2414)

Purpose: To determine if the National Center for Appropriate Technology (NCAT) has met the prior year's goals and if it shows evidence of meeting proposed objectives; and if NCAT's work has an impact on CSA's mission objectives.

Methodology: Reviewed NACT written material; visited NCAT headquarters; attended NCAT board meeting; interviewed by telephone NCAT and CSA staff, as well as a random sample of NCAT grantees.

Findings: After a false start, NCAT now has realistic and constructive set of objectives and has taken managerial actions that are consistent with them. Found some failures and problems, but nothing that CSA should regard as an obstacle to refunding NCAT.

Recommendations: CSA to provide for a multi-year commitment to the Center at approximately the current level of funding, subject to periodic reviews of NCAT's performance.

Center for Community Economic Development. CAAs and Economic Development. (LN 2541, 2428)

Purpose: To determine to what extent CAAs are involved in economic development, and what problems do CAAs have in facilitating economic development.

Methodology: Designed mail questionnaire. Results were cross-validated with data from 13 site visits, literature search, and regional and federal CAA documents.

Findings: Discussed problems CAAs have faced in economic development activities.

Recommendations: The report makes recommendations with regard to CSA policies and further research in this area.

Mitchell S. Watkins and Associates, Inc. An Evaluation of CAA Management and Program Planning Systems. Final Report. February. (LN 2384)

Purpose: To analyze management and planning systems as the major focus of the evaluation of CAP agencies.

Methodology: "Rationale" drawn-up and used to analyze the planning and management systems of 15 different agencies.

Findings: There exists substantial differences in the agencies' abilities to provide services to the poor. The majority are doing at least an adequate job. Problems of the agencies are in such basic areas as their planning processes, information systems, organizational structures, and board composition and participation. The agencies could benefit from T & TA in these areas.

Recommendations: Concentrate evaluation efforts on CAP program planning processes, develop and disseminate descriptions and recommendations or model CAP agency systems.

Rural Development, Inc. Evaluation of the Small Farm Energy Project at the Center for Rural Affairs. (LN 2488)

Purpose: To determine the benefits resulting from the Small Farm Energy Project (SFEP) (Hartington, Nebraska); to determine the potential applicability to other CSA projects; and to help make the project more successful.

Methodology: To put together evaluation objectives, project documents reviewed and conversations held with CSA personnel and project staff. Six major issue areas concentrated on data

collected from project staff, board, cooperators and community. Interviewed advisory board, innovators and control groups. Telephone survey make of community.

Findings: Project is well managed with competent staff; community support evident; little R & D work on farms; types of technology used can be successfully applied to other small farms.

Recommendations: SFEP discontinue attempts to prove economic viability via the control group methodology; SFEP carry out a community project; CSA to support projects aimed at major nonrenewable energy conserving alternatives on small farms.

United States Congress. House. Committee on Government Operations. Community Services Administration (Greater Los Angeles Community Action Agency). Hearing before the Subcommittee on Manpower and Housing. 96th Congress, 1st session.

Hearing was prompted by charges brought by the Los Angeles CAA employees concerning their new director. CSA had investigated the allegations and found major deficiencies. The hearing examined the alleged malfeasance, mismanagement, and funds misappropriation of the administrators of the Los Angeles CAA.

United States Congress. Senate. Legislative Review Activity. S. Rept. 90, 96th Congress, 1st session.

The Senate Committee on Human Resources reviewed and studied both legislation and programs on a variety of topics. The Subcommittee on Employment; Poverty, and Migratory Labor was delegated to review the E.O. Act Amendments of 1977, CSA and CSA programs. Based on the findings of the subcommittee, 6 pieces of legislation were approved by Congress including the E.O. Act Amendments of 1978 (Public Law 95-568). The report outlines the steps taken by the subcommittee in their review process.

Harbridge House, Inc. An Evaluation of the Planning Processes for the National Rural Development and Finance Corporation and the National Center for Appropriate Technology. January. (LN 2491)

Purpose: To study the structure and output of the pre-planning and planning processes for both the National Rural Development and Finance Corporation (NRDCF) and the National Center for Appropriate Technology (NCAT) and to see what insights they offer for the planning of future national resource centers.

Methodology: Performed a file search of all NRFC and NCAT documents concerning pre-planning processes to compile a chronology of events. Questionnaire was designed to



interview board and staff of NRDFC and NCAT, and with CSA staff. CSA views were incorporated and data was synthesized.

Findings: Findings were listed along the lines of 6 issue areas, as divided into separate chapters in the report. These issue areas are similarities and differences between NRDFC and NCAT; major events and functions; working hypotheses, level of participation; steps taken in the planning process; and the role of CSA.

Recommendations: Derived a range of questions and issues that CSA should raise and evaluate relative to national resource centers.

United States Congress. Senate. Committee on Governmental Affairs. Fraud and Abuse in Community Services Administration. Hearings before the Subcommittee on Federal Spending Practices and Open Government. 96th Congress, 1st session, pt. 1, and 96th Congress, 2nd session, pt. 2.

The hearings examined the alleged financial mismanagement and fraud in CAA programs. Part I refers to a G.A.O. report on misuse and theft of tax dollars used for community service agencies. Part I also examines federal rules and regulations which promote misuse of the tax dollar. Part II is a continuation of the hearing.

The Urban Institute. Huneycutt, Mary Jane S. Implementation of Emergency Energy Assistance: An Analysis of the 1977 and 1978 Programs. January. (LN 2547)

Purpose: To explore how both Special Crisis Intervention Program (SCIP) and the Emergency Energy Assistance Program (EEAP) were implemented at the local level; and what the interrelationships were there between pre-existing conditions and local implementation.

Methodology: Data gathered by field visits to 8 states and 35 local sites for SCIP and by telephone with 64 local sites in 20 states for EEAP. Documents obtained and interviews conducted with CSA regional offices and headquarters.

Findings: Evidence suggests strong effect of pre-existing conditions on outcomes and that differences in pre-existing conditions caused differences in local implementation. However, the impact of those implementation differences on outcomes remains undemonstrated.

Recommendations: Two alternative approaches to resource allocation mechanisms in future programs.

White, E.H. and Co., Inc. Abascal, Marie, et al. The Evaluation of the Community Action Program Incentive Program. Final Report. Vols. I & II. September. (LN 2602)

Purpose: To conduct evaluation of the CAP Incentive Program. Eighteen projects were funded by CSA to encourage joint venture between CAAs and community-based organizations.

Methodology: Evaluation was designed using a case study format. Individual projects assessed in terms of their proposed objectives, by a systematic comparison. Project evaluations compiled according to parameters established by the CAP Incentive design.

Findings: Most projects were successful in meeting a portion of their objectives, but proposals tended to exaggerate the level of performance that the staff knew realistically could be achieved. Program had an effect on community-based organizations.

Recommendations: Listed possible policy and program implications. Recommendations concentrated on ways in which self-help and community organizations can be expanded.

YEAR: 1981

ABT Associates, Inc. Lane, Terry Saunders; White, Charles, S.; and Feins, Judith D. The State Economic Opportunity Office Program: An Assessment. July. (LN 2656)

Purpose: To provide a general description of the national SEOO program and to explore the implications of the findings for CSA policy.

Methodology: In-person structured interviews with SEOO directors and staff. Supplemented by surveys of senior staff, government personnel and CAA directors in each state. Data collected about SEOO in 48 states and Puerto Rico.

Findings: SEOOs offer useful resources for performing functions associated with resource mobilization, T & TA, advisors to governors. CSA maintains a notable degree of influence over SEOO orientations and roles. Includes index of overall strengths of SEOOs in their state.

Recommendations: Oversight of SEOOs needs to be strengthened; revise CSA instruction 7501-1; and design a monitoring system.