

STUDY OF THE ADMINISTRATION OF
BLOCK GRANTS BY THE OFFICE
OF COMMUNITY SERVICES



Bulletin No. 87-27

LEGISLATIVE COMMISSION
OF THE
LEGISLATIVE COUNSEL BUREAU
STATE OF NEVADA

August 1986

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STATE OF NEVADA

AUGUST 1986

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Senate Concurrent Resolution No. 62—Committee on Legislative Affairs and Operations

FILE NUMBER. 136

SENATE CONCURRENT RESOLUTION—Directing the legislative commission to study the administration of block grants by the office of community services.

WHEREAS, The office of community services administers any money received as a block grant from the Federal Government pursuant to 42 U.S.C. §§ 9901 et seq.; and

WHEREAS, The policy of this state is to use those block grants to reduce or eliminate poverty by assuring that, to the maximum extent possible, the citizens of Nevada have access to the goods and services required to attain economic independence and live with dignity, security and decency; and

WHEREAS, It is imperative that a mechanism be developed to ensure that the policy of the State of Nevada relating to block grants is being enforced; now, therefore, be it

RESOLVED BY THE SENATE OF THE STATE OF NEVADA, THE ASSEMBLY CONCURRING, That the legislative commission is hereby directed to study the system for administering block grants for community services and to develop appropriate mechanisms to evaluate the performance of the office of community services in administering such grants; and be it further

RESOLVED, That the legislative commission appoint as advisors persons who possess knowledge of the system of block grants for community services to assist in the conduct of the study; and be it further

RESOLVED, That the legislative commission report the results of its study and any recommended legislation to the 64th session of the legislature.

REPORT OF THE LEGISLATIVE COMMISSION

TO THE MEMBERS OF THE 64TH SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Senate Concurrent Resolution Number 62 of the 63rd Session of the Nevada Legislature. Senate Concurrent Resolution Number 62 directs the Legislative Commission to study the system for administering block grants for community services, and to develop appropriate mechanisms to evaluate the performance of the Nevada Office of Community Services in administering such grants.

In order to conduct the study the Legislative Commission, under the auspices of the Joint Interim Finance Committee, appointed a subcommittee to recommend appropriate action to the 1987 session of the Legislature. Legislative members of the subcommittee were:

Assemblyman Morse Arberry, Jr., Chairman
Senator Donald R. Mello, Vice-Chairman
Assemblyman Myrna T. Williams

In this report the subcommittee has attempted to present its findings and recommendations briefly and concisely. The report is intended as a useful guide to legislators. Considerable data was gathered in the course of the study, and much of it was provided in the form of exhibits that became part of the minutes of the subcommittee. The data which relates directly to the subcommittee's recommendations is included in the report. All supporting documents and minutes are on file with the Research Library at the Legislative Counsel Bureau, and are readily available to any member.

This report is transmitted to the Members of the 64th Session of the Nevada Legislature for their consideration and appropriate action.

Respectfully submitted,

Legislative Commission
Legislative Counsel Bureau
State of Nevada

Carson City, Nevada
August 1986

* * * * *

LEGISLATIVE COMMISSION

Assemblyman Louis W. Bergevin, Chairman

Senator James H. Bilbray	Assemblyman Bob L. Kerns
Senator Helen A. Foley	Assemblyman Robert M. Sader
Senator Lawrence E. Jacobsen	Assemblyman James W. Schofield
Senator Kenneth K. Redelsperger	Assemblyman Danny L. Thompson
Senator Sue Wagner	Assemblyman Barbara A. Zimmer

SUMMARY OF RECOMMENDATIONS

This summary represents the subcommittee's recommendations in response to its conclusions and findings. These recommendations are based upon suggestions which were presented in public hearings and written communications to the subcommittee. They reflect the testimony of representatives of State agencies, community action agencies, limited purpose agencies, and agencies that either received grants or applied for grants from the Community Services Block Grant, and the experience and research of the members of the subcommittee.

1. The applicable provisions of the Community Services Block Grant Program of PL 97-35, as amended, be incorporated into the Nevada Revised Statutes.
2. Training courses for grant applications on how to complete requests for grants be conducted.
3. Training courses for eligible entities for evaluating requests for grants be conducted.
4. Training courses for successful applicants on how to follow procedures be conducted:
5. Applicants be allowed to make presentations during the review of their grant applications by eligible entities.
6. Applicants be allowed to make presentations during the review of their grant applications by the Nevada Office of Community Services.
7. The Nevada Office of Community Services file a comprehensive report on prior year activity to the money committees when the Legislature is in session, and to the Interim Finance Subcommittee on the Nevada Community Services Block Grant Program when Legislature is not in session.
8. The Nevada Office of Community Services work with the rural counties in an attempt to get them to coordinate their efforts and pool their resources.
9. The Nevada Office of Community Services evaluate their poverty percentages for the state every 5 years.

REPORT TO THE 64TH SESSION OF THE NEVADA LEGISLATURE
BY THE LEGISLATIVE COMMISSION'S SUBCOMMITTEE
TO STUDY THE ADMINISTRATION OF BLOCK GRANTS
BY THE NEVADA OFFICE OF COMMUNITY SERVICES

I - INTRODUCTION

The 1985 Legislature adopted Senate Concurrent Resolution Number 62, which directed the Legislative Commission to study the system for administering block grants for community services, and to develop appropriate mechanisms to evaluate the performance of the Nevada Office of Community Services in administering such grants. In response to the resolution, the Legislative Commission appointed a subcommittee. The subcommittee concentrated its activities on the Community Services Block Grant.

II - BACKGROUND INFORMATION

The Community Services Administration was formulated by the U.S. Congress under the Equal Opportunity Act of 1964 to assist the poverty population, and granted funds to designated Community Action Agencies throughout the nation.

In 1981, the Omnibus Budget Reconciliation Act put federal funding into several block grants to be distributed to the states. The Community Services Block Grant was one of the newly organized funding sources. The Community Services Administration was abolished and the Office of Community Services, located in the Department of Health and Human Services, was established to administer the grant.

The Nevada Office of Community Services is the designated agency to oversee CSBG in Nevada and to assist urban and rural Nevada citizens living at or below the poverty line. The goal of the program is to have a measurable and potentially major impact on the causes and effects of poverty in the State.

The mission of the State of Nevada Community Services Block Grant Program is to carry out the policy of the State of Nevada to reduce or eliminate poverty by assuring that, to the maximum feasible extent, the citizens of the State have access to the goods and services required by them to attain economic self-sufficiency and live with dignity, security and decency.

II - BACKGROUND INFORMATION
(continued)

The State of Nevada Community Services Block Grant program is to provide assistance for the purposes of:

1. Providing a range of services and activities having a measurable and potentially major impact on causes of poverty in a community or those areas of a community where poverty is a particularly acute problem;
2. Providing activities designed to assist low-income participants, including the elderly poor:
 - a. To secure and retain meaningful employment;
 - b. To attain an adequate education;
 - c. To make better use of available income;
 - d. To obtain and maintain adequate housing and a suitable living environment;
 - e. To obtain emergency assistance through loans or grants to meet immediate and urgent individual and family needs, including the need for health services, nutritious food, housing and employment-related assistance;
 - f. To remove obstacles and solve problems which block the achievement of self-sufficiency;
 - g. To achieve greater participation in the affairs of the community and;
 - h. To make more effective use of other programs related to the purposes of the Community Services Block Grant.
3. To provide, on an emergency basis, for the provision of such supplies and services, nutritious foodstuffs, and related services as may be necessary to counteract conditions of starvation and malnutrition among the poor;
4. To coordinate and establish linkages between governmental and other social services programs to assure the effective delivery of such services to low-income individuals and;
5. To encourage the use of entities in the private sector of the community in efforts to ameliorate poverty in the community.

II - BACKGROUND INFORMATION

(continued)

According to the Nevada Office of Community Services, programs, services and activities funded by the State of Nevada Community Services Block Grant program are for the benefit of persons living at or below the poverty line established by the United States Office of Management and Budget. However, the Community Services Block Grant Program may support programs for residents of target areas where poverty is a particularly acute problem, or programs where beneficiaries are not required to meet the poverty level income test when such programs offer the most efficient and expeditious way of servicing the poor. The Community Services Block Grant Program may support projects serving residents living at or below 125% of the official poverty line if the State determines that this services the objectives of the Block Grant.

Although the Nevada Office of Community Services expects that the characteristics of clients served by grantees will reflect the poverty population of the area served in terms of ethnicity, age, sex and other characteristics, clearly there will be some variations in service patterns depending upon the problems addressed, the availability of other services for certain groups, and other factors.

All areas of the State may receive assistance through the Community Services Block Grant Program through the following eligible entities:

The Economic Opportunity Board of Clark County, a community action agency, provides services to the Las Vegas SMSA.

The Community Services Agency of Washoe County, a community action agency, provides services to the Reno SMSA.

The Consolidated Agencies of Human Service, a limited purpose agency, provides services to Mineral County.

The remaining fourteen counties are served through their county commissions, which were designated as eligible entities by the Governor in September 1985.

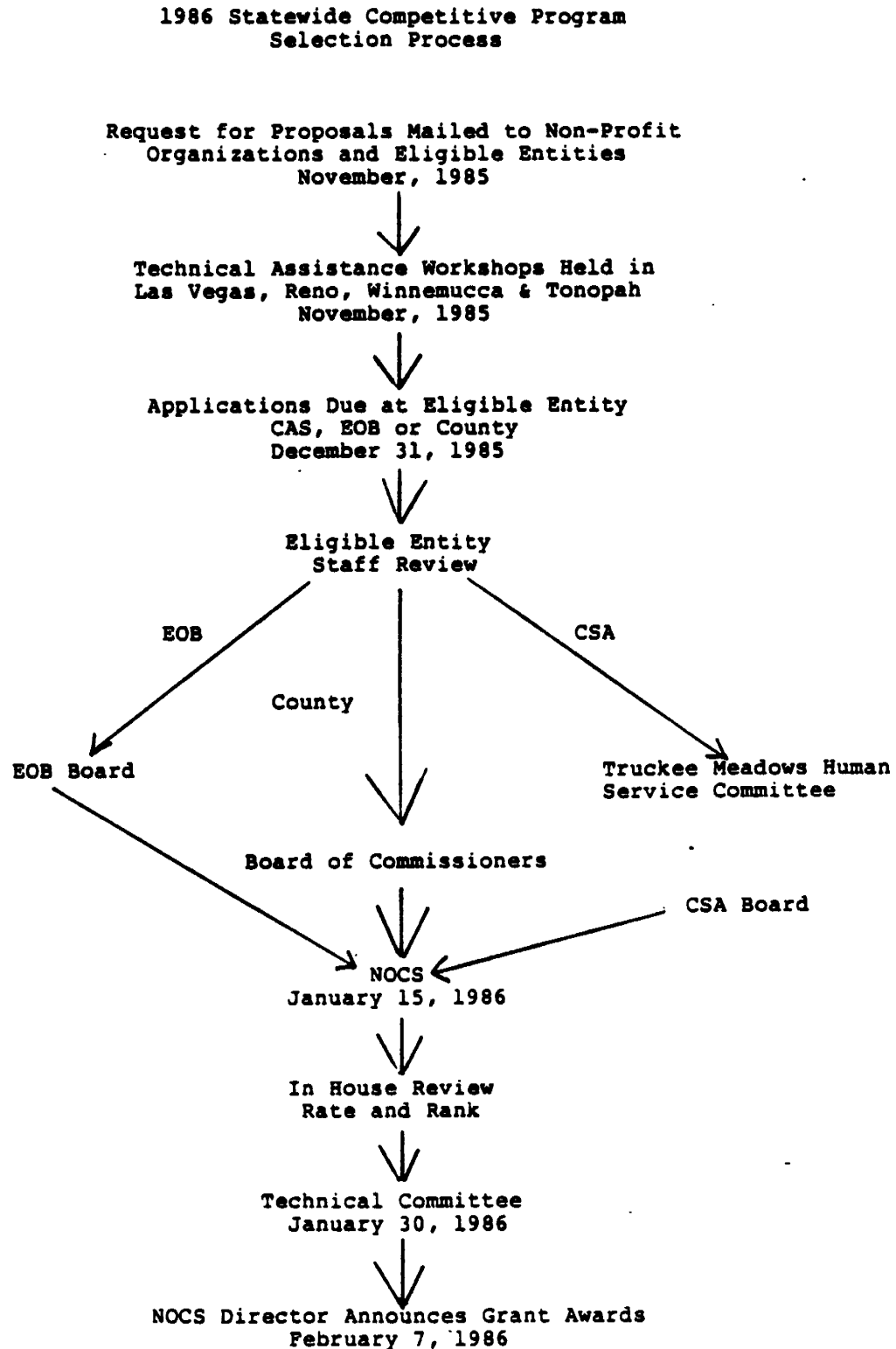
III - ELIGIBLE ENTITIES

The Nevada Office of Community Services was charged with the responsibility for administering the Community Services Block Grant program in 1981, and began making grants in 1982. At that time Nevada had four eligible entities, the two Community Action Agencies, the Limited Purpose Agency and the State. Accordingly, there were fourteen counties unserved by local eligible entities. In order to serve these counties, and other non-profit organizations, the Nevada Office of Community Services used its status as an eligible entity to subgrant funds in those counties, and to nonprofit organizations.

In 1984, the federal law removed the eligibility status of the Nevada Office of Community Services, and provided for a process by which the Governor could design additional eligible entities in any geographical area of a state not presently served by an eligible entity. The outcome of this process was the Governor designating the Boards of County Commissioners in the fourteen counties as eligible entities. These designations took place in September of 1985.

IV GRANT APPLICATION PROCEDURE

The Nevada Office of Community Services followed the following procedures in processing the Community Services Block Grant awards in 1985-86.



The Nevada Office of Community Services outlined to the study subcommittee tentative procedures for processing the 1986-87 awards in April 1986. The final procedures are set forth in the following schedule.

**1987 CSBG PROGRAM
FINAL SCHEDULE**

MAY, 1986	1987 Program Year planning with NOCS and Eligible Entities
JUNE, 1986	Public hearing in Las Vegas on proposed 1987 CSBG program
JULY, 1986	Public hearing in Reno on proposed 1987 CSBG program; Legislative hearing on proposed use and distribution of funds; CSBG State Plan and Application, required by HHS, sent out for public comment
AUGUST, 1986	Technical assistance by NOCS to all Eligible Entities; State Plan and Application comments due; Final State Plan and Application forwarded to HHS
SEPTEMBER, 1986	Preliminary Workplans due from Eligible Entities for NOCS review
OCTOBER, 1986	Eligible Entity delegate agency process initiated
NOVEMBER, 1986	Eligible Entities submit final Workplan to NOCS for review.
DECEMBER, 1986	Grant awards prepared by NOCS; technical assistance to new delegate agencies by NOCS and Eligible Entities
JANUARY, 1987	Grant year begins

FINDINGS AND RECOMMENDATIONS

STATUTORY REVISION

The Subcommittee had considerable input at its meetings regarding the inclusion of the applicable provisions of the Community Service Block Grant Program of Public Law 97-35, as amended into the Nevada Revised Statutes. The Federal law contains several provisions that must be adhered to in the administration of the Community Services Block Grant Program. Examples of some of those provisions are the composition of the Community Action Agencies, the public hearings that must be held, the percentage distribution of the funds and the manner in which the money is allocated.

The Subcommittee recognizes that the Nevada Office of Community Services is currently operating within the framework of the Federal law. The Subcommittee, however, believes that in order to ensure the continuation of the current operation, the statutes should be amended accordingly.

RECOMMENDATION

The statutes be amended to include the applicable provisions of the Community Services Block Grant Program of Public Law 97-35, as amended (BDR-38-138).

TRAINING COURSES

Training courses are an integral part of the ongoing program. Training courses must be held for grant applicants on how to complete request forms. It must be explained to them the procedures regarding what the money may and may not be used for, the positions that can be used on the grant, and the accounting

FINDINGS AND RECOMMENDATIONS
(continued)

TRAINING COURSES (continued)

requirements necessary to be followed during the course of the grant. Another area where training courses are extremely critical is for the eligible entities and how they should evaluate requests for grants. The eligible entities must evaluate and prioritize the grants and, accordingly, must be well-rounded in how to evaluate the request. The final area of training that must be carried out is for the successful applicants and how they are to follow the procedures throughout the course of the grant. This is essential so that at the end of the grant, certain areas are identified with which the applicant failed to comply.

RECOMMENDATION

The Nevada Office of Community Services conduct training courses in the following areas:

1. For grant applicants on how to complete requests for grants.
2. For eligible entities on how to evaluate requests for grants.
3. For successful applicants on how to follow the procedures during the course of the grant.

FINDINGS AND RECOMMENDATIONS
(continued)

REVIEW OF GRANT APPLICATIONS

During its hearing, the Subcommittee identified that there were a variety of ways the grant applicants were being reviewed, both by the eligible entities and the Nevada Office of Community Services. The Subcommittee felt that more time must be spent in this area so a thorough review of the grant applications can be made and applicable comparisons completed. One of the major points that was identified is that the applicants that applied for the grants would like to make presentations during the review of their grant applications with both the eligible entities and the Nevada Office of Community Services.

RECOMMENDATION

The Nevada Office of Community Services establish procedures to provide:

1. Grant applicants be allowed to make presentation during the review of their grant applications by the eligible entities.
2. Grant applicants be allowed to make presentation during the review of their grant application conducted by the Nevada Office of Community Services.

REPORTS TO THE LEGISLATURE

The Nevada Office of Community Services needs to file comprehensive reports on the prior years activities and the status of the current years activities, and the proposed activities for the ensuing year, to the Legislature. These reports should be made to

FINDINGS AND RECOMMENDATIONS
(continued)

REPORTS TO THE LEGISLATURE (continued)

the Assembly Ways and Means Committee and the Senate Finance Committee when the Legislature is in session, and to the Interim Finance Committee on the Nevada Community Services Block Grant Program when the Legislature is not in session. These reports should be made as often as necessary to keep the Legislature current on the activities of the Community Services Block Grant Program.

RECOMMENDATION

The Nevada Office of Community Services file comprehensive reports with the Assembly Ways and Means Committee and the Senate Finance Committee when the Legislature is in session, and to the Interim Finance Subcommittee on the Nevada Community Services Block Grant Program when the Legislature is not in session.

RURAL COUNTIES

During its hearings, the Subcommittee identified that there is a difference between the urban areas and the rural areas with regards to availability of resources. The urban resources are much more centralized and accessible. In the rural counties, resources are fragmented over a large area. The Subcommittee believes that the Nevada Office of Community Services should work with the rural counties in an attempt to get them to coordinate their efforts and pool their resources. These resources may even extend beyond the Community Service Block Grant Program into other areas of service

FINDINGS AND RECOMMENDATIONS
(continued)

RURAL COUNTIES (continued)

handled by the Nevada Office of Community Services or other state agencies.

RECOMMENDATION

The Nevada Office of Community Services work with the rural counties in an attempt to get them to coordinate their efforts and pool their resources.

EVALUATION OF POVERTY

Appendix B, Schedule 1 is poverty by county in 1980 and Schedule 2 is the change in poverty in the State of Nevada from 1970 to 1980. The Subcommittee felt that the ten year range might be too far an interval in order to determine the distribution of funds in the Community Services Block Grant Program. One of the major requirements of the distribution of money is the poverty level. The Subcommittee felt that the Nevada Office of Community Services should evaluate their procedures and determine how they can evaluate their poverty percentages for the state every five years. This must be an official determination in order to re-evaluate the distribution of money.

RECOMMENDATION

The Nevada Office of Community Services determine if they can evaluate their poverty percentages for the state every five years.

APPENDIX A

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE

The Subcommittee mailed a questionnaire to agencies involved in the Community Services Block Grant. Seventy-three questionnaires were mailed, and thirty-two entities responded. This is a response rate of 44%.

The questionnaire consisted of sixty-six questions; however, not every agency which responded answered every question. The summary comments on the responses to the questions in the following narrative are based on a composite of the responses, and do not represent a response of any particular agency.

On certain questions, comments were requests. Included in this summary are selected specific comments from individual respondents.

The general consensus was that the respondents were pleased overall with the new procedures instituted by the Nevada Office of Community Services since July 1, 1985 in implementing the Community Services Block Grant.

A breakdown of the responses revealed the following categories:

1.	a.	Agencies that applied for a grant.	25
	b.	Agencies that did not apply for a grant.	<u>7</u>
			<u>32</u>
2.	a.	Agencies that applied and received a grant.	16
	b.	Agencies that applied and did not receive a grant.	<u>9</u>
			<u>25</u>
3.		Geographically	
	a.	Clark County (served by CAA)	11
	b.	Washoe County (served by CAA)	8
	c.	Mineral County (served by LPA)	1
	d.	Other Counties (served by Boards of County Commissioners)	<u>12</u>
			<u>32</u>

APPENDIX A

SENATE CONCURRENT RESOLUTION 62
SUBCOMMITTEE TO STUDY
ADMINISTRATION OF COMMUNITY SERVICES
BLOCK GRANT

RESULTS OF QUESTIONNAIRE
(continued)

- | | |
|--|-----------|
| 4. a. A primary group composed of eligible entities.
Those are the CAA's, the LPA, and the Boards
of County Commissioners. | 9 |
| b. A secondary group composed of all other
agencies. | <u>23</u> |
| | <u>32</u> |

It was requested that the respondents indicate their organization's primary activity. The main activity which was indicated most was that of providing services to individual clients.

In response to the request for information on the primary constituency or constituencies of an organization, the top seven were as follows:

1. Disadvantaged/poor
2. Children
3. Elderly
4. Women
5. Hispanics
6. Blacks
7. Mentally and physically handicapped.

It was also asked what services the agencies provide. The top seven were as follows:

1. Information and referral
2. Educational services
3. Recreation services
4. Health services
5. Senior services
6. Services to the handicapped
7. Economic development activities

APPENDIX A

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

Most of the agencies responded that the geographical scope of their organization activities was countywide; however, a few indicated that they had more than one county. The answers were evenly divided on whether the agencies had membership or not. Of those that did, the majority of membership consisted of private individuals.

It was also identified that most of the agencies were very familiar with most or all specific programs and activities which are eligible for Community Services Block Grant funds. The responses also identified that a majority of the agencies, since July 1, 1985, had informal contacts with State executives, legislative officials, or Nevada Office of Community Services staff, and also had participated in conferences with those same people and in conferences or meetings with eligible entities. The responses also indicated that many agencies had requested technical assistance from a contact person representing that agency's eligible entity, and they had received technical assistance from that contact person.

In addition to the above general questions, specific questions were asked. The first such question was:

In general, how satisfied or dissatisfied, if at all, has your organization been with the procedures and mechanisms used by the Nevada Office of Community Services for the Community Services Block Grant?

The satisfaction code that was used in the questionnaire is as follows:

Highly Satisfied
Moderately Satisfied
Neither Satisfied nor Dissatisfied
Moderately Dissatisfied
Highly Dissatisfied

APPENDIX A

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

The general consensus from the results of this question is that the respondents were moderately satisfied with the operations. There were very few highly dissatisfied or moderately dissatisfied comments and those coming only from entities that applied and did not receive a grant.

The respondents were pleased about the advance notice of the public hearings, and the number of public hearings. More importantly, a high percentage of the respondents were either highly satisfied or moderately satisfied with the availability of the Nevada Office of Community Services' staff for technical assistance, and with the quality of the technical assistance provided by that office. The respondents came to the same conclusions on the availability of a contact person from an eligible entity, and with the quality of the technical assistance provided by that contact person.

Another question was:

What level of concern did your organization have on the following issues regarding the Community Services Block Grant program PRIOR TO JULY 1, 1985 to the recent changes in the program?

The concern code that was used in the questionnaire is as follows:

Very great concern
Great concern
Moderate concern
Some concern
Little or no concern

This question requests respondents to provide their level of concern to the operations of the Community Services Block Grant program prior to July 1, 1985. There was a great concern in the need to maintain or increase funds for specific services as well as maintaining or increasing funds for specific geographical areas. The same concern was there for maintaining or increasing funds for services to protected groups. Accordingly, it appears that there has always been the above concerns as far as the allocation of the money in the program.

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SENATE CONCURRENT RESOLUTION 62
SUBCOMMITTEE TO STUDY
ADMINISTRATION OF COMMUNITY SERVICES
BLOCK GRANT

RESULTS OF QUESTIONNAIRE
(continued)

The respondents only had some concern for a need to change the fiscal and accounting procedure and the monitoring procedures, and even the program administration procedures. Prior to July 1, 1985, the concern in these areas was nominal.

Another question was:

How satisfied or dissatisfied has your organization been with the following factors since the recent changes in the Community Services Block Grant program?

The satisfaction code that was used in the questionnaire is as follows:

Highly Satisfied
Moderately Satisfied
Neither Satisfied nor Dissatisfied
Moderately Dissatisfied
Highly Dissatisfied

This question deals with the current operations of the Community Services Block Grant program and deals with funding and administrative procedures. The majority of the responses was moderately dissatisfied and in some cases highly dissatisfied with the funding level and the distribution of that funding to the geographical areas. The majority of the respondents were moderately satisfied with the current method of establishing eligibility, distribution of funds, and administrative procedures.

Another question was:

How favorable or adverse an effect, if any, has there been on the individuals or groups that your organization serves or represents as a result of any changes made by the Nevada Office of Community Services or eligible entity in programs supported with the Community Services Block Grant funds since its implementation?

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SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

The effect code that was used in the questionnaire is as follows:

Very favorable effect
Favorable effect
No effect
Adverse effect
Very adverse effect

The questionnaire asked the agencies how the new procedures of the Nevada Office of Community Services, or eligible entity, had affected individuals or groups of their organization. Most of the respondents answered no effect; however, many more, because of the newness of the program, had to indicate that they had no basis to judge.

General comments were also asked for with this question. Some of those were:

Distribution of funds is always the most difficult part of the administrative process. It was handled much more equitably this year. The NOCS should be commended on the changes put into effect and encouraged to continue to improve and refine the process. It is essential that their non-partisan approach be expanded next year to ensure an equitable (and less politically influenced) distribution of funds each year.

Due to the fact that the procedures are so new, we have not felt any effect to date. However, we believe that this new procedure will ultimately have a very favorable effect.

Decision-making, planning, and coordination of programs at a local level has decreased since 1982, when the Omnibus Budget Reconciliation Act was implemented. The designated role for community action agencies as set forth in the Equal Opportunity Act of 1964 as amended and passed by Congress has been greatly diminished since implementation of CSBG. We believe this to be contrary

APPENDIX A

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

to the intent of Congress, which was to maintain support for the role of community action agencies; the 90% pass-through requirement was to ensure this support for the role of community action agencies; the 90% pass-through requirement was to ensure this support. Because the State of Nevada did not follow the intent of the pass-through for the first four years of the program, it is now difficult for the present Administration to correct the adverse effect this had upon the constituents this organization represents.

The final specific question was:

Since July 1, 1985, to what extent, if any, has your organization's level of activity with the program officials increased, decreased, or remained about the same with respect to programs now supported with funds from the Office of Community Services Block Grants?

The activity level code that was used in the questionnaire is as follows:

Greatly increased
Increased
Remained about the same
Decreased
Greatly decreased

This question dealt with the changes in the level of activities of the organizations with respect to funds from the Community Services Block Grants. The agencies, overall, indicated that their activity had increased since July 1, 1985, with the Nevada Office of Community Services and the eligible entity that they dealt with. Their dealings with the Interim Finance Committee were the same, even though Interim Finance created a subcommittee and held a separate public hearing on the Community Services Block Grant.

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SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

The subcommittee asked the agencies to describe what they view as the main benefits, if any, that have resulted from the way in which the Community Services Block Grant program has been implemented by the Federal and State governments. A few of the comments are set forth below:

Federal - Citizens of the state benefit when any federal assistance program is turned over to the State for administration. This cuts down the actual cost of a project by eliminating red tape.

State - The staff of the Office of Community Services is aware of and is sensitive to the needs of the people within the State. Technical assistance is readily available with easy access.

Federal - Being served through an entity within the State rather than a distant Federal entity creates the feeling that real knowledge and concern are being brought to bear on our specific problems.

State - With the new procedures we are more in control of the kinds of programs we want to establish to deal with local problems. At the same time we have the assistance and expertise of the people at State level to guide us. It is a happy mixture of the best of both worlds.

State - Every effort was made to determine that the funds were distributed on an equitable basis. That eligible agencies providing services with high priorities were assisted in a timely manner.

Federal - Federal cuts have made it hard for all agencies to maintain or increase good programs.

State - I felt the State monitored well and gave funds to programs that were high quality in serving people in depressed areas.

State - The major benefit has been the decentralization of input and initial decision-making to the local communities. More nonprofit entities may be eligible for grants under this process. A more diverse client population may be served.

APPENDIX A

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

RESULTS OF QUESTIONNAIRE (continued)

The subcommittee then asked the agencies to describe what they view as the main disadvantages, if any, that have resulted from the way in which the Community Services Block Grant program has been implemented by the Federal and State governments, and any suggestions you might have for improvements.

Some of the comments were:

Federal - There is a "critical mass" that is required to create adequate funding to support adequate service/human resources. This principle operates in the same way for human resources as it does for other public services. Just as public works departments must have adequate funding to acquire and maintain mechanized equipment in order to provide any services at all, so do human resource programs have to have adequate funding to provide minimal staff and program tools/resources to function (even at minimal levels). In rural areas of our State this "critical mass" does not exist. It can only be reached if regional planning and resource pooling between several local entities/governments occurs, and that is the kind of effort that state and federal agencies should support in rural areas.

State - I feel the rural communities may be at a disadvantage by competing for this money with urban areas because they may not have skilled staff to make applications as attractive. Matching funds for points as "cooperative efforts" in the application are harder to come by in a rural area.

State - Present distribution sets up a situation where the agency distributing and monitoring the funds is also operating funded programs. There is no way they can help but have inside information and connections.

State - The agencies that have applied have expressed disappointment in having not stood higher in the priority rankings. This is as much a reflection on the program as on the competition it created and the judgments of relative value required to make distribution of funds.

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SUBCOMMITTEE TO STUDY
ADMINISTRATION OF COMMUNITY SERVICES
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RESULTS OF QUESTIONNAIRE
(continued)

The final comments asked for by the subcommittee were for suggestions towards improving the Community Services Block Grant program.

Some of the comments were:

Current state and federal programs in human services should strongly emphasize regional (especially in rural areas) and local (especially in urban areas) planning and pooling of resources, and they should strongly de-emphasize (or eventually delete) the old categorically earmarked programs that protect specific interest groups. More flexibility in use of resources at service delivery levels and a simplified, more integrated policy/planning approach that ties program results/outcomes to general community/government/public goals and needs is required.

New changes in the program remove cities as eligible applicants and reassign them as a delegate agency. Past experience has shown that city and county agencies do not always agree on a project's importance. City citizens pay extra taxes for the privilege of becoming a political subdivision. Most agencies consider a city an eligible entity to receive funds at the request of the mayor and council. This program in my opinion, is discriminatory in this manner.

Funds should be distributed and monitored by an impartial third party that does not receive any funding except a percentage of funds distributed to cover operating costs.

Rather than have the "eligible entry" have no responsibility for paying bills, allow agencies to request approximate monthly expenditures, and submit actual expense record on a monthly basis. As it is, two payrolls will be done for the agency, two checks for deposit for withholding. This may seem petty, but we are a very small operation and do not have the personnel to contend with doing each transaction for this agency twice.

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RESULTS OF QUESTIONNAIRE (continued)

When grants are reviewed by OCS that the entity submitting the grant be allowed to sit in and be a part of the review process. From the comments received from OCS as to why our last two proposals were denied, they indicate that those reviewing the grant proposals knew very little about what they were reviewing, and other services in this area.

Administrative policies, procedures and paperwork should be streamlined to the maximum extent possible to free up money for human service activity. If necessary, caps on allowable amounts for administration should be enforced. Again, Nevada should advocate through its Congressional representatives and other officials for increased funding levels.

Changes made since July, 1985, have greatly improved the program. Two additional changes are suggested:

- 1) Rather than continue Statewide Competitive Program, a determination should be made of which projects can be most effective, and those should be supported on a continuing basis;
- 2) 10% LIHEAP transfer funds should be added to Statewide CSBG allocation and follow the same guidelines for distribution; i.e., it should be part of the 90% passthrough to local communities.

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POVERTY IN NEVADA

The following charts were extracted from the publication entitled "Poverty in the State of Nevada, Its Extent and Distribution". The report is dated March 1986 and was prepared by the Nevada Office of Community Services. The charts are on pages A 11 (appendix) and 53 respectively of its report.

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SCHEDULE

POVERTY BY COUNTY
(PERCENT RANK BELOW POVERTY LEVEL)
1980

COUNTIES IN NEVADA BY POVERTY RANK	ALL PERSONS	PERSONS BELOW POVERTY		
		% BELOW POVERTY	MODE 1 NUMBER	% OF STATE POVERTY POPULATION
EUREKA	1,198	24.2	288	0.4
LANDER	4,076	14.5	590	0.9
PERSHING	3,408	14.1	476	0.7
HUMBOLDT	9,949	13.8	1,293	1.9
MINERAL	6,217	12.7	755	1.1
NYE	9,048	11.8	1,052	1.5
CHURCHILL	13,917	11.2	1,516	2.2
ELKO	17,269	11.0	1,853	2.7
LINCOLN	3,732	10.8	391	0.6
WHITE PINE	8,167	10.2	824	1.2
STOREY	1,503	10.1	152	0.2
ESMERALDA	777	9.9	76	0.1
LYON	13,594	9.8	1,315	1.9
CLARK	463,087	9.1	41,589	60.0
WASHOE	193,623	7.0	13,315	19.0
CARSON CITY	32,022	7.0	2,089	3.0
DOUGLAS	19,421	5.6	1,083	1.6
METROPOLITAN 2 STATISTICAL AREAS	656,710	N/A	54,904	80.0
BALANCE OF STATE 3	143,798	N/A	13,753	20.0
STATE TOTAL	800,508	8.7	68,657	100.0

1 Mode number is the total number of persons residing in the county specified, who are living below poverty.

2 MSA are the counties of Clark and Washoe.

3 Balance of State are the remaining 15 counties.

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SCHEDULE 2

TABLE VIII
Poverty in Nevada by Region and County, 1970-1980

Area	1970		1980		Change
	Number	%	Number	%	
West	14,688	8.6	20,225	7.2	-1.4
Washoe	10,202	8.6	13,315	7.2	-1.4
All Rural	4,586	9.3	6,910	7.9	-1.4
Churchill	1,142	11.3	1,516	11.2	-0.1
Douglas	541	7.9	1,083	5.6	-2.3
Lyon	1,124	13.7	1,315	9.8	-3.9
Mineral	686	9.7	755	10.0	+0.3
Storey	79	12.1	152	10.1	-2.0
Carson	1,014	7.0	2,089	7.0	-
North	4,130	11.2	5,324	11.8	+0.6
Humboldt	745	11.6	1,293	13.8	+2.2
Lander	613	23.1	590	14.5	-8.6
Pershing	428	16.0	476	11.2	-4.8
Elko	1,397	7.9	1,853	11.0	+3.1
Eureka	148	14.9	288	24.2	+9.3
White Pine	799	7.9	824	10.2	+2.3
South	24,660	8.6	43,108	9.1	+0.5
Clark	23,669	8.7	41,589	9.1	+0.4
All Rural	991	11.2	1,519	11.2	-
Esmeralda	68	14.8	76	9.9	-4.9
Lincoln	361	14.7	391	10.8	-3.9
Nye	562	10.2	1,052	11.8	+1.6

APPENDIX C

SENATE CONCURRENT RESOLUTION 62 SUBCOMMITTEE TO STUDY ADMINISTRATION OF COMMUNITY SERVICES BLOCK GRANT

REPORT ON 1986 COMMUNITY SERVICES BLOCK GRANT GOALS AND OBJECTIVES BY NEVADA OFFICE OF COMMUNITY SERVICES

The Nevada Office of Community Services has prepared the following summary on how they met their goals and objectives set forth in the 1986 State Plan and Application.

- A) To provide a range of services and activities having a measurable and potentially major impact on the causes of poverty in the State of Nevada and in those local communities where poverty is a particularly acute problem.
 - 1) Funding in 1986 was to 32 programs which were operated by 12 eligible entities and 16 delegate agencies in 12 counties. These programs offered assistance to the poor through projects relating to employment, education, day care, housing, health, emergency services, elderly services, assistance toward self-sufficiency, coordination of programs and working with the private sector.
- B) To provide, on an emergency basis, for the provision of such supplies and services, nutritious foodstuffs, and related services as may be necessary to counteract conditions of starvation and malnutrition among the poor.
 - 1) In 1986, 10 projects were funded to provide emergency services to the poor. These included a food bank, two emergency shelters, a pantry and six rural emergency food programs.
 - 2) Due to the number of requests for emergency services from small rural counties, and the funding of six of these requests, a workshop was planned in order to exchange ideas, develop networks and hear from several state agencies and organizations that might offer assistance. As the plans for the meeting were being developed, Northern Nevada was hard hit by major flooding. The meeting was enlarged and the Nevada State Division of Emergency Management was invited to participate in order to include discussions on assistance to the poor during

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(continued)

major crisis situations. Approximately 30 people attended the most successful workshop. A summary of evaluations of the meetings is attached.

C) To coordinate and establish linkages between governmental and other social services programs to assure the effective delivery of such services to low-income individuals.

- 1) In 1986 many state agencies, statewide non-profit coordinating organizations and cooperative county development authorities were involved in aspects of the CSBG program. The sharing of knowledge, concerns and methods has established a base to enhance service delivery to the poor. A partial list of the agencies involved includes: Nevada League of Cities, Nevada Association of Counties, Bureau of Vocational Rehabilitation, Nevada Youth Services Division, Nevada Job Training Office, Nevada Division of Aging, and Nevada Division of Emergency Management.
- 2) Community action agencies in the two urban areas were required to consider all services available to the poor in their communities in their Two year Anti-Poverty Plans.

The Washoe County agency (CSA) completes an annual human services inventory and provides administrative support and coordination to human services agencies. It was most instrumental in developing an advisory committee which used its broad based knowledge of the needs of the poor and programs serving the poor in order to recommend funding for effective delivery of services. NOCS provided administrative funding to CSA for this and additional projects.

D) To increase the involvement of entities in the private sector in efforts to ameliorate poverty in the State of Nevada and in communities where poverty is a particularly acute problem.

- 1) NOCS continues to emphasize private sector involvement in assisting those in poverty. Particular effort has been expended to develop an understanding of and inclusion of concerns of the poor when developing economic development and diversification projects. Most of Nevada's rural counties are suffering from moderate to severe financial

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(continued)

hardships. General economic development efforts will improve the well being of all segments of the rural population, and increased employment opportunities will offer a means toward self-sufficiency to the poor.

- 2) In urban areas, community action agencies are exploring avenues to increase private sector involvement in efforts to ameliorate poverty. The Clark County agency (EOB) is working with local organizations to insure that general anti-poverty planning and services are coordinated with economic development activities, as well as striving to attract businesses to low income areas. NOCS, through CSBG, assists with administrative costs for these and other programs.

APPENDIX D

SUMMARY---Provides procedure for distribution of Community Services Block Grants. (BDR 38-138)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: No.

AN ACT relating to public welfare; providing a procedure for the distribution of any Community Services Block Grant received from the Federal Government; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND
ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Chapter 428 of NRS is hereby amended by adding thereto the provisions set forth as sections 2 to 6, inclusive, of this act.

Sec. 2. As used in sections 2 to 6, inclusive, of this act:

1. "Director" means the director of the office of community services.
2. "Eligible entity" means an agency, organization or governmental entity which is eligible under 42 U.S.C. §§ 9901 et seq. to receive grants.

Sec. 3. 1. The director shall administer any federal allotment received by this state pursuant to the Community Services Block Grant Act (42 U.S.C. §§ 9901 et seq.) for the amelioration of the causes of poverty in communities within this state. He shall, on or before February 1 of every odd-numbered year, file with the legislature a report of the allocation of that money by his office during the previous fiscal year. He shall, on or before February 1 of every even-numbered year, file the report with the interim finance committee.

2. The director shall not spend more than 5 percent of the money for administrative expenses. He shall allocate not less than 90 percent of the money to eligible entities

for the support of approved programs based and operated in the respective communities. He may spend the remaining 5 percent of the money in any manner not inconsistent with the terms of the federal grant.

Sec. 4. 1. The interim finance committee shall, before January 1 of each year, hold a public hearing to receive the public's suggestions for the distribution of the federal allotment anticipated for the next federal fiscal year. Upon notification of the suggestions made, the director shall prepare the plan for the statewide use of the anticipated allotment.

2. The allocation of grants must be based, as nearly as practicable, on the comparative number of persons in the respective counties whose income is at or below the federally designated level signifying poverty.

3. To apply for such a grant, an eligible entity must submit an application to the director on the form established for that purpose. The application must include a detailed description of the proposed program.

4. The director shall provide eligible entities with assistance and instruction in the evaluation of proposals, the completion of applications and the requirements related to the use of such grants.

Sec. 5. 1. The director shall establish a procedure for the review of the applications and criteria for their approval or denial. At least one person who represents an eligible entity must be included in that review.

2. In determining which applications to approve, the director may consider whether the proposed program:

(a) Is compatible with any local plan to ameliorate the causes of poverty in that community;

(b) Is compatible with the state's long-range plan to ameliorate the causes of poverty within the state;

(c) Meets the federal criteria for eligibility; and

APPENDIX D

(d) May help lead indigent persons toward self-sufficiency,
and any other factors determined by the director to be in the best interests of the
indigent persons in this state.

Sec. 6. 1. The director shall encourage rural counties to coordinate their efforts
toward the amelioration of poverty in their areas.

2. The director may approve a proposed program which involves more than one eli-
gible entity or county if he makes provisions for each entity or county involved to
pay an equitable share of the cost of the program from the grant it receives for that
program.

Sec. 7. This act becomes effective upon passage and approval.