

PROJECT ADMINISTRATION DATA SHEET

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Sponsor: Economic Opportunity Atlanta, Inc.

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Title: Survey of Community Perception

ADMINISTRATIVE DATA

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2) Sponsor Issuing Office:

Ms. Emma DarnellMr. Paul MorganExecutive DirectorEconomic Opportunity Atlanta, Inc.Economic Opportunity Atlanta, Inc100 Edgewood Avenue, N.E.100 Edgewood Avenue, N.E.Atlanta, Georgia 30303Atlanta, Georgia 30303527-4831Military Security Classification: N/AONR Resident Rep. is ACO: Yes ☒ No(or) Company/Industrial Proprietary: N/ADefense Priority Rating: N/A

RESTRICTIONS

See Attached N/A Supplemental Information Sheet for Additional Requirements.

Travel: Foreign travel must have prior approval — Contact OCA in each case. Domestic travel requires sponsor approval where total will exceed greater of \$500 or 125% of approved proposal budget category.

Equipment: Title vests with None proposed or anticipated.

COMMENTS:

An advanced payment of \$9,962 (50% of total) has been received from the sponsor.

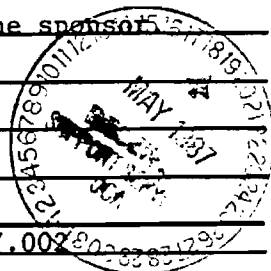
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SPONSORED PROJECT TERMINATION/CLOSEOUT SHEETDate 3/16/88Project No. D-48-670School/~~MDX~~ Arch.Includes Subproject No.(s) N/AProject Director(s) E. L. KeatingGTRC/~~GTR~~Sponsor Economic Opportunity AtlantaTitle Survey of Community PerceptionEffective Completion Date: 10/21/87 (Performance) 10/21/87 (Reports)

Grant/Contract Closeout Actions Remaining:

☐ None☒ Final Invoice or Copy of Last Invoice Serving as Final☐ Release and Assignment☒ Final Report of Inventions and/or Subcontract:
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(404) 894-2350

August 26, 1987

Ms. Emma Darnell
Executive Director
Economic Opportunity Atlanta
100 Edgewood Avenue
Atlanta, Georgia 30303

Dear Ms. Darnell:

I am pleased to transmit the following to you for your review:

- 1] A memorandum describing the results of the survey of 46 Head Start parents.
- 2] A summary description of preliminary results of the survey of unserved but eligible clients in EOA service areas.
- 3] Questionnaires which are being used to conduct analyses of the Commodity Foods, Senior Nutrition, Emergency Services, Citizen Participation and Drug Rehabilitation components of EOA's activities.
- 4] Questionnaire for assessing perceptions of political leaders. This questionnaire will form the basis for questionnaires targeted at funding agencies, other non-profit agencies and business leaders.

Should the general format of the Head Start memorandum meet with your approval, during the next few weeks we will produce similar documents for each of the programs identified in item 3 above. With some editing and summary data analyses, these can be combined into the final report.


The research team is both excited and pleased with the results which are beginning to emerge. The Head Start program is very highly rated by Head Start parents -- over two-thirds of the parents rated the entire program as "very good," the highest rating available. Ratings on specific aspects of the program, such as helping children develop self-respect, helping children develop skills in math and reading, etc., were extremely positive. A comparison of EOA's Head Start program with others in the region shows that your program is among the top three in some categories and well above average in all others.

Page two.

We are also excited about the results which are beginning to emerge from the survey of unserved but eligible households. The research is showing a high level of awareness of EOA in the low income population -- over two-thirds of those interviewed are aware of EOA and at least some of its programs. The most striking finding so far is that fully one-third of the presently unserved population has previously been involved in EOA programs and activities. This proportion is testimony to the extensive effort and work EOA has conducted in Atlanta over the past 20 years. In the coming weeks, we will be analyzing the nature of these previous contacts and the specific reasons why these households are not presently involved with EOA.

Finally, we are looking forward to your response to our work and to completing this assignment for you.

Sincerely /



Larry Keating, PhD, AICP
Principal Investigator

cc: Paul Morgan

LK/jhg
Encl.

Preliminary Analysis

UNSERVED ELIGIBLE POPULATION

Preliminary results from the survey of unserved eligible households in the EOA service area reveal extensive prior contact with and/or awareness of the agency and its programs. Based on a current sample of 84 interviews, fully three-quarters of the respondents had heard of EOA and were aware of some of its programs.

Thirty-five percent of the income eligible households had previously applied to participate in EOA programs. Of these households, EOA had assisted 93 percent. The distribution of the particular programs in which presently unserved households were participants is displayed in Table 1.

Table 1

Percent Distribution of Programs
Previously Involving Presently
Unserved Eligible Households

Program	Percent*
Assistance with Utilities	28.6
Home repairs/weatherization	10.7
Emergency Food/Commodity Foods	71.4
Head Start	3.6
Information & Referral/Education	3.6

*Distribution adds to greater than 100 percent due to multiple program participation by some respondents.

If these proportions hold for the full sample, the implications for fund raising are significant.

- 1] EOA is very well known by income eligible households.
- 2] EOA has previously served over one-third of the income eligible population which are not presently receiving services from EOA.

Both the level of awareness of the agency and the level of previous contact with the agency are high. From the perspective of potential funding agencies, the base EOA has established in low-income communities is both impressive and extensive. From the perspective of EOA's plans for future involvement in low-income communities, a broad base of prior contact and recognition is in place and can be built upon.

The preceding data describes the proportions revealed by the unserved eligible sample to date. In order to avoid contaminating the sample with presently served clients, a cutoff of one-year was adopted as the working definition for previously served households. That is, only households who had had contact with EOA prior to August 1, 1986 were interviewed regarding the nature and extent of that contact.

The thinking behind this approach is that the income eligible population has subdivided itself into the following categories:

- 1] Presently (either currently or within the past year) served by EOA programs.
- 2] Previously (more than one year ago) served by EOA programs.
- 3] Never served by EOA but aware of EOA as an institution.
- 4] Never served by EOA and not aware of EOA.

The final report will delineate the relative sizes of these four groups and suggest strategies appropriate for future EOA relations with each group. Detailed analysis of groups 2, 3 and 4 will be based on the unserved eligible sample, but detailed analysis at this stage would be both premature and misleading.

In general, preliminary results show that households who were previously served by EOA programs were satisfied with the particular services they received, were pleased with the way in which they were treated by agency personnel, had superior transportation access to EOA service centers (a strategic factor), generally reported that the program in which they participated had achieved its objectives and did not participate in EOA community meetings or activities. Preliminary results of inquiries regarding the reasons for the absence of present contact include the following observations: (1) Was not contacted by the agency; (2) Became at least temporarily income ineligible; (3) No longer needed the service or program; (4) Enrolled in another, similar program.

Each of these reasons will be analyzed in greater detail (i.e., do they vary by socio-economic or programmatic classifications) in the final report.

Preliminary results regarding that portion of the unserved eligible population which had never received services from EOA (including both those who were aware of EOA and those who were not) reveals the existence of extensive recent needs for assistance. Some of these needs are as follows: (1) Employment/job counseling; (2) Emergency food; (3) Assistance with utilities; (4) Assistance with rent; (5) Transportation; (6) Medical assistance.

Preliminary analysis of how these households tried to contend with the problems they faced discloses a range of responses extending from suffering through the problem to attempting to find help from both formal and informal community networks. Very few of these households were able to locate the help they needed.

Based on the hypotheses that there may be significant difference between EOA clients and non-EOA clients which socio-economic data do not disclose, respondents were queried regarding their attitudes toward their immediate future status and conditions. These attitudes and the respondents' explanations of their basis will be analyzed in the final report.

The preliminary analysis discloses that 30 percent of the respondents are employed either full or part-time; that over 60 percent receive either Social Security or SSI; that only 6 percent receive AFDC and that over two-thirds of the household heads are black.

HEAD START

Overall assessments of the Head Start program showed a sizeable majority (68.9%) of the parents rating it 'very good' and the remaining 31.1% considering it 'good.' No one rated the program as 'poor.'

In general, parents of children enrolled in the Head Start program believe that the program has made substantial contributions to both their children's educational and social development. Table 1 describes how the parents rated the program on 7 dimensions of their children's development. For over 90 percent of the children, the program made a positive contribution (helpful or very helpful) on each of the 7 attributes of their growth. For a majority of the children, the program was rated as 'very helpful' on every dimension. For two-thirds of the children the program was rated 'very helpful' in terms of its contribution to their imagination and curiosity. According to the parents, the program was 'very helpful' for nearly two-thirds of the children in developing their ability to challenge ideas.

Table 1

Parents Ratings of Head Start's Contribution to Child's Development

Rating							N
Dimension of Development	Very helpful		Helpful		Not helpful		
	Number	Percent	Number	Percent	Number	Percent	
Self-respect	34	59.6	22	38.6	1	1.8	57
Respect for others	30	51.7	27	46.6	1	1.7	58
Imagination	40	69.0	18	31.0	0	0.0	58
Curiosity	40	69.0	18	31.0	0	0.0	58
Persistence	29	54.7	21	39.6	3	5.7	53
Ability to challenge ideas	34	65.4	16	30.8	2	3.8	52
Discipline	34	58.6	23	39.7	1	1.7	58

Never did more than 3 parents believe that the program was not helpful on any dimension of their child's development and the mean number of parents holding this view was only 1.1 per dimension.

Since CSBG implementation in the early 80's, analyses of Head Start performance has been sporadic. However, compared to evaluations of Head Start programs conducted for the Community Services Administration during 1979-1981, EOA's Head Start program would rank third in the southeastern region (Georgia, Florida, North Carolina, South Carolina, Tennessee, Kentucky, Alabama and Mississippi) on dimensions of development described in Table 1. While these evaluations are not strictly comparable, the comparison is indicative of the general high quality of the EOA Head Start program.¹

Similarly positive results were reported by parents in response to a series of questions regarding other specific attributes of the Head Start program. Table 2 describes these ratings. Over three-quarters of the parents 'strongly agreed' that the program had improved their children's ability to play with other children. Two out of three parents 'strongly agreed' that the program had helped their children develop a positive attitude towards learning. Over 90 percent of the parents perceived the program as having improved their children's skills in math and the alphabet.

The only dimension in which a majority of the parents did not strongly agree with the program's contribution was its sensitivity to their children's racial, ethnic or bilingual background. Over 90 percent of the parents either 'strongly agreed' or 'agreed' that Head Start was sensitive to racial and/or ethnic backgrounds; however a majority were in the less demonstrably enthusiastic category of 'agree.'

Table 2

Parents' Ratings of Head Start's
Contribution to Child's Development

Dimension	Rating						N
	Strongly Agree		Agree		Disagree		
	Number	Percent	Number	Percent	Number	Percent	
Helped develop a positive attitude towards learning	40	67.8	19	32.2	0	0.0	59
Improved alphabet skills	33	57.9	20	35.1	4	7.1	57
Improved math (numbers) skills	33	57.9	20	35.1	4	7.1	57
Improved ability to play with other children	44	75.9	12	20.7	2	3.4	58
Program sensitive to racial/ethnic background	18	41.9	22	51.2	3	7.0	43

In comparison to the earlier Community Services Administration analyses, EOA's Head Start program is well above average on the first four dimensions in Table 2. The program ranks 7th in the region on a composite basis and fifth on developing a positive attitude toward learning, seventh on improving reading skills.

One-third of parents had had the opportunity to observe one or more of their children in elementary school after the child completed the Head Start program. Over 80% of these parents believed that the program helped the child once they entered elementary school. Of these, 56.3% believed that the program had helped their child learn more or improve his or her grades.

Secondary attributes of the Head Start program -- i.e., meals and health care -- were also highly rated. Table 3 describes these findings. Specifically a majority of the parents strongly agreed that the health care attributes of the program were of benefit and nearly two-thirds of the parents agreed that the meals were good.

In addition to providing education, socialization, nutrition and health benefits to the children enrolled in the program, Head Start provides substantial secondary benefits to the parents of these children. Of the more than one-third (37.0%) of Head Start parents who were either working or going to school, three-quarters (78.6%) attributed the opportunity to work or go to school to having their child in Head Start.

Table 3

Parents' Ratings of Health and
Nutrition Aspects of the Head Start Program

Dimension	Rating						N
	Strongly Agree		Agree		Disagree		
	Number	Percent	Number	Percent	Number	Percent	
Meals are good	14	32.6	28	65.1	1	2.3	43
Health care is of benefit	25	59.5	14	33.3	3	7.1	42

A majority of Head Start parents (57.7%) indicated that having their child in the program had had positive effects on their family lives. These effects ranged from more free time (51.4%), less tension around the home (29.7%), to more time to spend with other children (13.5%).

Parental involvement, as reflected in attendance at Head Start meetings, was high. Over two-thirds of the respondents (69.4%) attended meetings every two months (44.4% attended monthly). All of those who attended believed that community people could introduce their own topics for the meeting to consider and their assessments of the power community people held were positive: Two-fifths (42.4%) believe community people have "a lot" to say about what the program does; the same number see community people as having "some" power over what the agency does; only 15.2% believed community people had "very little" power.

Parents were queried as to whether they had difficulties with the operation of the program. One-fifth (10 parents/21.7%) had had some difficulty. One-half of these complaints were transportation based. Either transportation was unavailable or inconveniently available. There were two allegations of discrimination (one racial and one with respect to a waiting list), two allegations of disorganized administration and one allegation of youthful inexperience in caring for a child.

Two-thirds of the parents rated the people who worked at the agency as 'very helpful' and the remaining one-third considered agency personnel as 'helpful.'

Nearly one-half of the respondents (47.8%) were aware of another family in their community who had a child who needed to be in the program but was not. Of these, only 45.5% had applied -- one too late and 9 who were on a waiting list. The remaining 11 were either ineligible or had not applied.

Participant Socio-Economic Characteristics

Eighty-seven percent of the respondents answered the household income question. Income characteristics are described in Table 4.

Table 4

Respondent Incomes by Household Size								
	Household Size							Total
	2	3	4	5	6	7	10	
\$ 1,000- 2,999		2						2
3,000- 4,999	1	6	1	1	2	1		12
5,000- 6,999		2	1		1			4
7,000- 8,999	2	1			1		1	5
9,000-10,999		1		2		1		4
11,000-14,999	1	5	2	1				9
15,000 or more			1	2				3
Total	4	17	5	6	4	2	1	39

The median household income is \$7,600 and the median household size is 2.91.

Occupational characteristics of household heads are as follows:

Table 5

Occupation	Number
Homemaker	7
Nurse	1
Student	1
Clerk	2
Service worker	13
Babysitter	1
Fireman	1
Teacher	1
Laborer	1
Sales	1
Disabled	1
No occupation	<u>8</u>
Total	38

Eighty-nine (40 of 45) percent of the parents are black, 4 or 8.8% are white and one is Ethiopian.

Head Start families derived income from the sources shown in Table 6.

Table 6
Income Source

Income Source	Number	Percent
Employment	21	32.8
Unemployment compensation	1	1.6
Aid to Families with Dependent Children	27	42.2
Supplemental Social Security	3	4.7
Social Security	1	1.6
Government Pension	1	1.6
Alimony	1	1.6
Child Support	8	
Other	1	1.6
Total	64	100.00

Additional characteristics of the Head Start program will be reported in a composite memorandum which compares Head Start with other programs. Specifically, the manner in which parents became aware of the program, the ease or difficulty they had in gaining admission to the program and the types of transportation utilized to participate in the program will be analyzed.

1. EOA achieved a composite score of 18.14 on the dimensions described in Table 1. The score was calculated on the basis of very helpful, helpful, and not helpful being equivalent to 3, 2 and 1, respectively. The mean score in the region was 17.58.

ECONOMIC OPPORTUNITY ATLANTA
ANALYSIS OF COMMUNITY PERCEPTIONS

January 15, 1988

Larry Keating
Graduate Program in City Planning
Georgia Institute of Technology

Max Creighton
Atlanta Community Design Center

ECONOMIC OPPORTUNITY ATLANTA
ANALYSIS OF COMMUNITY PERCEPTIONS

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EXECUTIVE SUMMARY

Following a competitive solicitation of responses to requests for proposals by Atlanta area academic and research organizations, Economic Opportunity Atlanta contracted with the Georgia Institute of Technology and the Atlanta Community Design Center to conduct a Survey of Community Perceptions of EOA. The intent of the research was to understand how groups and institutions with significant present or potential relationships with EOA viewed the agency and its work. Perceptions were sought from the following six groups: 1) Present clients and participants in EOA programs; 2) Low-income citizens who were eligible for EOA programs but who were not served by EOA; 3) Churches and non-profit organizations whose missions and activities involve programs directed at the same low-income client groups which EOA serves; 4) Present and former funding sources. The original research design envisioned surveying perceptions from both Atlanta area business and political leaders, but lack of familiarity with EOA by business leaders and lack of responsiveness to inquiries by political leaders resulted in unrepresentative samples.

The overriding objective of the research was to understand how EOA is viewed by different groups and institutions in the community in order that EOA may build on already strong relationships, repair deficiencies which might have weakened existing relationships and develop new connections to segments of the community with whom relationships do not presently exist.

Client Perceptions

In general, client perceptions of EOA were very positive. For example, over two-thirds of Head Start parents rated the program as "very good" (the highest point on the scale). A majority of Emergency Services' clients reported that the program works well in emergencies. Over two-thirds of the Commodity Foods' clients attributed health benefits to their participation in the program. Seven in eight Elderly Nutrition program participants assessed the meals as nutritious and good tasting, and all reported that the affiliated social activities were of significant specific benefit to their lives. Over 90% of the respondents who were active in EOA's citizen participation structure attributed the opportunity to speak out on important issues to the forums provided by the participation structure.

While most overall client perceptions were positive, there were areas in which deficiencies were noted. Some of these problems derive from limited funding and some derive from EOA management and operations. In the former category are three significant mis-matches between funding and need: 1) The Head Start program, which would have ranked third in the southeast, serves fewer than 5% (1,400) of the over 29,000 eligible children; 2) The absence of all but minimal transportation programs permeates each EOA program in negative ways: Access to programs is restricted to those who either live near an EOA Service Center, live on a MARTA line or have their own transportation (which is uncommon); Concentration of EOA clients in geographically accessible areas prevents isolated and impoverished potential clients

from, first, becoming aware of available services and, second, from participation; 3) Emergency Services resources are insufficient to contend with the crises which the majority working-poor population faced.

Problems which are only indirectly traceable to funding shortages are as follows: 1) Commodity Foods' clients were unaware of other EOA programs and services, but a significant proportion expressed needs for additional services; 2) Citizen Participation structures were over-represented by older women who have served for lengthy periods and underrepresented by younger men and women; 3) Citizen Participation structures engender a sense of effective and influential participation in too few of the active clients; 4) The New Start Drug Rehabilitation Program success rate was negatively affected by external administrative requirements to house non-program participants.

Churches, non-profit organizations, funding sources and business leaders were generally unfamiliar with the full range of EOA activities. Churches and non-profits were familiar with the particular programs in which their own clients were involved and generally unfamiliar with any other programs. Funding sources were usually only familiar with the particular components of EOA for which they provided funds. Business leaders were generally unfamiliar with EOA.

Unserved Eligible Households

Three distinguishable groups composed the unserved eligible population: 1) Approximately one-fifth have previously been but are

not presently involved with EOA; 2) One-half have heard of EOA but have no previous contact; 3) Nearly one-third are unaware of EOA.

The nearly one-fifth of the unserved eligible households who have previously (more than one year ago) been involved with EOA participated in a wide range of EOA programs, but emergency and commodity foods and assistance with paying utility bills accounted for over four-fifths of their contacts. They offered the following reasons for their breaks in contact: One-third (36.8%) no longer needed the services; cut from program (10.5%); was not contacted by EOA (14.0%); never reapplied (10.5%) and transportation problems (10.5%). The fact that 34.4% walked to EOA and that over one-quarter experienced difficulty in getting to EOA both describes a service pattern wherein proximity to an EOA facility is a determinant of whether or not service is received and re-emphasizes the need for more extensive transportation programs.

One-half of the unserved eligible population had heard of EOA and had some familiarity with the agency. The primary source of their knowledge of EOA was word-of-mouth -- i.e. friends, relatives and neighbors or EOA program participants. The most prevalent reason for not contacting EOA in these situations was that they did not know services were available (31.8%). Other reasons were not knowing how to contact EOA (11.4%), did not think of EOA (13.6%) and reluctant to seek any assistance (15.9%).

Thirty percent of the unserved eligible households were unaware of EOA. These largely elderly, primarily single-person households are isolated and unintegrated in their communities. They experience the

same proportion of financial crises and needs for emergency assistance as other poor people, but they are much less successful in obtaining help. Over one-third (38.5%) endured the emergency without seeking help; one-sixth had help from friends, relatives or neighbors. Inquiries regarding these households' level of political involvement indicate that they are not only isolated but alienated. Political knowledge is very low -- 93.2% were not aware of how many elected local legislators there were in their county; only 6.6% had belonged to a group which had contacted a politician and most thought poor people had very little or no power (or had no opinion) over local government decisions.

Funding Sources

Two groups of funding sources were interviewed. The first are representatives of governments and institutions which presently fund components of EOA's current programs. The second are influential foundation and corporate leaders who had been involved with EOA around the time of its inception but whose connections have become infrequent. Explanations for the lack of contact for the latter group ranged from "we never cross paths" to "retired from the Board" to "no role for me to play".

The second group expressed pride in their previous familiarity with EOA programs. Their knowledge of current programs was sparse.

The first group of funding source respondents were familiar with the particular program areas in which they themselves had administrative responsibility. They were able to cite objective evidence in support of their assessments of program success (client

caseloads, audits, monitoring visits, etc.). A majority (56.1%) were satisfied with EOA's performance. Slightly over one-third (36.1%) were both satisfied and not satisfied.

The group of presently involved funding sources displayed varying degrees of knowledge about the full range of EOA programs. There was a general lack of knowledge regarding pregnancy, child rearing and drug rehabilitation programs among this group.

Different perspectives of the levels of participation poor people should have in planning and implementing EOA programs were observed. The more remotely connected group believed poor people should have "a little" participation and the presently involved held that poor people should have "a lot."

Lack of adequate funding and lack of adequate public support were the two problem areas which a majority of both groups viewed as significant problems for EOA.

Churches and Non-Profit Organizations

Almost all of the churches and non-profit organizations (96.2%) characterized their relationship with EOA as "very favorable" or "favorable". All respondents from the churches and non-profit groups interviewed had worked with EOA during the past two years.

Most of this group of respondents use EOA services -- primarily referral services (88.6%) and all were either "satisfied" or "very satisfied" with EOA's response to their referrals.

The great majority of the churches or non-profit groups interviewed, while receiving EOA services and expressing

"satisfaction" for those services rendered, returned little to EOA in terms of mutually reinforcing activities, i.e. joint projects, provision of funds, proposal writing and shared equipment, facilities or staff. Most (91.4%) of the churches or non-profit groups interviewed had no response to what future mutually reinforcing activities could be, even though a majority (51.6%) saw their involvement with EOA as increasing in the future.

Churches and non-profits were not generally familiar with EOA program activities, yet they subscribe to and support EOA participatory structures. Eighty-five percent felt that low income people should have "a lot" of participation in planning and implementing EOA programs, while the remainder said they should have "some" power.

Only one-fifth of churches and non-profits could name two programs they felt important to the community. Only one respondent out of the thirty-five interviewed could name two EOA programs that they felt to be innovative.

At the same time, the churches and non-profits could not mention any new programs which EOA should operate but does not.

None of the interviewees knew of any problems with existing services. Less than ten percent of the interviewees felt funding, agency leadership or staff issues to be "very significant" problems for EOA. A lack of adequate funding was perceived to be a "significant" problem for EOA by a majority of the church and non-profit groups interviewed, however one-third (34%) did not know if funding was a very significant, a significant or not a significant problem for EOA.

Outside of funding issues, the great majority of church and non-profit interviewees perceived EOA's management and operations as "not significant" problems for EOA or they "did not know" if these issues represented problems.

HEAD START

Sample Socio-Economic Characteristics

Eighty-seven percent of the respondents answered the household income question. Income characteristics are described in Table 1.

Table 1

Household Income by Household Size

Income	Household Size							Total
	2	3	4	5	6	7	10	
\$ 1,000- 2,999		2						2
3,000- 4,999	1	6	1	1	2	1		12
5,000- 6,999		2	1		1			4
7,000- 8,999	2	1			1		1	5
9,000-10,999		1		2		1		4
11,000-14,999	1	5	2	1				9
15,000 or more			1	2				3
Total	4	17	5	6	4	2	1	39

The median household income is \$7,600 and the mean household size is 4.03.

Occupational characteristics of household heads are depicted in Table 2.

Table 2

Occupation of Household Heads

Occupation	Number
Homemaker	7
Nurse	1
Student	1
Clerk	2
Service worker	13
Babysitter	1
Fireman	1
Teacher	1
Laborer	1
Sales	1
Disabled	1
No occupation	8
Total	38

Eighty-nine (40 of 45) percent of the parents are black, 4 or 8.8% are white and one is Ethiopian.

Head Start families derived income from the sources shown in Table 3.

Table 3
Income Source

Income Source	Number	Percent
Employment	21	46.7
Unemployment compensation	1	2.2
Aid to Families with Dependent Children	27	60.0
Supplemental Social Security	3	6.7
Social Security	1	2.2
Government Pension	1	2.2
Alimony	1	2.2
Child Support	8	17.8
Other	1	2.2
Total	64	*

*Total is greater than 100% because the average household received income from 1.42 sources.

Community Perceptions

Overall assessments of the Head Start program showed a sizeable majority (68.9%) of the parents rating it 'very good' and the remaining 31.1% considering it 'good.' No one rated the program as 'poor.'

In general, parents of children enrolled in the Head Start program believe that the program has made substantial contributions to both their children's educational and social development. Table 4

describes how the parents rated the program on 7 dimensions of their children's development. For over 90 percent of the children, the program made a positive contribution (helpful or very helpful) on each of the 7 attributes of their growth. For a majority of the children, the program was rated as 'very helpful' on every dimension. For two-thirds of the children the program was rated 'very helpful' in terms of its contribution to their imagination and curiosity. According to the parents, the program was 'very helpful' for nearly two-thirds of the children in developing their ability to challenge ideas.

Table 4
Parents' Ratings of Head Start's
Contribution to Child's Personal and Social Development

Dimension of Development	Rating						N
	Very helpful		Helpful		Not helpful		
	Number	Percent	Number	Percent	Number	Percent	
Self-respect	34	59.0	22	38.0	1	1.8	57
Respect for others	30	51.7	27	46.6	1	1.7	58
Imagination	40	69.0	18	31.0	0	0.0	58
Curiosity	40	69.0	18	31.0	0	0.0	58
Persistence	28	47.9	21	36.0	3	5.1	53
Ability to challenge ideas	28	47.9	16	27.3	2	3.4	53
Discipline	28	47.9	23	39.7	1	1.7	53

Never did more than 3 parents believe that the program was not helpful on any dimension of their child's development and the mean number of parents holding this view was only 1.1 per dimension.

Since CSBG implementation in the early 80's, analyses of Head Start performance has been sporadic. However, compared to evaluations of Head Start programs conducted for the Community Services Administration during 1979-1981, EOA's Head Start program would rank third in the southeastern region (Georgia, Florida, North Carolina,

South Carolina, Tennessee, Kentucky, Alabama and Mississippi) on dimensions of development described in Table 4. While these evaluations are not strictly comparable, the comparison is indicative of the general high quality of the EOA Head Start program.¹

Similarly positive results were reported by parents in response to a series of questions regarding other specific attributes of the Head Start program. Table 5 describes these ratings. Over three-quarters of the parents 'strongly agreed' that the program had improved their children's ability to play with other children. Two out of three parents 'strongly agreed' that the program had helped their children develop a positive attitude towards learning. Over 90 percent of the parents perceived the program as having improved their children's skills in math and the alphabet.

Table 5
Parents' Ratings of Head Start's
Contribution to Child's Academic Development

Dimension	Rating						N
	Strongly Agree		Agree		Disagree		
	Number	Percent	Number	Percent	Number	Percent	
Helped develop a positive attitude towards learning	40	67.8	19	32.2	0	0.0	59
Improved alphabet skills	33	57.9	20	35.1	4	7.1	57
Improved math (numbers) skills	33	57.9	20	35.1	4	7.1	57
Improved ability to play with other children	44	75.9	12	20.7	2	3.4	58
Program sensitive to racial/ethnic background	18	41.9	22	51.2	3	7.0	43

The only dimension in which a majority of the parents did not 'strongly agree' with the program's contribution was its sensitivity to their children's racial, ethnic or bilingual background. Over 90 percent of the parents either 'strongly agreed' or 'agreed' that Head Start was sensitive to racial and/or ethnic backgrounds; however a majority were in the less demonstrably enthusiastic category of 'agree.'

In comparison to the earlier Community Services Administration analyses, EOA's Head Start program is well above average on the first four dimensions in Table 5. The program ranks 7th in the region on a composite basis, fifth on developing a positive attitude toward learning and seventh on improving reading skills.

One-third of parents had had the opportunity to observe one or more of their children in elementary school after the child completed the Head Start program. Over 80% of these parents believed that the program helped the child after they entered elementary school. Of these, 56.3% believed that the program had helped their child learn more or improve his or her grades.

Secondary attributes of the Head Start program -- i.e., meals and health care -- were also highly rated. Table 6 describes these findings. Specifically a majority of the parents strongly agreed that the health care attributes of the program were of benefit and nearly two-thirds of the parents agreed that the meals were good.

In addition to providing education, socialization, nutrition and health benefits to the children enrolled in the program, Head Start provides substantial secondary benefits to the parents of these children. Of the more than one-third (37.0%) of Head Start parents

who were either working or going to school, three-quarters (78.6%) attributed the opportunity to work or go to school to having their child in Head Start.

Table 6
Parents' Ratings of Health and
Nutrition Aspects of the Head Start Program

Dimension	Rating						N
	Strongly Agree		Agree		Disagree		
	Number	Percent	Number	Percent	Number	Percent	
Meals are good	14	32.6	28	65.1	1	2.3	43
Health care is of benefit	25	59.5	14	33.3	3	7.1	42

A majority of Head Start parents (57.7%) indicated that having their child in the program had had positive effects on their family lives. These effects ranged from more free time (51.4%), less tension around the home (29.7%), to more time to spend with other children (13.5%).

Parental involvement, as reflected in attendance at Head Start meetings, was high. Over two-thirds of the respondents (69.4%) attended meetings every two months (44.4% attended monthly). All of those who attended believed that community people could introduce their own topics for the meeting to consider and their assessments of the power community people held were positive: Two-fifths (42.4%) believe community people have "a lot" to say about what the program does; the same number see community people as having "some" power over what the agency does; only 15.2% believed community people had "very little" power. In a regional context, the EOA Head Start program would have ranked in the lower 40% on this attribute.

Parents were queried as to whether they had difficulties with the operation of the program. One-fifth (10 parents/21.7%) had had some difficulty. One-half of these complaints were transportation based. Either transportation was unavailable or inconveniently available. There were two allegations of discrimination (one racial and one with respect to a waiting list), two allegations of disorganized administration and one allegation of youthful inexperience in caring for a child.

Two-thirds of the parents rated the people who worked at the agency as 'very helpful' and the remaining one-third considered agency personnel as 'helpful.'

Nearly one-half of the respondents (47.8%) were aware of another family in their community who had a child who needed to be in the program but was not. Of these, only 45.5% had applied -- one too late and 9 who were on a waiting list. The remaining 11 were either ineligible or had not applied.

1. EOA achieved a composite score of 18.14 on the dimensions described in Table 1. The score was calculated on the basis of very helpful, helpful, and not helpful being equivalent to 3, 2 and 1, respectively. The mean score in the region was 17.58.

EMERGENCY SERVICES

Emergency services covers a broad array of programs and assistance, the initial contact for which is one of EOA's Neighborhood Service Centers (NSC). Generally (67.4% of the sample) the services involve an immediate crisis -- insufficient funds to pay an overdue rent bill, no food on the shelves, a burnout or no warm clothes for the children. Other contacts (32.6%) are made by people seeking jobs, housing, assistance with applications for AFDC, Food Stamps, etc.

In a response to this diverse array of requests for assistance, EOA plays several different roles. When EOA has a service or program that directly addresses the request, EOA attempts to provide that service. Some, but not all, of the Neighborhood Service Centers operate emergency food banks and emergency clothes programs. All of the NSC's operate commodity foods and fuel assistance programs. Job and employment requests are referred to EOA's central job development office. In these cases the role adopted by EOA is that of service provider.

In other cases EOA acts as a referral source. In some NSC's, rent assistance requests are referred to churches in the community which operate small emergency rent programs. At other NSC's, the only alternative for rent assistance is the Department of Family and Children's Services.

The third role adopted by EOA is social work. Requests which involve assistance in obtaining Food Stamps, educational programs and AFDC elicit the social work response.

Sample Socio-Economic Characteristics

Forty-six clients of various emergency services programs were interviewed. Table 1 describes their household size characteristics.

Table 1

Household Size

Household Size	Number	Percent
1 person	7	15.5
2 people	7	15.5
3 people	12	26.7
4 people	11	24.4
5 people	4	8.9
7 people	3	6.7
9 people	1	2.2
Total	45	100.0

Median 3.36

Table 2 describes household income.

Table 2

Household Income

Income	Number	Percent
\$3,000-\$4,999	11	37.9
\$5,000-\$6,999	7	24.1
\$7,000-\$8,999	3	10.3
\$9,000-\$10,999	5	17.1
\$13,000-\$14,999	1	3.4
\$15,000-\$19,999	2	6.9
Total	29	100.0

Median \$6,000

Table 3

Age of Householder

Age	Number	Percent
21-30	14	31.1
31-40	8	17.7
41-50	13	28.8
51-60	5	11.1
61-70	3	6.6
Over 70	2	4.4
Total	45	100.0

Median = 41.0 years

Householders ranged in age from the early 20's to over 70, but most were under 50 years old. Eighty percent of the householders were women and 20% were men. Doubling-up or the presence of more than one family occurred in 17.7% of the households. Only 15.6% of the householders were married. Thirty-one percent had never married and over one-half (51.1%) were widowed, divorced or separated. Table 4 describes sources of income for emergency services households.

Table 4

Income Source

Source	Number	Percent
Wages or Salaries	30	66.7
Self employment	2	4.4
Social Security	7	15.5
Supplemental Social Security	2	4.4
Aid to Families with Dependent Children	10	22.2
Alimony or Child Support	6	13.3
Unemployment Benefits	2	4.4
Workman's Compensation	1	2.2
Pensions	1	2.2
Food Stamps	15	33.3
Total	76	*

*Total is greater than 100% because the average household received income from 1.76 sources.

Over two-thirds (71.1%) of the households had some income from employment during the previous year. Unemployment, alimony or child support and social security or pensions accounted for another 35.5% of the households. Nearly one-half (48.9%) were currently employed. Of these, over one-third (36.4%) were employed part time. Forty percent were unemployed.

Occupations, shown in Table 5, reflected the marginal employment status disclosed by the income and employment data. For those with an occupation, service and unskilled labor accounted for two-thirds of the sample (66.7%). Most were service workers.

Table 5

Occupation of Household Head

Occupation	Number	Percent
Clerical/Office Work	2	5.6
Sales	2	5.6
Skilled Labor	3	8.3
Service Worker	21	58.3
Household Employment	4	11.1
Operative	1	2.8
Laborer	2	5.6
Housewife	1	2.8
Total	36	100.0

The sample was predominately (84.1%) black.

In summary, the emergency services sample is composed of low income, primarily young or middle-aged households with an average of 1.6 children/household. The predominately black householders are either employed in low paying jobs (over two-thirds worked during the previous year and one-half (48.9%) were currently employed) or, as subsequent data will show, unemployed and looking for work. One-

quarter (26.7%) owned their homes and the majority rented. Eighty percent of the households were headed by women.

Community Perceptions

Table 6 shows that one-third (36.6%) became aware of EOA's Emergency Services through friends, relatives or neighbors. One-quarter (24.4%) were referred by another community agency.

Table 6

Source of Initial Awareness of EOA

Source	Number	Percent
EOA	3	7.3
Other Community Agency	10	24.4
Church	2	4.9
Someone in Program	4	9.8
Media	1	2.4
Friends, Relatives, Neighbors	15	36.6
Other	6	14.4
Total	41	100.0

Nearly one-third (32.7%) of those contacting EOA were seeking help in finding work. A majority (52.7%) were trying to avert some type of financial crisis (utility payments, 21.8%; rent payments, 16.4%; emergency food, 12.7%, emergency clothes, 1.8%). The remainder (10.9%) were seeking assistance with home repairs, weatherization, medical care, food stamps or educational opportunities.

Table 7

Assistance Sought

Services	Number	Percent
Utility Payments	12	21.8
Medical Care	1	1.8
Housing	2	3.6
Rent	9	16.4
Home Repairs	1	1.8
Weatherization	2	3.6
Emergency Food	7	12.7
Emergency Clothing	1	1.8
Information on Educational Opportunities	1	1.8
Assistance in Obtaining Food Stamps	1	1.8
Employment	18	32.7
Total	55	100.0

Table 8 describes the responses to the requests cited in Table 7.

Table 8

Assistance Provided

Assistance Provided	Number	Percent
Utility Payments	8	14.5
Referred to Medical Care	1	1.8
Referred to Housing Authority, Housing Provided	0	0.0
Referred to Home Repair Provider	1	1.8
Referred to Weatherization Program	2	3.6
Rent Payment	4	7.3
Information/Referral to Other Social Services Program	2	3.6
Information/Referral to Educational Program	1	1.8
Assisted in Obtaining Food Stamps	1	1.8
Emergency Food	6	10.9
Emergency Clothing	1	1.8
Unable to Meet Clients' Needs	18	32.7
Services Not Provided Yet	3	3.5
Other	7	12.7
Total	55	100.0

The major area in which EOA was unable to help was requests for assistance in obtaining employment. Most of these requests were referred to EOA's central job development office, but there were no successful referrals in the sample.

There are multiple explanations for the partial success in responding to emergency and information and referral requests. First, federal support for "safety net" programs has been reduced significantly. Second, private and non-profit agencies have been unable to fill the gap. Rental assistance is an example of the latter situation. Most church sponsored programs cap their assistance at \$50, which falls short of solving many emergency rent situations.

Employment is a major problem for both the clients and for EOA. This group of clients operates at the margin of employability -- low skills are reflected in their occupations (Table 5). Variability in employment and underemployment are reflected in both the income, source of income and current employment status data (Tables 2, 4, pages 9 and 10).

In most of the cases where EOA provides services corresponding to the requests, service was provided. Utility payments were arranged in two-thirds (66.7%) of the cases, emergency food was provided in 85.7% of the cases, emergency clothing was provided to the household requesting it. Referrals were made in the cases where EOA did not operate a program -- specifically, rent assistance, home repair and weatherization. Assistance was given to the household that requested help in obtaining Food Stamps.

The fact that EOA was not able to assist in providing employment to any of the one-third of the sample who sought help disagrees with EOA program data which reports that 2,310 clients were referred to employment assistance and that, of these, 697 were placed during fiscal year 1987.

Respondents were queried regarding how many times they had contacted EOA during the past two years. For most (60.5%), the instance just described was the only time. The precariousness of the clients' financial situations is underscored by the fact that over one-quarter (30.2%) required help twice, and by the fact that 4 households had to return a third, fourth or fifth time for assistance.

Participants were generally satisfied with their treatment when they contacted EOA. Thirty percent were 'very pleased' and 58.7% were 'pleased.' The reasons for their displeasure were not disclosed by 3 of the 5 participants who were 'not pleased'.

Because transportation and transportation dependency is both a significant problem and issue in low income neighborhoods, respondents were queried as to their means of access to NSC's. The results are described in Table 9. The most frequent transportation mode is MARTA, which is used 34.0% of the time. Over one-quarter of the respondents either walk (26.4%) or drive themselves (28.3%). The remaining 11.3% arrange rides with friends, relatives or neighbors.

These data indicate that a client's location and transportation availability are determinants of whether or not they can acquire EOA services. For those not on MARTA lines, not close to a NSC or unable to walk and without access to a car, applying for service is not possible.

Table 9

Means of Access to
Neighborhood Service Center

Means	Number	Percent
Walk	14	26.4
Drive	15	28.3
Friend, Relative, Neighbor Drives	6	11.3
MARTA	18	34.0
Total	53	100.0

Almost all of the participants (95.5%) indicated NSC office hours were convenient and posed no problems. Two clients did indicate that they worked and had difficulty contacting EOA because the offices were not open after 5:00 P.M. While this is a small proportion of the sample, it is likely that it is not an accurate reflection of the magnitude of the population experiencing this difficulty. This is true because an indeterminate number of other potential clients were not able to arrange to visit EOA during work hours -- thus being excluded from both services and the sample.

A majority (52.9%) of those in emergency situations believed that EOA's program works well in emergencies. Table 10 describes these responses. But a substantial minority (47.1%) hold the opposite view. There are two likely explanations for this level of negative response. First, Tables 7 and 8 documented the lack of success of EOA's present jobs program. Second, Table 10 indicates that response time was a problem for 50.0% of those who did not believe the program worked well in emergency situations. This finding may be due to the nature of the particular emergency or the timing of the request for help -- i.e., an imminent eviction might not be forestallable, or it may be due to cumbersome application procedures. Further inquiry is warranted.

Table 10

Participants' Perceptions of EOA's
Emergency Service Program

Perception	Number	Percent
Program Works Well	18	100.0
Could Not Have Solved Problem Without EOA Assistance	5	27.8
Assistance Helped a Lot	5	27.8
Received Help Immediately	4	22.2
Agency Staff Were Helpful	2	11.1
Can Always Depend on EOA for Help	2	11.1
Program Does Not Work Well	16	100.0
Did Not Receive Help Quickly Enough	8	50.0
EOA Did Not Have Staff Resources to Help	4	25.0
EOA Staff Do Not Know Enough About Other Programs	1	6.3
Other	3	18.8

A third perspective on the functioning of the program was obtained by asking if participants had had difficulties with the operation of the program. One-quarter (26.1%) did have some problem. Response time was cited by one-half of these respondents. The other one-half complained that EOA was not responsive to their particular problem or that EOA did not have the staff or resources to provide help. The latter situation is partially due to the federal

dismantling of emergency assistance programs, but it is also partially due to the absence of either community responses (i.e. some areas have churches which can help with rent and some do not) or to the absence of active NSC programs (food and clothing banks do not exist at all centers) in some areas.

Two additional perspectives were elicited from the participants. An overall rating of the program is described in Table 11. A majority rated the program as either "very good" (28.6%) or "good" (57.1%). More favorable proportions were obtained from queries regarding the helpfulness of agency staff (Table 12).

Table 11

Program Participants' Rating
of Overall Program

Rating	Number	Percent
Very Good	12	28.6
Good	24	57.1
Poor	6	14.3
Total	42	100.0

Table 12

Program Participants'
Perceptions of EOA Staff

Perception	Number	Percent
Very Helpful	15	34.9
Helpful	27	62.8
Not Helpful	1	2.3
Total	43	100.0

Thus, the substance problem areas identified earlier (the employment program, transportation and location problems, response time and unavailable services) and not the staff are the areas where

improvement should be sought.

Involvement in the citizen participation part of EOA's structure by emergency services clients was weak. Only five of 46 had attended meetings or participated in agency affairs. This proportion is too small to analyze separately. What can be said is that, while the emergency services clients are a difficult group from which to elicit active members in EOA's participatory structure due to the crises these households are facing, some of the socio-economic characteristics of these households describe a group of potential participants which could broaden the representativeness of that structure. Specifically, younger black women and households with children, who are underrepresented in the participatory structure, should be recruited.

The general level of political activity of this group of clients indicates that recruitment will be difficult, however. Only 29.5% voted in the last county election and only 13.1% believe low income people have "a lot" to say about what the County Commission does (one-half (50.0%) believe low income people have "very little" power). Nevertheless, there are some members of this group who could help to broaden the base of the participatory structure.

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DRUG REHABILITATION

The New Start drug rehabilitation program is a residential care and treatment facility which has been in operation since 1984. The New Start program has a capacity of twenty-five individuals and had a 15 client capacity for a six month period in 1986 after being temporarily closed in 1985. Since its inception, the program has treated 156 persons for various types of drug dependencies.

Measurement of perceptions of EOA and the New Start program by interviewing current and former participants in the program -- as was done in all other program areas -- was determined to be an inadequate methodological approach for this program. There were two reasons for this conclusion. First, contact with former participants would have been limited to a small group (15-35 persons) with whom the program administrators had been able to maintain contact. This group was both too small and too likely to be biased in the direction of successful treatment to be a reliable sample. Second, present program participants are in various stages of adjustment to treatment and are, therefore, unable to objectively assess the results of the program.

Consequently, and with the cooperation of the program administrators, it was decided to construct a methodology based on analyses of participant administrative and treatment files. This approach was determined to be both free of the bias and sampling problems associated with the interview approach and, further, the program administrators concluded that it would provide them with a useful, systemic view of the flow of clients through the program.

Sample Socio-Economic Characteristics

Since its inception, New Start has treated 156 clients. Tables 1 through 8 describe the socio-economic characteristics of this population. Participants are young, with a median age of 27.7 and none are over 40 (Table 1). They are poor. As measured by individual income, 86.0% had no income and only two had incomes over \$7,500. Because they are primarily single, family incomes are nearly the same as individual incomes -- in both cases the median is \$0 and only 19.5% report any family income at all (Table 3).

In contrast to their financial status, their educational status is higher than the City's: More than one-half have completed 12 years of school (Table 4).

Most are men, though 39.1% are women (Table 5). Most are black, though 41.0% are white (Table 6). Over 88% are single -- 57.7% have never married and the remainder are divorced, separated or widowed (Table 7). Only 11.5% are married.

Occupations and employment status reflect the income and not the educational characteristics. Over one-half (53.2%) report no occupation and most (82.6%) report no job. Only 12.2% were working full time when they were admitted to the program.

Referral sources cover a broad range, but four sources account for 86.5% of the referrals. The courts send over one-half (50.6%), self-referrals account for one-eighth (17.9%), DHR mental health programs refer one in ten (10.3%) and family and/or friends refer 7.7% (Table 8).

One-half of the participants enter voluntarily and one-half are committed under the impetus of the court system (Table 9).

Table 1

Age Upon Entry Into Program

Age	Number	Percent
16-20	11	7.1
21-25	35	22.4
26-30	59	37.8
31-35	36	23.1
36-40	15	9.6
Total	156	100.0
Median	27.7 years	

Table 2

Individual Income

Income	Number	Percent
0	123	86.0
1- 5,000	18	12.6
5,001- 7,500	0	0
7,501-10,000	1	0.7
10,001-12,500	1	0.7
Total	143	100.0
Median	\$0	

Table 3

Family Income

Income	Number	Percent
No Income	98	79.7
0- 5,000	19	15.5
5,001- 7,500	2	1.6
7,501-10,000	3	2.4
10,001-12,500	1	0.01
Total	123	100.0
Median	\$0	

Table 4

Years of Education

Years of Education	Number	Percent
8	6	3.8
9	15	9.6
10	13	8.3
11	25	16.0
12	64	41.0
13	31	19.9
14	1	.6
15	1	.6
Total	156	100.0
Median	12.3 years	

Table 5

Clients' Sex

Sex	Number	Percent
Male	95	60.9
Female	61	39.1
Total	156	100.0

Table 6

Clients' Race

Race	Number	Percent
White	64	41.0
Black	92	59.0
Total	156	100.0

Table 7

Clients' Marital Status

Marital Status	Number	Percent
Married	18	11.5
Separated	18	11.5
Divorced	29	18.6
Widowed	1	0.6
Never Married	90	57.7
Total	156	100.0

Table 8

Source of Referral

Source of Referral	Number	Percent
Self	28	17.9
Family or Friend	12	7.7
Clergy	1	0.6
Private Practice Mental Health Professional	1	0.6
Non-Psychiatric Physician	2	1.3
State Mental Hospital	2	1.3
Div. of M.H./M.R. Community Programs	16	10.3
Private Psychiatric Facility	2	1.3
Div. of Physical Health	1	0.6
Div. of Social Services	1	0.6
Other Court/Law/Corrections Agency	79	50.6
Private Social or Community Agency	2	1.3
Other Medical Facility	4	2.6
Other	5	3.2
Total	156	100.0

Table 9

Commitment Type

Commitment Type	Number	Percent
Voluntary	79	50.6
Court Diversion	54	34.6
Pretrial Diversion	1	0.6
Civil Probation	17	10.9
Civil Commitment	1	0.6
Prison Release	4	2.6
Total	156	100.0

Drug Usage

Most of the clients, despite their relative youth, have used drugs for several years. The median number of years is 5.0 (Table 10).

Table 10

Number of Years on Drugs

Number of Years on Drugs	Number	Percent
1	7	4.5
2	15	9.6
3	12	7.7
4	17	10.9
5	28	17.9
6	21	13.5
7	6	3.8
8	5	3.2
9	4	2.6
10	15	9.6
11-15	17	10.9
16-20	8	5.1
20+	1	0.6
Total	156	100.0

Median = 5.0 years

Table 11

Types of Drugs Used

Type of Drug	Number of Respondents	Percent of Respondents
Cocaine	127	81.4
Marijuana	90	52.7
Alcohol	65	41.7
Amphetamines	51	32.7
Heroin	43	27.6
Hallucinogens	7	4.5
Other	1	0.6
Total	156	100.0

Four of five (81.4%) of the clients used cocaine, one-half (52.7%) used marijuana, two in five were involved with alcohol, one-third (32.7%) used amphetamines, heroin was used by one-quarter (27.6%) and hallucinogens and other drugs were used by 4.5% and 0.6%, respectively. Forty-one percent are intravenous drug users and 59.0% are not.

Treatment Outcomes

There are five perspectives on the results of the program's treatment: (1) Length of stay; (2) Need for future treatment or services at discharge; (3) Reason for termination/discharge; (4) Agency to which client referred at termination/discharge; (5) Staff assessment of treatment outcomes. Table 12 describes the first of these indices.

Table 12

Length of Stay in Months

Length of Stay	Number	Percent
1	50	32.1
2	39	25.0
3	23	14.7
4	12	7.7
5	10	6.4
6	2	1.3
6+	20	12.8
Total	156	100%
Median	1.72 months	

Staff assessments that the first two months of treatment are the most difficult for the clients are corroborated by the length of time clients remain in the program. More than one-half (57.1%) depart the program by the end of the second month. Another one-seventh (14.7%) leave during the third month. Once a client has passed the third month, the likelihood that he/she will remain to the end of the treatment improves substantially. Of the 44 clients who accomplished three months of treatment, one-half (50.0%) remained for the full 6 month program. Unfortunately this group composed only 14.1% of those who began the program.

This data should be interpreted with caution, because the New Start program initially was required to service clients who were not enrolled in the full six month program. Additionally, the New Start facility capacity of 25 clients was in a six month period in 1985 cut to a fifteen person capacity. Thus, an indeterminate proportion of the early departures reflect clients who were not intending to complete the full treatment program and those 22 clients who stayed for six months provided a stable client population in a facility with a modest client capacity.

Table 13 describes the staff's assessment of departing clients' needs for future services.

Table 13

Need for Future Services
at Departure

Need for Services	Number	Percent
Support Group	73	52.1
Outpatient	38	27.1
Inpatient	22	15.7
Other	7	5.0
Total	140	100.0

Of the 140 program participants for whom these assessments were made, all required some form of future treatment. Most (52.1%) were seen as needing structured support groups; one-quarter (27.1%) required outpatient treatment; nearly one-sixth (15.7%) required inpatient treatment.

Table 14

Reason for Termination/Discharge

Reason	Number	Percent
Client Withdrew from Treatment/No Reason Given/Lost to Follow Up	102	72.3
Administrative Discharge or Medical Disqualification	19	13.5
Treatment Completed/No Follow Up Needed	5	3.5
Treatment Completed/Follow Up Needed	1	0.7
Further Treatment Needed/Referred to Program in Ga.	3	2.1
Other Discontinuation by Client	11	7.8
Total	141	100.0

Three and one-half percent of those entering the program completed the treatment and required no further follow-up. An additional client completed the program but required further follow-up.

Most of the terminations withdrew themselves and were not discharged by staff (80.1%). The staff administratively discharged or medically disqualified 13.5% of the clients. Three clients were referred to another program in Georgia.

Table 15 describes the agencies to which clients were referred at termination/discharge.

Table 15

Agencies to Which Clients Referred
at Termination/Discharge

Agency	Number	Percent
Not Referred	75	53.6
Court/Law/Corrections	6	4.3
DHR Division of Social Services	5	3.6
DHR Division of Mental Health/ Mental Retardation Community Program	2	1.4
Nursing Home	1	0.7
Other Medical Facility	3	2.1
Other	48	34.2
Total	140	100.0

With over four in five clients withdrawing themselves from the program, it is not surprising that only 12.1% of the clients were referred to other institutions.

Table 16

Staff Assessments of
Treatment Outcome

Assessment	Number	Percent
Much Improved	16	11.3
Some Improvement	68	48.2
Unchanged	55	39.0
Other	2	1.4
Total	141	100.0

Staff assessments of treatment outcomes are presented in Table 16. The small proportion of clients who were 'much improved' is consistent with the large early departure rate and the small number of participants who complete the program. The staff observe some improvement in nearly one-half (48.2%) of the clients, but the fact that over four-fifths (80.1%) terminate prior to completion reflects both the intractability of the problem and the transitory nature of 'some improvement' in the client's condition.

Tables 17-24 disaggregate the data presented earlier by reason for termination or discharge. Unfortunately, the small number of clients completing the program limits the value of this search for attributes which might predict program success.

There are, however, anomalies in the data which may be useful to program administration. Given the facts that the data is skewed toward early departures and incomplete treatment, these observations should be viewed as hypotheses for further testing and not as conclusions.

Table 11 indicates that 81.4% of the clients used cocaine. The small group who successfully completed the program was composed of 80.0% cocaine users, but 83.3% of those who withdrew and were lost to follow-up also used cocaine.

Of the 7 clients who used hallucinogens, 6 withdrew and were lost to follow-up.

Table 17

Types of Drugs Used by Reason
for Termination/Discharge

Reason for Termination/ Discharge	Type of Drugs						Total
	Cocaine	Heroin	Alcohol	Amphetamines	Hallucinogens	Marijuana	
Treatment Completed/ No Follow-Up Needed	4	2	1			4	5
Treatment Completed/ Follow-Up Needed	1	1					1
Further Treatment Needed/ Referred to Another Program in Georgia	2		2	1		3	3
Administrative Discharge or Medical Disqualification	12	5	11	6	1	9	19
Client Withdrew/No Reason Given/Lost to Follow-Up	85	28	42	31	6	59	102
Other Discontinuation by Client	9	4	2	6		6	11
Total	113	40	58	44	7	81	141

Table 18 compares staff assessments with the reasons for termination or discharge. Three facts emerge. First, all of those who completed the program and did not need further treatment were accurately assessed as 'much improved.' Second, there were a total of 9 other clients who the staff believed were much improved who withdrew themselves from the program. The question raised by this data is whether there were some clients in this group which had conquered their dependencies. Third, 60 clients were viewed as making some improvement. Almost all of these clients (58/60) withdrew themselves or were administratively discharged. Assuming the staff assessments were not overly optimistic, the data suggests a range of possible phenomena from premature client confidence in the treatment program to sudden reversals in client commitments to treatment. Staff will be better able to interpret these data, but the convergence of an assessment of 'some improvement' with client withdrawals and administrative discharges implies the potential for improving the treatment program.

Table 19 suggests that the youngest (16-20 years old) and the oldest (36-40 years old) have lower success rates. Again, caution is urged because the samples are very small -- both in terms of clients completing the program and in terms of the number of observations in these two age groups.

Table 20 implies that shorter previous drug histories are associated with success -- however shorter histories do not predict success because, of those using drugs for 6 years or less, only 7.6% could be judged to have been released after completing the program.

Table 18

Treatment Outcome by Reason
for Termination/Discharge

Reason for Termination/ Discharge	Treatment Outcome			Total
	Much Improved	Some Improvement	Unchanged	
Treatment Completed/ No Follow- Up Needed	5			5
Treatment Completed/ Follow-Up Needed	1			1
Further Treatment Needed/ Referred to Another Program in Georgia	1	2		3
Administrative Discharge or Medical Dis- Qualification		15	4	19
Client Withdrew/ No Reason Given/ Lost to Follow- Up	9	43	49	101
Total	16	60	53	129

Table 19

Client Age by Reason for
Termination/Discharge

Reason for Termination/ Discharge	Client Age					Total
	16-20	21-25	26-30	31-35	36-40	
Treatment Completed No Follow- Up Needed		2	2	1		5
Treatment Completed/ Follow-Up Needed					1	1
Further Treatment Needed/ Referred to Another Program in Georgia	1		1		1	3
Administrative Discharge or Medical Dis- qualification	2	2	7	6	2	19
Client Withdrew/ No Reason Given/ Lost to Follow- Up	7	23	38	23	11	102
Other Discon- tinuation by Client		4	3	4		11
Total	10	31	51	35	14	141

Table 20

Number of Years on Drugs by
Reason for Termination/Discharge

	Number of Years on Drugs													Total
	1	2	3	4	5	6	7	8	9	10	11-15	16-20	20+	
Treatment Completed No Follow-Up Needed			1	3	1									5
Treatment Completed/ Follow-Up Needed						1								1
Further Treatment Needed/ Referred to Another Program in Georgia						1		1			1			3
Administrative Dis- charge or Medical Disquali- fication	1	4	1	1	5	2	2			1	2			19
Client With- drew/No Reason Given/ Lost to Follow-Up	2	8	10	12	18	15	1	3	2	13	10	7	1	102
Other Dis- continuation by Client		1		1	3	2	2				2			
Total	3	13	12	16	27	21	5	4	2	14	14	11		141

Table 21 recasts the data presented in Table 12. The same pattern of high early departures is observed. Successful treatment required stays of four or more months.

Table 21

Length of Stay by Reason
for Termination/Discharge

	Length of Stay in Months							Total
	One	Two	Three	Four	Five	Six	More than Six	
Treatment Completed No Follow-Up Needed				1	1		3	5
Treatment Completed/ Follow-Up Needed					1			1
Further Treatment Needed/ Referred to Another Program in Georgia	1		1	1				3
Administra- tive Dis- charge or Medical Disquali- fication	4	3	4	2	2	1	3	19
Client Withdrew/ No Reason Given/Lost to Follow- Up	39	30	14	7	2	1	9	102
Other Dis- continua- tion by Client	5	2			3		1	11
Total	49	35	19	11	9	2	16	141

Table 22 disaggregates the data by source of referral. Court and other corrections referrals did not preclude success, but nearly one-half of those who withdrew were referred by the criminal justice system.

Table 22

Source of Referral by
Reason for Termination/Discharge

	Source of Referral												
	Self	Family/ Friend	Priv. M.H. Prof. Cons.	Non Psych. Phys.	State Ment. Hosp.	DHR/ Div. M.H.	Priv. Psyc. Fac.	DHR Div. Phys.Health	DHR Div. Soc. Ser.	Court/Law Corr.Agency	Priv. Soc. Comm. Agency	Other Med. Fac.	Total
Treatment Completed No Follow-Up Needed	1									3		1	5
Treatment Completed/ Follow-Up Needed											1		1
Further Treatment Needed/ Referred to Another Program in Georgia	1						1			1			3
Administrative Discharge or Medical Disqualification	4		1			3				10		1	19
Client Withdrew/ No Reason Given/Lost to Follow-Up	19	10		2	2	12		1	1	47	1	3	98
Other Discontinuation by Client	1	1				1		1		7			11
Total	26	11	1	2	2	16	1	2	1	68	2	5	137

Table 23 implies that readmission to New Start may be associated with success. One-third of the clients in this category were released -- two without the need for further treatment.

Table 23

Admission Type by Reason
for Termination/Discharge

	Length of Stay in Months			Total
	First Admission to Service in Georgia	Readmission: First Admission to New Start	Readmission to New Start	
Treatment Completed No Follow-Up Needed	2		2	4
Treatment Completed/ Follow-Up Needed	1			1
Further Treatment Needed/ Referred to Another Program in Georgia			3	3
Administrative Discharge or Medical Disqualification	10	8	1	19
Client Withdrew/ No Reason Given/ Lost to Follow-Up	38	56	6	100
Other Discontinuation by Client	2	6	3	11
Total	53	70	13	138

Finally, Table 24 indicates no consistent pattern between voluntary and other types of commitments.

Table 24

Reason for Termination/Discharge
by Commitment Type

	Commitment Type						Total
	Voluntary	Court Diver- sion	Pretrial Diver- sion	Civil Proba- tion	Civil Commit- ment	Prison Release	
Treatment Completed No Follow- Up Needed	1	2		1	1		5
Treatment Completed/ Follow-Up Needed	1						1
Further Treatment Needed/ Referred to Another Program in Georgia	1	1		1			3
Administra- tive Dis- charge or Medical Disquali- fication	6	8		5			19
Client Withdrew/ No Reason Given/Lost to Follow- Up	58	31	1	9		3	102
Other Discon- tinuation by Client	4	5		1		1	11
Total	71	47	1	17	1	4	141

COMMODITY FOODS

The periodic distribution of surplus food commodities, cheese, butter, honey and certain dry goods to large numbers of low income persons is an EOA social service administered through the Neighborhood Service Centers. Forty-seven (47) current or recent recipients of commodity foods were interviewed from client rosters taken from each center.

Sample Socio-economic Characteristics

Most (91.5%) of the recipients interviewed were unemployed. Seventy-five percent (75.0%) of those employed worked part time. Twenty-three percent (23.4%) of the recipients who were not working responded "unemployed" to questions of employment status. Table 1 defines the most recent or current employment histories of the commodity food recipients interviewed. The great majority had work histories which were in low skill level occupations.

Table 1

Occupation of Household Head

Occupation	Number	Percent
Professional/Technical	2	4.2
Managerial/Administrative	1	2.1
Clerical/Office work	1	2.1
Craftsman/Skilled labor	1	2.1
Service Worker	9	19.1
Household employment	11	23.4
Laborer	3	6.4
Housewife	12	25.5
Operative	1	2.1
None	1	2.1
Other	5	10.6
Total	47	100.0

The large majority of the respondent Commodity Food recipients receive a fixed income of less than \$5,000 per year. Table 2 defines the income ranges of recipients interviewed.

Table 2
Household Income

Income	Number	Percent
Less than \$1000	1	2.7
\$1000 to \$2999	1	2.7
\$3000 to \$4999	25	67.6
\$5000 to \$6999	5	13.5
\$7000 to \$8999	2	5.4
\$9000 to \$10,999	3	8.1
Total	37	

Median: \$4,360

One interviewee reported an income of over \$11,000 and one-fifth (21.3%) of those sampled either did not know or did not reveal their income.

Most of the respondents receive public benefits or pensions other than wages and salaries. Table 3 describes household income sources during the past year.

The great majority of the commodity Food recipients interviewed were women (93.6%) who headed their households (89.4%). Respondents were sixty-seven percent (66.7%)^{*} black and thirty-three percent (33.3%) white. No other races or national origins were revealed in the sample.

The majority of interview respondents were over sixty years of age and fifty percent (50.0%) were widowed. Tables 4 and 5 define the marital status and age ranges of the Commodity Food recipients.

Table 3
Sources of Income

Income Source	Number	Percent
Wages and Salaries	6	12.8
Social Security	30	63.8
Supplemental Social Security	8	17.0
Aid to Families with Dependent Children	8	17.0
Veteran's benefits	4	8.5
Workman's Compensation	1	2.1
Pensions and Disability Payments from Private or Government employers	5	10.6
Food Stamps	16	34.0
Other	1	2.1
Total	79	*

*Total is greater than 100% because the average household received income from 1.68 sources.

Table 4
Marital Status

Marital Status	Number	Percent
Widowed	23	50.0
Divorced	9	19.6
Separated	3	6.5
Never married	5	10.9
Now married	6	13.0
Total	46	100%

Table 5
Age of Householder

Age of Householder	Number	Percent
Less than 20	0	0
21-30	5	11.1
31-40	5	11.1
41-50	6	13.3
51-60	3	6.7
61-70	12	26.7
Over 70	14	31.1
Total	45	100%

Family household information revealed by the sampling of Commodity Food recipients indicates that 87.2% are renters, 66.7% have no children under 17 years of age, 72.3% are one or two person households and 54.3% live in households where one or two persons are over 60 years old. Table 6 defines household sizes sampled and Table 7 family size by age group. Significantly a great majority (66.7%) of these respondent households had no children.

Table 6

Family Size

Persons	Number	Percent
One person	22	46.8
2 people	12	25.6
3 people	5	10.6
4 people	4	8.5
5 people	--	--
6 people	2	4.3
7 people	2	4.3
Total	47	100.0

Mean: 2.19

Table 7

Family Size by Age of Family Members

Persons	Ages 18-60		Age over 60		Age under 17	
	Number	Percent	Number	Percent	Number	Percent
One person	18	39	19	41	4	9
2 people	6	13	6	13	6	13
3 people	1	2			1	2
4 people					1	2
5 people					3	7
None	19	41	21	46	30	65
Don't know	2	4			1	2
Total	46	100	46	100	46	100

Community Perceptions

Ninety-six percent (95.7) of the clients had a 'good' or 'very good' opinion of the Commodity Foods Program in general. Ninety-two percent (91.5%) of the clients interviewed were either 'pleased' or 'very pleased' with how the EOA treated them when they applied for Commodity Foods. Eighty-seven percent (87.2%) had no difficulties with the way EOA runs the Commodity Foods program. Of the eleven percent who did have difficulties with the way EOA operates the program, their complaints were focused on the food not being plentiful enough or fresh. Only four respondents found EOA staff to be unpleasant or the site poorly run.

Ninety percent (89.1%) of the respondents felt EOA staff at the Neighborhood Service Centers to be 'helpful' or 'very helpful' with 54.3% describing staff as 'very helpful'. When asked what kinds of changes they would make if they were in charge of the program, only one of the interviewees would try to improve the EOA staff who manage the program.

Commodity Food clients interviewed learned about the program primarily from friends, relatives, neighbors or someone in the program (49.1%). None of the respondents had learned about it through churches and only 10.5% became aware of the program through the media. Seventeen percent (17.5%) of the sampled recipients learned of the Commodity Foods program through EOA and another 14.0% were informed through other community agencies.

Survey respondents reported that they were served within a reasonable period of time by the program once they applied. Over three-quarters (77.7%) qualified in a period of less than a month, while 23.4% did not know or could not recall. Most of the clients interviewed use a Neighborhood Service Center location to receive commodity foods (89.3%), have used only one site (87.2%) and find the EOA office hours convenient (89.1%).

Sixty-eight percent (68.2%) of the Commodity Food Program clients interviewed felt that the program had a direct effect on their health. Table 8 defines the types of improvements clients felt are the result of Commodity Foods assistance.

Table 8

Perceived Benefits of Commodity Foods Program

Benefit	Number	Percent
More energy	19	40.4
Made me feel better/healthier	24	51.1
Less illness	3	6.4
Helped me get over illness	1	2.1
Provides social outlet	1	2.1
Not so lonely/depressed	1	2.1
Other	4	8.5
Total	53	100.0

Ninety-six percent (95.7%) of these clients felt the food provided tasted "good" or "very good" and 93.6% felt the food to be nutritious.

Saving money through participation in the Commodity Foods Program did not appear to be a significant issue for the clients in the sample. Table 9 defines responses to the question of how much money clients think that they saved monthly through the Commodity Foods Program.

Table 9

Client Perceptions of Monthly Savings
Through Commodity Food Program Participation

Savings	Number	Percent
None	4	16.7
\$1 to \$5	7	29.2
\$6 to \$10	4	16.7
\$11 to \$15	1	4.2
\$16 to \$20	4	16.7
\$21 to \$25	1	4.2
\$26 or more	3	12.5
Don't know	22	
Total	46	100

Over one half (54.6%) of the clients interviewed have participated in the Commodity Foods Program for over a year (length of participation is defined in Table 10) and 40.4% of these clients walk to the Neighborhood Service Center where they receive the commodity food. Almost one-half of the clients interviewed (45.7%) spent ten minutes or less getting to the Center, and 87.0% spent less than twenty minutes getting to the Service Center distribution site.

Table 10

Length of Participation in the
Commodity Foods Program

Length of time	Number	Percent
One month	1	2.3
Two months	3	6.8
Three months	2	4.5
Four months	3	6.8
Five months	2	4.5
Six months	1	2.3
Seven months	2	4.5
One year	6	13.6
One to two years	9	20.5
Two to three years	7	15.9
Three years or more	8	18.2
Total	44	100.0

Few of the clients interviewed (10.6%) use public transportation to get to the distribution sites. The methods by which clients get to the sites (Table 11) and the amount of time it takes clients to get to the site and client perceptions that they have no difficulties in getting to the sites (85.0%), imply that clients who participate live in close proximity to the distribution sites and conversely eligible households who do not live close to distribution sites may be unserved for reasons of access and lack of adequate transportation.

Table 11

Means of Access to the Distribution Site

<u>Means</u>	<u>Number</u>	<u>Percent</u>
Walk	19	40.4
Drive myself	10	21.3
A friend, relative or neighbor drives me	14	29.8
EOA transportation	1	2.1
Public transportation	5	10.6
Taxi	0	0
Other	7	14.9
<u>Total</u>	<u>56*</u>	<u>*</u>

*Some clients used more than one method.

CLIENT AWARENESS OF OTHER EOA PROGRAMS

Almost half (42.6%) of the clients interviewed did not know of or were unable to mention other available EOA programs. When asked if there are any services offered by EOA that they need but are unable to get, almost one-third (31.2%) responded yes. Table 12 defines those services that the clients interviewed perceived to be unavailable.

Table 12

Perceptions of Unavailable Services

Service	Number	Percent
Assistance paying utility or heating bills	4	21.1
Transportation to doctor	2	10.6
Transportation to shipping	1	5.3
Transportation - general	1	5.3
Assistance paying rent	4	21.1
Weatherization	1	5.3
Information on other social services	2	10.6
Financial assistance - general	1	5.3
Child care	1	5.3
More social contacts	1	5.3
Other	1	5.3
Total	19	100

When asked why they have not been able to get these services, 33.3% felt that EOA did not have the program or service, 16.7% had not applied, 8.3% were on a waiting list, 8.3% felt that they were not eligible and 33.3% did not know.

Eighty-nine percent (89.4%) of the clients sampled had not attended EOA community meetings of any sort and none had ever participated on agency or program committees. Clients interviewed also did not vote in local elections to a large degree (51.1%) and 41.7% of those non-voting clients were not registered.

Correspondingly, clients interviewed felt that they had little to say about EOA policy. Only 20.0% of the clients interviewed felt that low-income people have "a lot" to say about what EOA does. The rest felt that they had "very little" or "nothing" to say, or didn't know. Similar response rates from clients defined their perceived influence on County Commissioners. Only 15.8% of these clients felt that they

had 'a lot' of influence.

The lack of transportation was frequently cited by clients as a major reason for not voting (50.0%) but less so for their non participation in EOA committee or council meetings (12.8%). This is because over half (53.2%) of these non participants in EOA committees or meetings did not know or were not aware of EOA community meetings.

Clients interviewed were only moderately hopeful that their economic situation would improve in the future. None felt that their economic situation would improve "a lot" in the next three years, 40.0% thought it would 'improve some', 20.0% felt that it would 'stay the same' and 40.0% did not know.

ELDERLY NUTRITION

The EOA senior citizen nutrition program provides meals to qualified elderly clients at five meal sites. Forty-one clients who currently participate in the Elderly Nutrition Program were interviewed from rosters taken from all five senior meal sites.

Sample Socio-Economic Characteristics

Seniors who were interviewed reported a very high degree of satisfaction with the Nutrition Program. All of the clients interviewed were pleased with the manner in which they were treated when they first applied to the program, and 69.2% of these were "very pleased." A very high proportion of these participants had been involved with the program for a considerable period of time. Seventy-two percent (72.5%) had participated for three years or more, 2.5% had participated for one to two years and the remainder had entered the program within the past year.

Fifty-five percent (55.0%) of the clients interviewed were over seventy years of age, 38.5% were between 61 and 70 years of age and 7.5% were under 60 years old. Table 1 defines the sources of household income for these clients.

Table 1
Sources of Income

Income Source	Number	Percent
Wages and Salaries	10	24.4
Income for self-employment	1	2.4
Social Security	38	92.7
Supplemental Social Security	9	22.0
Veteran's Disability Benefits	1	2.4
Private or Government Pensions	2	4.9
Food Stamps	1	2.4
Total	62	*

*Total is greater than 100% because the average household received income from 1.51 sources.

Household income levels for the recipients interviewed were at higher levels than for clients interviewed in other EOA programs and indicate that the senior participants are not totally dependent on Social Security, although 92.7% receive Social Security benefits. Corresponding to the higher income levels, the great majority of the seniors interviewed owned their homes (68.3%). Table 2 defines the income ranges of the seniors interviewed.

Table 2

Household Income

Income	Number	Percent
\$3,000-\$4,999	10	40.0
\$5,000-\$6,999	5	20.0
\$7,000-\$8,999	5	20.0
\$11,000-\$12,999	2	8.0
\$13,000-\$14,999	3	12.0
Total	25	100.0
Median = \$6,000		

Thirty-four percent (34.1%) of the seniors interviewed did not know or wished not to reveal their income. Two clients interviewed had incomes of over \$20,000 a year. Skill levels reported from the seniors' most recent work history are modest or low. Table 3 describes most recent occupation categories.

A high proportion of the seniors interviewed are currently married (26.8%), with widowed clients making up the majority at 58.5%. Seven percent (7.3%) of the clients were divorced or separated and the remainder were never married.

Table 3

Occupation of Household Head

Occupation	Number	Percent
Professional/Technical	1	2.8
Managerial/Administrative	0	0.0
Clerical/Office Work	1	2.8
Sales	1	2.8
Craftsman/Skilled labor	1	2.8
Service worker	3	8.3
Farmer/Farm worker	1	2.8
Household employment	11	30.6
Operative	3	8.3
Laborer	6	16.7
None	2	5.6

The great majority of Senior Nutrition interviewees were the head of their household (73.2%), and 68.3% were female headed. Table 4 defines the household sizes for respondent seniors. Table 5 defines age ranges by household size.

Table 4

Family Size

Persons	Senior Family Size	
	Number	Percent
One person	15	37.5
2 people	17	42.5
3 people	5	12.5
4 people	3	7.5
Total	40	100.0

Mean Family Size = 1.9

Table 5

Family Size by Age

Persons	Ages under 17		Ages 18-60		Ages over 60	
	Number	Percent	Number	Percent	Number	Percent
1	4	10.0	4	10.0	19	47.5
2			4	10.0	17	42.5
3			2	5.0	1	2.5
None	36	90.0	30	75.0	3	7.5

A significant proportion of seniors interviewed live in households with more than one family (24.4%); any non-relative or relative outside of the nuclear family was counted as a second family. This may be attributed in large part to the high levels of home ownership and the related capacity of these clients to live with and to be taken care of by extended family members or unrelated individuals as well as to gain rental income.

Community Perceptions

Ninety percent of the seniors surveyed had no difficulties in getting to the meal sites. For those who did experience difficulties, transportation issues were the most frequently defined problem, i.e. EOA or friend and relative were unable to drive them to the site. EOA office hours were not an issue, as all seniors interviewed felt program hours to be convenient.

Most of the clients interviewed take EOA program transportation (56.3%), 20.8% drive themselves, 8.3% are driven by relatives or friends, 10% use public transportation. Only 4.2% walk to the sites, indicating that, while many of the Nutrition clients may be infirm, clients are not exclusively drawn from neighborhoods in close proximity to the meal sites and also that the Nutrition clients

interviewed are heavily dependent on agency transportation. The survey revealed that 20.5% of the clients take over 20 minutes to get to the meal sites and that 56.4% take between 10 and 20 minutes.

The great majority of clients interviewed described the meals to be "very good" tasting (22.0%) or "good" tasting (65.9%) and similar response rates were received regarding whether the meals were nutritious. Of the five clients who felt the food to be not good, their criticisms ranged evenly between 1) too much starch, 2) can't digest the meals, 3) meals not tailored to dietetic needs and 4) not enough fresh fruits and vegetables.

The majority (56.4%) of the senior nutrition clients ate five or more meals per week at the meal sites, the rest were evenly dispersed between one and four meals weekly. A significant number of the seniors interviewed reported that their participation in the nutrition program increased the number of meals that they have daily. Table 5 compares client accounts of the number of meals they eat daily before and after participation in the Nutrition Program and reveals that participation in the program represents the third meal of the day for 20.5% of the clients interviewed. That is, nearly one-third (30.8%) of the clients were eating only two meals per day before entering the program and after participation, only 10.3% of the clients were eating just two meals per day.

Twenty-one percent of the participants believed they were saving some money by participating. However, the increased number of meals consumed per day due to the program appears not to correlate with any significant perceptions on the part of clients that they were saving money (see Tables 6 and 7). Two explanations are probable. First, 42% of the clients could not estimate an amount, thus skewing the

data. Second, many clients probably previously went without, i.e., they skip a meal and therefore did not save money.

Table 6

Client Meals Consumed Daily Before and
After Program Participation

Number of Meals Daily	Percent of Clients before Nutrition Program Participation		Percent of Clients After Nutrition Program Participation	
	Number	Percent	Number	Percent
1	1	2.6	1	2.6
2	12	30.8	4	10.3
3	26	66.7	34	87.2

Table 7

Client Perceptions of Money Saved Per Week
Through Senior Nutrition Participation

Amount	Number	Percent
None	14	36.8
\$1 to \$5	3	7.9
\$6 to \$10	3	7.9
\$11 to \$15	1	2.6
\$16 to \$20	-	-
\$21 to \$25	1	2.6
Don't know	16	42.1
Total		

Client responses to the question, "... whether there are times when they are in need of meals that the Nutrition Program can't provide," were "no" for 92.3% of the seniors interviewed. Only 21.1% of the clients interviewed felt that the Nutrition Program had any effect on their health. These response rates indicate that there are other primary reasons (other than meals and health) for the high degree of expressed satisfaction with the Nutrition Program.

The EOA Elderly Nutrition Program provides an assortment of socialization activities, crafts, opportunities for entertainment and planned shopping trips. While the provision of a nutritious meal is the central element in this program, all of the senior Nutrition clients interviewed (100%) felt that social contacts made by eating with others are very important or important. Ninety-three percent (92.5%) of the seniors responded that the Nutrition Program supplied the major opportunity to visit with other senior citizens outside of their home. Table 8 defines the social benefits participants interviewed saw as gained through the Elderly Nutrition Program.

Table 8

Social Benefits Perceived by Nutrition Clients

Benefits	Number	Percent*
See others/Make friends	17	41.5
Permanent relationships established	6	14.6
Something to look forward to	10	24.4
Enjoy trips	12	29.3
Singing together	1	2.4
Enjoy crafts and games	17	41.5
Feel happier/more fulfilled	5	12.2
Other	16	39.0

*Total is more than 100% because the average respondent cited 2.05 benefits.

One quarter (25.0%) of the seniors interviewed had friends or relatives in the community who need the Elderly Nutrition meal service programs and have not been able to get it. When queried as to why, 41.7% of the responses were that acquaintances who need the program had not applied, 16.7% knew that they were on a waiting list, 8.3% felt that they were not qualified and 33.3% didn't know why.

When the Senior clients were questioned about services offered by EOA that they need but were unable to get, 10.5% replied that there were services they needed. Transportation to the doctor and transportation in general was the service area needed by the majority of those seniors unable to get services they wanted and one-half (50.0%) reported that they knew that there were not services available.

Given the fact that many of the Elderly Nutrition clients interviewed are infirm and have mobility problems related to age, over one-third (34.1%) reported that they participate in meetings held by EOA for community people, a surprisingly high rate. One-half of this group reported participation was related to Senior Citizen's Activity Groups but one-half (50.0%) attended general meetings and other group meetings sponsored and held at EOA community centers.

Of the one-third who do participate in community meetings, one-half serve on the Program or Agency Committees, 70.1% attend monthly and two interviewees held committee offices. Nearly one-half (48.5%) felt meetings were run by elected or appointed persons, 30.8% say agency employees run the meetings with the remainder seeing both employees and community people running the meetings. Ninety-two percent (92.3%) felt that it was possible for community persons to suggest things for community meeting agendas.

The large majority of Seniors interviewed voted in the last county election (70.0%), and of those not participating only 25.0% were not registered. Two-thirds (66.7%) of the interviewees felt that poor people have "some" or "a lot" to say about the decisions the County Commission makes; 33.3% believed poor people had "very little" or "no" power.

The majority of Senior Nutrition clients also had a positive attitude about their overall economic situation. Fifty-two percent of the seniors surveyed felt that the overall economic situation would improve 'some' or 'improve a lot' in the next three years. Twenty-five percent (25.0%) felt that it will get worse and 14.5% didn't know.

CITIZEN PARTICIPATION

Participation of community people in all phases of EOA's activities has been integral to the agency's mission since its inception. To gauge the current level of community involvement in EOA affairs, 41 community representatives were interviewed regarding the type of activities in which they are engaged, the extent to which they participated and the power they believe they held. Table 1 describes the specific EOA board or council on which the respondents serve.

Table 1

Type of Council or Board

Board or Council	Number	Percent
Community Action Council (CAC)	19	43.2
Metropolitan Atlanta CAC	21	47.7
EOA Board	3	6.8
Other	1	2.3
Total	44	100.0%

Two-fifths (43.2%) served on neighborhood Community Action Councils and a similar proportion served on the Metropolitan Atlanta Community Action Council (47.7%). The sample is composed of both grassroots, neighborhood or community level representatives and representatives who were effectively active enough to secure seats on the area-wide Council.

Tables 2 and 3 indicate that the sample is composed of nearly two-thirds office holders on their particular board or council and that, of these, over four-in-five are either the chairpersons or vice chairpersons.

Table 2

Office-Holders on Council or Board

Type	Number	Percent
Office holder	26	65.0
Non-Office holder	14	35.0
Total	40	100.0%

Table 3

Types of Offices Held

Office	Number	Percent
Chairperson	15	62.5
Vice-Chairperson	5	20.8
Secretary	1	4.2
Other	3	12.5
Total	24	100.0%

Table 4 delineates the types of groups and institutions the interviewees represent. Over three-quarters (76.7%) were low income representatives of the poor.

Table 4

Interest Groups Represented

Interest Groups Represented	Number	Percent
Low-income representatives of the poor	33	76.7
Other representatives of the poor who are not low income	2	4.7
Church or civic organization representatives	3	7.0
Employee of EOA	1	2.3
Other	4	9.3
Total	43	100.0%

Respondents were drawn from a broad array of EOA programs. Table 5 describes the types of programs in which the representatives have participated. The fact that 17 of the respondents had participated in either home repair or weatherization programs foreshadows the length of service data presented in Table 6. These two programs are no longer operated by EOA, a fact which suggests that many of the respondents have been connected to the agency for a number of years. Table 6 confirms this supposition -- the median length of service is over 8 years and over one-half (62.2%) have served at least 8 years. Another one-sixth (16.2%) have served more than 3 years.

Most of the interviewees (75.6%) were elected to their posts. Table 7 shows that only one in five (19.5%) representatives were appointed to their current offices.

Table 5
Program Involvement

Program Type	Number	Percent
Head Start	1	1.7
Day Care	2	3.3
Information/Referral/Outreach	3	5.0
Weatherization	11	18.3
Nutrition/Meals	9	15.0
Employment/Employment Training	8	13.3
Neighborhood Service Center	4	6.7
Transportation	3	5.0
Gardening and Home Canning	1	1.7
Home Repair	6	10.0
Summer Youth Employment	4	6.7
Crises Intervention	2	3.3
Fuel Assistance	2	3.3
Other	4	6.7
Total	60	100.0%

Table 6

Length of Service on Council/Board

<u>Length of Service</u>	<u>Number</u>	<u>Percent</u>
1-6 months	1	2.7
7 months-1 year	1	2.7
2 years-3 years	6	16.2
3 years-8 years	6	16.2
More than 8 years	23	62.2
Total	37	100.0%
Median	More than 8 years	

Table 7

Means of Achieving Council/Board Position

<u>Means</u>	<u>Number</u>	<u>Percent</u>
Elected	31	75.6
Appointed	8	19.5
Other	2	4.9
Total	41	100.0%

Although over three-quarters of the respondents characterized themselves as low-income representatives of the poor, fewer than 20.0% had incomes below the federal poverty level. Table 8 displays the household size versus income characteristics of the population. This data does not contradict the respondents' perception of themselves (or their official role as) low income representatives of the poor -- the median income of those reporting income -- \$13,500 -- is less than one-half of the Atlanta MSA median income. Thus respondents are low income representatives of the poor.

Table 8
Household Size by Household Income

Household Size	Income						Total
	5,000 to 6,999	7,000 to 8,999	9,000 to 10,999	11,000 to 12,999	13,000 to 14,999	15,000 or More	
1 person		1	2	1	1	4	9
2 persons		1	3	3	1	2	10
3 persons	2	1			1	3	7
4 persons						4	4
5 persons						1	1
6 persons			1		1		2
Total	2	3	6	4	4	14	33

Another attribute of the sample population which is consistent with both their longevity in service and their participation in programs which have been absorbed by other agencies is the respondent's age. Table 9 describes this characteristic. The median age of the sample is 58.8 years and over three-quarters (76.9%) are over 50 years old. These data indicate both that EOA participatory structures bring substantial experience and knowledge to bear on the operation of the agency, but they also reflect less than proportional representation of younger low income households.

Closer examination of the data discloses substantial variation by age, sex and race groupings. Table 9 shows that the oldest group is white women -- all members are over 60 and the median age is 68.3 years. The small group of white men is the next oldest at 55.0 years. All but one of the black women are over 41 and most are over 50. Black women between the ages of 20 and 40 are underrepresented. Black men compose over one-quarter (29.3%) of the sample, a notable accomplishment in view of the historic underrepresentation of this

group in Community Action Agency affairs. But, as with black women, black men between the ages of 20 and 40 are underrepresented.

Table 9

Age by Race by Sex

Age	Race				Total
	White		Black		
	Male	Female	Male	Female	
Less than 20			1		1
21-30			1	1	2
31-40	1				1
41-50			2	3	5
51-60	2		5	4	11
61-70		3	2	4	9
Over 70	1	2	1	5	9
Total	4	5	12	17	38
Median	55.0	68.3	44.0	51.2	58.8

In summary, the citizen participation sample is characterized by the following attributes: They are almost evenly split between neighborhood/community representatives and the Metropolitan Community Action Council; they are primarily low income representatives of the poor; most have been elected to their posts; they have participated in a broad array of EOA service programs in addition to their participation on EOA community boards; they have been in their present posts for a median of more than 8.0 years; they are older than the low income target population as a whole; and they are predominately women and black. Black men and women between the ages of 20 and 40 are underrepresented.

It is not unusual to find high proportions of older citizens in the upper echelons of community boards of many types -- older people frequently have less demanding schedules of other commitments and

frequently have both the time and the inclination to participate in community affairs. Nevertheless, the preponderance of older representatives means both that older citizens' views are over-represented and that the problems of younger low-income groups are not sufficiently represented.

Levels of Participation

Respondents attend EOA meetings on the average of at least once a month or more often. Fully three-quarters (75.6%) of the sample reports this level of activity.

Table 11 presents the distribution of the number of persons at meetings attended by the respondents. The median is 23.3 persons, which is a substantial number for a community meeting.

Table 10

Frequency of Council/Board Meeting Attendance

Frequency	Number	Percent
Once a month or more often	31	75.6
Every two months	6	14.6
Every 3-5 months	4	9.8
Total	41	100%

Median = Once a Month or More Often

Participants were asked who sets the agendas for the meetings they attend and who is in charge of the meetings. The results are displayed in Tables 12 and 13. From the perspective of Community Action Program empowerment objectives, the desirable hierarchy of answers to the first question would have low income community representatives both setting agendas and running the meetings. Second

in preference would be "everyone" (Table 12) and "both" (Table 13).
EOA employees are the third level of preference, followed by the
remaining categories.

Table 11

Number of People Attending Meetings

Number in Attendance	Number	Percent
Less than 5	1	2.4
5-9	1	2.4
10-14	3	7.3
15-19	8	19.5
20-24	12	29.3
25-29	8	19.5
30 or more	8	19.5
Total	41	100%
Median	23.1	

Table 12

Type of Representative Determining Agenda

Type of Representative	Number	Percent
Everyone	3	6.8
EOA Employee	15	34.1
Low-income Community Representative	21	47.7
Local Government Official	1	2.3
Other	4	9.1
Total	44	100%

Table 13

Type of Representative in Charge of Meeting

Type of Representative	Number	Percent
Elected or Appointed Official	21	51.2
EOA Employee	6	14.6
Both	13	31.7
Neither	1	2.4
Total	41	100%

Participants in EOA meetings report that low-income community representatives set the agendas in nearly one-half of the cases (47.7%). A similar proportion (51.2%) reports that elected or appointed people are in charge of the meetings.

EOA employees set the agendas in over one-third (34.1%) of the cases. While the technical skills and administrative responsibilities which employees have may lead them to be more acutely aware of the particular decisions each meeting should seek to make, this proportion is higher than it should be.

This finding is mitigated by two other aspects of the findings regarding participation in the conduct of meetings. First, over 95% of the respondents report that it is possible for community people to suggest topics for discussion during meetings. While raising issues from the floor is not as desirable as placing issues on the agenda, this finding does indicate that meetings are open to amending the agenda by community people. Second, Table 13 discloses that meetings are jointly run by community people in nearly one-third of the cases (31.7%). In only 14.6% of the cases was an EOA employee solely in charge of the meeting. Thus, community people participate in the conduct of meetings in over 80% of the cases -- either alone (51.2%) or in concert with an EOA employee (14.6%).

Moving from the structural and procedural aspects of meetings to the decisions which meetings make finds that low income representatives of the poor are the group which " . . . decides what the Council or Board will do most of the time" in 62.7% of the cases. In contrast, EOA employees decide what the Council or Board will do in 34.9% of the cases. Table 14 presents this data disaggregated by

board or council type. The proportions are virtually the same for the different boards or councils. By itself, the finding that community people are -- as a group -- the decisive force in nearly two-thirds of the instances reported is a commendable proportion. This finding clearly documents the fact that community people do possess power and influence over the course of EOA's affairs. Were it not for the fact that the structural and procedural aspects of meetings are too greatly influenced by EOA staff, this finding would deserve no further comment. But staff are the decisive group in 34.9% of the cases and set agendas in a similar proportion of cases. Thus, while EOA is succeeding in realizing the objectives of participation in more than a majority of the cases analyzed, there is room to improve upon a good performance.

Table 14

Perceptions of Interest Group Which Decides
What Board or Councils Should Do Most of the Time

Type of Board or Council	Interest Group			Total
	Low Income Representatives of Poor	Representatives of Local Government	EOA Employees	
Community Action Council	13	2	8	21
Metropolitan Community Action Council	14		8	22
EOA Board	2	1		3
Total	29	1	16	46

Tables 15 and 16 examine the distribution of power between the staff and citizen representatives in more detail. Table 15 describes the answers to the question of whether the staff directs the Board or Council or whether the Board or Council tells the staff what to do. The majority of respondents (63.2%) report that neither group is dominant, while the staff is reported to be dominant in 26.3% of the cases.

Table 15

Relationship Between EOA Staff
and Council or Board

<u>Relationship</u>	<u>Number</u>	<u>Percent</u>
Council/Board Tells Staff What To Do	4	10.5
Staff Tells Council/ Board What To Do	10	26.3
Varies	24	63.2
Total	38	100.0%

Table 16

Perceptions of How Much Power Low-Income
Community People Have in Deciding What EOA Does

<u>Degrees of Power</u>	<u>Number</u>	<u>Percent</u>
A lot	16	39.0
Some	14	34.1
Very little	7	17.1
Nothing	3	7.3
Total	40	100.0%

Table 16 addresses the issue of the distribution of power directly. Respondents were asked how much power low-income community people have over what EOA does. This question was the only instance in which the goal of empowerment received less than a majority of

positive responses. Thirty-nine percent of the interviewees concluded that low income community people have "a lot" to say about what EOA does. Nearly the same proportion (34.1%) believes that community people have "some" power. The fact that the remaining one-quarter of the respondents (26.8%) believe community people have "very little" or "nothing" to say both reinforces the previous findings of significant staff direction of meetings and indicates the need for improvement in participatory structures. Table 17 discloses that perceptions of power do not vary significantly by board or council type.

Table 17

Perceptions of Power Low Income Representatives of the Poor Have Over EOA Actions by Type of Board or Council

Type of Board or Council	Degrees of Power				Total
	A lot of Power	Some Power	Very Little Power	No Power	
Community Action Council	7	5	3	2	17
Metropolitan Community Action Council	9	8	3		21
EOA Board		1	1	1	3
Total	16	14	7	3	41

To put this data in a larger context, on a regional scale EOA would have ranked fourteenth out of 24 Community Action Agencies evaluated during 1979-80 in terms of the proportion of representatives who believed they held 'a lot of power'. These results are not

directly comparable, but they do indicate the potential for eliciting stronger participation.

Citizen participation respondents were queried regarding their assessments of the value of their participation. Three statements were presented and the participants were asked to 'agree' or 'disagree' with the statements.

Table 18

Perceptions of
the Value of Participation

Response	Participation Gives Me a Chance To:					
	Speak Out on Important Issues		Change Agency Programs to Make Them Better		Learn about Agency Programs	
	Number	Percent	Number	Percent	Number	Percent
Agree	36	92.3	19	51.4	33	82.5
Disagree	3	7.7	18	48.6	7	17.5
Total	39	100.0	37	100.0	40	100.0

The statements measure different aspects of the value of participation: education (learn about agency programs); vocalize issues (speak out on important issues); and power and influence (change agency programs to make them better). On the first two dimensions participation mechanisms accomplish their objectives. Over 90% of the respondents reported that participation gave them an opportunity to speak out and over 80% held that participation provided them with an opportunity to learn about EOA programs.

On the more potent issue of power and influence, the results were less favorable. A bare majority reported that participation enabled them "to change agency programs to make them better."

Participants were asked both what they thought the function of citizen participation in EOA programs was and what it should be. The responses are displayed in Table 19.

Table 19
Perceptions of the
Function of Citizen Participation

Response	Function of Participation Is To		Function of Participation Should Be To	
	Number	Percent	Number	Percent
Increase Influence of Citizens on EOA Programs	15	27.8	10	20.0
Control and Change Communities in Their Own Way	11	20.4	18	36.0
Educate Citizens to Help Themselves	12	22.2	10	20.0
Allow Citizens to Express Needs and Viewpoints	11	20.4	7	14.0
Better Interaction Between Citizens and Agencies	5	9.3	5	10.0
Total	54	100.0%	50	100.0%

Two of the five possible responses specify functions involving power and influence: the first over EOA programs and the second over the respondents' communities. Approximately the same proportions

believed one of the functions to be the exercise of power and influence (58.4% of observations regarding the function in practice and 56.0% of the observations regarding what the function of participation should be). These results are comparable to the other power and influence measurements presented earlier: 1) 51.4% believed participation gave them a chance to change agency programs to make them better (Table 18); 2) 39.0% believed they had "a lot" of power over agency programs and 34.1% believed they had "some" power (Tables 16 and 17); 3) 62.7% believed that low income representatives of the poor decide what the Council or Board should do most of the time (Table 14). The convergence of these findings means that, depending on the particular shade of meaning attached to the exercise of power and influence, between approximately 40 and 60% of the participants believe both that they should and that they do hold and exert power. This means that empowerment objectives are being met, but not fully. The results are both commendable, for roughly one-half the participants believe they should and do exercise power, and reflect the need for improvement, for the remaining one-half of the participants see their roles in the much softer light of being educated or being allowed to speak out.

Participants were also asked a series of three questions regarding their political activity generally -- that is, outside of EOA functions. The rationale behind this series of questions was to provide EOA staff with a broader sense of the group with which they are working. The results are presented in Tables 20-24.

Table 20

Knowledge of
County Commissioners

County	Knowledge of Number of County Commissioners		Total
	Yes	No	
Fulton	9	18	27
Gwinnett	1	1	2
Rockdale	1	1	2
Total	11	20	31

Slightly over one-third (35.4%) of the respondents knew the number of county commissioners in their county. Together with the results presented in Tables 19 and 20, it appears that the participant sample is aware of and in contact with a small number of commissioners (probably in their own districts) but is not aware of the overall structure of their county governments.

Table 21

Familiarity with
Individual County Commissioners

County	Number of Commissioners							Total
	One	Two	Three	Four	Five	Six	Seven	
Fulton	3	7	7	3	1		2	23
Gwinnett	1		1					2
Rockdale		1	1					2
Total	4	8	9	3	1		2	27

Table 22

Contact with County Commissioners

Contact	Number	Percent
Yes	22	64.7
No	12	35.3
Total	36	100.0

Nearly two-thirds (64.7%) of the respondents are active beyond electoral politics -- either they or a group to which they belong have contacted their political representatives within the past year.

Table 23

Perceptions of the Power Low Income People
Have Regarding County Commission Decisions

Perception	Number	Percent
A lot	12	33.3
Some	17	47.2
Very little	5	13.9
Nothing	2	5.6
Total	36	100.0

Perceptions of the power held by low income people relative to County Commission decisions are comparable to EOA decisions for those who believe they have 'a lot' to say about those decisions. One-third of the respondents perceive low income people as having 'a lot' to say about Commission decisions, while 39.0% hold the same view relative to EOA (Table 15). In the middle range, nearly one-half (47.2%) believe low income people have 'some' power relative to Commission decisions

while the comparable figure relative to EOA is 34.1%. One-fifth (19.5%) believe low income people have only 'very little' or 'nothing' to say regarding County Commission decisions. The comparable figure relative to EOA decisions is 26.8%. The difference in the middle range -- 13.1 percentage points or more than one in eight respondents -- is both disturbing and indicative of an opportunity. The difference is disturbing because EOA should be more responsive to low income people's political pressure than the County Commission would be expected to be. At the same time, the level of political activity revealed by Table 20 indicates that the respondents are politically engaged and would be responsive to a shift in posture by EOA. For this group, the problem is not education in how to achieve participatory goals but responsiveness on EOA's part.

For the one-fifth to one-quarter of the sample who do believe low-income people hold very little or no power, the problems are more complex. Certainly EOA responsiveness is an issue, but there is also a more fundamental problem of a lack of a belief in the efficacy of political action. More concentrated efforts to reach and convince this segment of the population are required.

The final question on respondents' political activity suggests that attempts to engage the one-quarter of the participatory structure who are skeptical about their influence and the one-eighth who view County Commissions as more responsive should be successful. Fully 95.0% of the sample population voted in the last county election -- a fact which indicates a basic belief in the efficacy of political action.

Table 24

Proportion Voting in Last County Election

Action	Number	Percent
Voted	38	95.0
Did not vote	2	5.0
Total	40	100.0%

UNSERVED ELIGIBLE

Five hundred and four households were interviewed to determine community perceptions of EOA among unserved but eligible households. Over 800 households were randomly selected and contacted in the EOA service areas in Fulton, Gwinnett and Rockdale Counties. Interviews were initiated with all of these households, but interviews were terminated with over 300 households who were subsequently determined to be income ineligible.

Sample Socio-Economic Characteristics

Table 1 presents the distribution of the unserved eligible sample by household size. At a mean household size of 2.19, the sample is smaller than both the population at large and the poverty population in the Metropolitan Statistical Area.

Table 1
Unserved Eligible Household Size

Household Size	Number	Percent
One person	194	38.5
2 people	147	29.2
3 people	85	16.9
4 people	43	8.5
5 people	24	4.8
6 people	10	2.0
7 people	1	0.2
Total	504	100.0

Mean = 2.19 persons

Table 2
Unservd Eligible Employment Status

Employment Status	Number	Percent
Employed full time	66	13.1
Employed part time	71	14.1
Housewife	13	2.6
Unemployed	125	41.0
Retired	228	45.3
Total	503	100.0

Only 13.1% of the unserved eligible population is employed full time. An additional 14.1% are employed part time. Nearly one-half (45.3%) are retired.

Table 3 describes the source of income for the sample. Corresponding to the fact that nearly one-half of the sample are retired is the fact that 50.8% receive Social Security. An additional 9.1% receive other government or private pensions.

One-third (34.4%) receive income in wages or salaries, which corresponds with the fact that over one-quarter (27.2%) are employed. (Differences are explained by the fact that Table 3 presents income sources for the past year, while Table 2 presents current employment status.) The remaining income sources are either AFDC (6.7%), SSI (9.9%), veteran's disability/compensation benefits (2.4%) or assorted other public or private support.

Table 3

Unservd Eligible Source of Income

Income Source	Number	Percent
Wages or Salaries	174	34.4
Self-employment	8	1.6
Social Security	257	50.8
Supplemental Social Security	50	9.9
Aid to Families with Dependent Children	34	6.7
Alimony or Child Support	10	2.0
Unemployment Benefits	12	2.4
Veteran's Pension	12	2.4
Workmen's Compensation	3	0.6
Government or Private Pension/Disability Payments	46	9.1
Regular Contributions from Persons outside the Household	10	2.0
Food Stamps	77	15.2
Total		*

*Total is greater than 100% because the average household received income from 1.37 sources.

The unserved eligible population is predominately black (88.2%). Occupations are presented in Table 4. Nearly three-quarters (72.3%) of the occupations are in the lower skilled categories (services, clerical, operatives, sales, laborer).

Table 4

Unserved Eligible Occupation of Household Head

Occupation	Number	Percent
Professional/technical	13	2.7
Managerial/administrative	9	1.9
Clerical/office	31	6.4
Sales	18	3.7
Skilled labor/crafts	32	6.6
Service worker	124	25.6
Household employment	101	20.9
Operative	26	5.4
Laborer	50	10.3
Housewife	27	5.6
None	18	3.7
Total	449	100.0%

Table 5

Unserved Eligible Age of Householder

Age	Number	Percent
Less than 20	4	0.8
21-30	45	9.3
31-40	60	12.4
41-50	53	11.0
51-60	62	12.9
61-70	107	22.2
Over 70	151	31.3
Total	482	100.0%
Median	62.6	

Age distributions for the householders (self-identified head of household) are shown in Table 5. The median age is 62.6 years. Nearly three-quarters (71.7%) of the respondents were women.

In summary, the characteristics of the unserved eligible sample were primarily elderly (median age equaled 62.6 years), predominately black (88.2%), primarily women (71.7%), relatively small (mean household size is 2.19 persons) households. One-half are retired, one-third are employed in jobs which do not raise their incomes beyond eligibility ceilings and two-fifths receive assistance from a variety of governmental and non-governmental sources.

The sample is slightly biased towards elderly householders. In spite of extensive precautions in constructing the sampling framework, the fact that elderly households are more accessible to both personal and telephone interviews resulted in a greater proportion of elderly and retired households being contacted.

Community Perceptions

The unserved eligible sample has subdivided itself into the following three categories:

1. Previously served (more than one year ago) by EOA programs (19.0%)
2. Never served by EOA, but aware of EOA as an agency (50.4%)
3. Never served by and unaware of EOA (30.6%)

A fourth, very small (13 households) group was presently being served by EOA programs and was excluded from the following data compilations.

The first significant finding is that over two-thirds (69.4%) of the unserved eligible sample is aware of EOA. This level of recognition means that whatever posture EOA adopts towards this group (i.e. seek to enroll in service programs, elicit participation in community organizations, etc.) the initial task of introducing the agency has been accomplished for all but one-third of the population.

It is of some importance to understand how those who are aware of EOA obtained that awareness. Table 6 presents this data.

Table 6
Source of Unserved Eligible
Awareness of EOA

<u>Source</u>	<u>Number</u>	<u>Percent</u>
Economic Opportunity Atlanta	23	5.5
Other Community Agency	31	7.5
Church	15	3.6
EOA Program Participant	12	2.9
Media	69	16.6
Friends, Relatives, Neighbors	218	52.4
School	9	2.2
Other/Do not know	39	9.4
<u>Total</u>	<u>416</u>	<u>100.0%</u>

Over one-half (52.4%) heard of EOA from friends, relatives or neighbors. Formal means of contact (other community agencies, media, schools) accounted for only one-quarter of those who were familiar with EOA.

There are two aspects to interpreting this data which deserve mention. First, the general level of community awareness is high, and it was achieved primarily by word of mouth. Second, there is still a sizeable minority of the eligible population which is unaware of EOA. The inference which can be drawn from these two facts is that this group has been and will be difficult to reach. With such a high level of general community awareness and with such extensive word-of-mouth transmission of knowledge of EOA, the minority who are unaware are very likely isolated from their communities, making them much more difficult to reach.

Those who are aware of EOA consist of two groups -- those who have previously either received services or been involved in the citizen participation structure and those who have not had personal involvement but are aware of the agency.

Unserved Eligible:

Previous EOA Program Participants

For those who participated in an EOA program or activity more than one year ago, Table 7 describes the type of contact they had.

A substantial majority of those with previous contact with EOA (64.6%) obtained emergency food from the agency. Assistance with utility bills accounted for another one-fifth (24.0%) of this group. The remaining one-fifth participated in a diverse array of seven other programs.

Table 7

EOA Program or Activity Forming Basis
of Contact for Previous Program Participants

<u>Program or Activity</u>	<u>Number</u>	<u>Percent</u>
Assistance with utility bills	23	24.0
Rent assistance	4	4.2
Home repairs/weatherization	3	3.1
Information regarding educational opportunities	1	1.0
Assistance in obtaining food stamps	3	3.1
Emergency food	62	64.6
Employment assistance	2	2.1
Head Start	5	5.2
Community organization/ neighborhood meetings	2	2.1
<u>Total</u>	<u>105</u>	<u>100.0</u>

Two facts emerge from an analysis of the length of time between applications and service delivery. First, as Table 8 shows, over one-half (56.6%) of the respondents were served quickly -- within two weeks or less. Second, the remaining 47.8% experienced waits of from over two weeks to over one year. Most of this group were served within one month (23.7% of the total and 54.5% of those who had to wait over two weeks), but nearly one-fifth (19.7%) had to wait over one month. The reason for these lengthy gaps was not ascertainable, and some were due to clients not completing the necessary steps in the application process. Nevertheless, the size of the group (one-fifth (19.7%) of the previously served population) is cause for some concern.

Table 8

Previous Program Participants:
Waiting Time Between Application and Service

Time	Number	Percent
Less than 2 weeks	43	56.6
2 weeks to one month	18	23.7
1 to 2 months	7	9.2
2 to 6 months	5	6.6
6 months to one year	1	1.3
Over one year	2	2.6
Total	76	100.0%

Table 9

Previous Program Participants' Response
to Initial Treatment by EOA

Response	Number	Percent
Very pleased	30	37.5
Pleased	44	55.0
Not pleased	6	7.5
Total	80	100.0%

Table 9 categorizes how previous program participants felt about how they were treated in their initial contacts with EOA. Almost all (91.3%) were either pleased or very pleased. Of the 7.5% who were not pleased, five out of six cited waiting time as the basis for their assessment.

Access to EOA service facilities is described in Table 10. The largest single mode of transportation was walking (34.4%). Another one-quarter (24.4%) drove themselves. The remainder either prevailed upon friends or neighbors or secured rides from public transportation or EOA.

One-quarter of this sub-sample had difficulty getting to EOA service facilities. All of this group lacked their own transportation and their difficulties sprang from this fact.

Table 10

Previous Program Participants'
Means Access to EOA Facilities

Means	Number	Percent
Walk	31	34.4
Respondent drove	22	24.4
Friend, relative, neighbor drove	17	18.9
EOA transportation	6	6.7
Public transportation	10	11.1
Other	4	4.4
Total	90	100.0%

Almost all (92.6%) of the previous program participants believed that the program in which they had been involved had helped them. When asked to rate these programs, they produced the ratings presented in Table 11.

Table 11

Previous Program Participants'
Ratings of Services

Rating	Number	Percent
Very good	35	43.8
Good	44	55.0
Poor	1	1.3
Total	80	100.0%

While almost all considered their particular program "good" or "very good" (98.8%), the majority (55.0%) chose the middle or "good" category. The explanation for this positive but not superlative response derives from the fact that one-quarter (25.6%) of the respondents had some difficulty with the operation of the program and that nearly one-half (46.6%) would have changed some attribute of the program had they the opportunity.

Of those who had difficulties, one-quarter (27.8%) had transportation problems, and one-third (33.3%) had to wait for services.

Changes suggested by these respondents emphasized transportation (23.1%) and faster processing (15.4%).

Ratings of EOA personnel, presented in Table 12, were parallel to program ratings. That is, a substantial majority assessed the personnel as either helpful or very helpful but a majority chose the less complimentary "helpful" rating.

Table 12

Previous Program Participants'
Ratings of EOA Personnel

Rating	Number	Percent
Very helpful	35	43.2
Helpful	44	54.3
Not helpful	2	2.5
Total	81	100.0%

Respondents were queried as to why they were no longer involved in EOA programs. Table 13 depicts these responses. The most frequent response (36.8%) was that the service was no longer needed. In these cases, EOA has clearly accomplished its mission. The remaining responses covered a broad array of problems: Lack of transportation was the source of the break in contact for 10.5%; Lack of contact from EOA was cited in 14.0% of the cases; Being cut from service programs accounted for another 10.5%.

Table 13

Previous Program Participants'
Explanations for Break in Contact with EOA

Reason Cited	Number	Percent
No longer needed service	21	36.8
Lack of contact/ communication from EOA	8	14.0
No transportation	6	10.5
Cut from services	6	10.5
Never reapplied	6	10.5
Too much trouble	2	3.5
Client moved	3	5.3
Total	52	100.0%

These responses identify issues which reflect both the success of EOA's previous services and problems which are partially soluble. The fact that the largest single category "no longer requires services" is a clear indication of success. In contrast, the absence of outreach identified by the second most frequent response -- lack of contact by EOA -- indicates a potentially remediable situation. Transportation problems were cited in several contexts and need to be addressed. The remaining explanations are more difficult to interpret. Those who "never reapplied" might be reachable via outreach, but they may not have reapplied for reasons inaccessible to outreach. Those who lost contact because they moved could be recontacted through outreach.

Those who believed continued contact was "too much trouble" may have been expressing satisfaction in a contrary way, or they may be criticizing the program in which they were involved.

Thirty-two percent (32.1%) of the previously involved clients participated in EOA's citizen participation structure -- all at the community level. Slightly more than this number (34.6%) did not participate because they were not aware of meetings. Other reasons for non-participation were "not interested" (16.0%).

Of those who did participate, over half were active enough to attend meetings once a month or more often.

Assessments of the structure of meetings and perceptions of how much power low income people possess relative to EOA are depicted in Tables 14 and 15.

Table 14

Previous Program Participants' Perceptions of
Type of Representative in Charge of Meeting

Type of Representative	Number	Percent
Elected or appointed official	10	52.6
EOA employee	4	21.1
Both	5	26.3
Total	19	100.0%

Table 15

Previous Participants' Perceptions of How Much
Power Low-Income People Have in Deciding What EOA Does

Degrees of Power	Number	Percent
A lot	10	12.5
Some	32	40.0
Very little	17	21.3
Nothing	5	6.3
Don't know	16	20.0
Total	80	100.0%

The figures in Table 14 are comparable to the conclusions reached by active and long standing representatives in EOA's participation structure. One-half believed elected or appointed community people were in charge of meetings and both EOA employees and community people shared this responsibility in nearly one-quarter of the cases.

Perceptions of power were substantially different, however (Table 15). Where two-fifths of the active participants (39.0%) believed low income people had "a lot" of power in deciding what EOA does, much fewer (12.5%) of the previous program participants held this view.

Both groups had over one-third (34.2% for active participants and 40.0% for previous participants) of their members perceiving low income people as having "some" power. The second major difference was in the "do not know" category. Active participants had opinions about power -- one-fifth (20.0%) of the previous participants had no opinions.

Unserved Eligible: Aware of EOA
But No Previous Participation

The second group within the unserved eligible population are those who are aware of EOA as an institution but have never participated in an EOA program or activity. This group is slightly younger, lives in slightly larger households, is more frequently employed, and has slightly fewer retired persons than the unserved eligible sample as a whole. Table 16 describes the distribution of household sizes for this group. The mean household size is slightly larger than the remainder of the sample, and the distribution is composed of a majority (65.7%) of households which contain 2 or more persons. This indicates that a range of family and household types are included in this sub-group.

Employment status is described in Table 17. Over two-fifths (41.3%) are retired. One in six (15.0%) are employed full time and an additional 18.5% are employed part time. As a group, this sub-set contains more persons who are employed (33.5% vs. 27.2%) and fewer persons who are retired (41.3% vs. 45.3%) than the unserved eligible sample as a whole.

Table 16

Unserved Eligible, Aware of EOA
But Non-Participant: Household Size

<u>Household Size</u>	<u>Number</u>	<u>Percent</u>
One Person	87	34.3
2 People	75	29.5
3 People	43	16.9
4 People	26	10.2
5 People	15	5.9
6 People	7	2.8
7 People	1	0.4
Total	254	100.0%
Mean = 2.34 persons		

Table 17

Unserved Eligible, Aware of EOA But
Non-Participant: Employment Status

<u>Employment Status</u>	<u>Number</u>	<u>Percent</u>
Employed Full Time	38	15.0
Employed Part Time	47	18.5
Housewife	9	3.5
Retired	105	41.3
Unemployed	55	21.7
Total	254	100.0%

Sources of income are described in Table 18. Comparison of this group with the whole unserved eligible sample discloses that more receive income from wages and salaries (42.1% vs. 34.4%) and fewer receive income from Social Security (46.9% vs. 50.8%). Approximately the same proportions receive SSI and AFDC (9.4% and 9.9%; and 5.9% and 6.7%, respectively).

Both the "unserved-aware-but-non-EOA participant" sample and the larger sample are predominately black (89.4% and 88.2%, respectively).

Table 18

Unservd Eligible, Aware of EOA But
Non-Participant: Income Source

Income Source	Number	Percent
Wages and Salaries	107	42.1
Self-Employment	5	2.0
Social Security	119	46.9
Supplemental Social Security	24	9.4
Aid to Families with Dependent Children	15	5.9
Alimony or Child Support	3	1.2
Unemployment Benefits	5	2.0
Veteran's Pension	8	3.1
Workman's Compensation	1	0.4
Government or Private Pension/Disability Payments	30	11.8
Regular Contributions from Persons Outside the Household	8	3.1
Food Stamps	41	16.1
Total	366	*

*The average household received income from 1.44 sources.

Skill levels -- displayed as occupations in Table 19 -- are similar for this sub-group and for the larger sample (see Table 4). That is, they are concentrated in less skilled occupations.

Age of householders is slightly younger than the full sample-- the medians are 60.0 years for the sub-sample and 62.6 years for all of the unserved eligible.

Slightly fewer householders were women (68.8% vs. 71.7%).

Table 19

Unserved Eligible, Aware of EOA But
Non-Participant: Occupation of Household Head

Occupation	Number	Percent
Professional/Technical	11	5.0
Managerial/Administrative	5	2.3
Clerical/Office	17	7.7
Sales	11	5.0
Skilled Labor	20	9.0
Service Worker	63	28.5
Household employment	46	20.8
Farmer/Farm Worker	1	0.5
Operative	11	5.0
Laborer	22	10.0
Housewife	14	6.3
Total	221	100.0%

Table 20

Unserved Eligible, Aware of EOA But
Non-Participant: Age of Householder

Age	Number	Percent
Less than 20	2	0.8
21-30	27	10.9
31-40	40	16.2
41-50	24	9.7
51-60	31	12.6
61-70	53	21.5
Over 70	70	28.3
Total	247	100.0%

Median = 60.0

In summary, the EOA aware but non-participant sub-set of the unserved eligible sample is younger (median age of householder 60.0 years) but composed of households in all age categories, is small

(2.34 persons/household) but larger than the full sample, contains 41.3% retired householders and one-third who are employed in jobs which do not generate sufficient income to exceed eligibility ceilings, is predominately black (89.4%) and a majority of the householders (68.8%) are women.

Table 21 describes how this sub group became aware of EOA. As with the participants in EOA programs, the primary means (63.7%) is through community contacts -- friends, relatives, neighbors or someone in an EOA program. As noted elsewhere, this finding means both that EOA has substantial visibility in low income communities and that some people are not aware of EOA.

Table 21

Unserved Eligible, Aware of EOA But Non-Participant
Source of Awareness of EOA

Source	Number	Percent
Economic Opportunity Atlanta	10	3.9
Other Community Agency	19	7.5
Church	10	3.9
EOA Program Participant	9	3.5
Media	60	23.6
Friends, Relatives, Neighbors	153	60.2
School	6	2.4
Other/Do not know	28	11.0
Total	295	100.0*

To avoid the presumption that eligibility equates with the need for services, respondents were asked if they had either been unemployed or experienced a need for emergency assistance recently. Nearly one-quarter (22.9%) answered affirmatively. The specific types

of assistance required are described in Table 22. The most striking fact in this data is that the particular needs correspond to services that EOA offers. Employment assistance, emergency food and clothing and Head Start are all in this category. Second, those services not offered by EOA are offered elsewhere in the community and could be accessed through EOA. Rent assistance, home repair and medical assistance are needs of this type.

Table 23 describes how the respondents contended with their emergencies. Only 10.3% contacted EOA. Most endured the problem without assistance (44.8%). One in five (19.0%) sought help from persons in their community (friends, relatives and neighbors). The remainder sought help from a variety of other institutions.

Table 22

Unserved Eligible, Aware of EOA But
Non Participant: Need for Emergency Assistance

Type of Need	Number	Percent
Employment/Job Counseling	24	24.2
Emergency Food	18	18.2
Emergency Clothing	5	5.1
Rent Assistance	10	10.1
Emergency Home Repair	5	5.1
Transportation	9	9.1
Elderly Services	4	4.0
Head Start	2	2.0
Medical Help	3	3.0
Energy Assistance	17	17.2
Substance Abuse	2	2.0
Total	99	

Table 23

Unserved Eligible, Aware of EOA But
Non-Participant: Actions Taken to
Contend with Emergency Situations

Action	Number	Percent
Contact EOA	6	10.3
Applied for Food Stamps/ Community Food Bank	3	5.2
Sought Help from Friends or Relatives	11	19.0
Endured without Assistance	26	44.8
Employment Agency	3	5.2
Unemployment Compensation	1	1.7
Salvation Army	1	1.7
Government Grant	2	3.4
Other	5	11.4
Total	58	100.0%

These findings present an anomaly -- this group knows of EOA but did not contact EOA when there was a clear need. To ascertain why not, these respondents were queried further. Table 24 describes the results of these inquiries.

Table 24

Unserved Eligible, Aware of EOA But
Non Participant: Reason for Not Contacting
EOA in Emergency Situations

Reason	Number	Percent
Did Not Know How To	5	11.4
Did Not Think of EOA	6	13.6
EOA Does Not Have Service Needed	2	4.5
Did Not Know EOA Had Needed Service	14	31.8
Already on Food Stamps	2	4.5
Could Not Get to EOA	3	6.8
Reluctant to Ask for Help	7	15.9
Other	5	11.4
Total	44	100.0%

The largest group -- 31.8% or more than one-quarter, was aware of EOA but not sufficiently aware to know that assistance was available. The same conclusion applies to those who "did not think of EOA." Transportation problems blocked seven percent of the sample (6.8%). Pride/reluctance to ask for help afflicted one in six (15.9%).

The major conclusion emerging from this series of investigations is that EOA is known by nearly one-half of the overall sample but not well enough known to be sought after by those with a clear need for services. Looked at positively, there is a base of knowledge that can be built upon. Alternatively viewed, the level of awareness is shallow and leaves people who need assistance unaided.

It is important to recognize that secondary findings identify specific groups with other forms of impediments. Transportation problems are one type. Reluctance is another.

Unserved Eligible -- Unaware of EOA

The third sub-group within the unserved eligible population is composed of people who are not aware of EOA's presence in low income communities. This sub-group composes 30.6% of the sample.

Nearly one-half (43.5%) of these households are single person households (Table 25). One-third (34.4%) are two person households. Mean household size is only 1.94, which is 12.5% smaller than the full sample.

Table 25 describes current employment status for this sub-group. Only 8.5% of the unaware-of-EOA sub-group are employed full time. Another 9.8% are employed part time. Over one-half (54.9%) are retired. One-quarter (24.5%) are unemployed.

Table 25

Unserved Eligible - Unaware of EOA:
Household Size

Household Size	Number	Percent
One Person	67	43.5
2 People	53	34.4
3 People	20	13.0
4 People	7	2.8
5 People	4	1.6
6 People	3	1.9
Total	154	100.0%

Mean = 1.94

Income sources correspond with employment status. Over one-half (50.3%) receive social security. Another 4.7% receive other types of pensions. One in five (18.8%) receives income from wages or salaries. Food stamp participation (11.0%) is far lower than their eligibility.

Table 26

Unserved Eligible - Unaware of EOA
Employment Status

Employment Status	Number	Percent
Employed Full Time	13	8.5
Employed Part Time	15	9.8
Housewife	2	1.3
Retired	84	54.9
Unemployed	39	25.5
Total	153	100.0%

Table 27

Unserved Eligible - Unaware of EOA
Source of Income

Income Source	Number	Percent
Wages and Salaries	36	18.8
Self-Employment	-	-
Social Security	96	50.3
Supplemental Social Security	11	5.8
Aid to Families with Dependent Children	9	4.7
Alimony or Child Support	3	1.6
Unemployment Benefits	3	1.6
Workman's Compensation	2	1.0
Pensions	9	4.7
Regular Cash Contributions from Persons Not in Household	1	0.5
Food Stamps	21	11.0
Total	191	*

*The average household received income from 1.24 sources.

Occupations correspond to those observed in the other two compilations of the sample. That is, they are concentrated in the less skilled categories. A larger proportion of these householders, nearly one-quarter (24.1%), are (or were) involved in household employment (domestic service) (Table 28).

Table 29 describes the distribution of the ages of householders. This sub-group is by far the oldest group within the sample. Only one in six (15.1%) of this group are less than 40. Nearly two-thirds (62.5%) are over 61 and the median age is 65.8 years. In contrast, the median age for those who are aware of EOA is 60.0 years.

Table 28

Unserved Eligible - Unaware of EOA
Occupation of Household Head

Occupation	Number	Percent
Professional/Technical	1	0.7
Managerial/Administrative	2	1.4
Clerical/Office Work	7	5.0
Sales	6	4.3
Skilled Labor	8	5.7
Service Worker	38	27.0
Farmer/Farm Worker	1	0.7
Household Employment	34	24.1
Operative	10	7.1
Laborer	20	14.2
Housewife	9	6.4
Other	5	3.5
Total	141	100.0%

Table 29

Unserved Eligible - Unaware of EOA
Age of Householder

Age	Number	Percent
Less than 20	2	1.3
21-30	10	6.6
31-40	11	7.2
41-50	15	9.9
51-60	19	12.5
61-70	32	21.1
Over 70	63	41.4
Total	152	100.0%

Median = 65.8

Most (69.7%) of the householders are women. Only one-quarter (27.0%) are married. Fully 41.2% are widowed. Another one-quarter (23.0%) are divorced or separated. The remaining 8.8% never married.

As with the larger sample, this sub-group is predominately black (89.2%). The thesis that non-native Americans compose a significant portion of those who are unaware of EOA is not true. Only one foreign national appeared in the sample.

In summary, the households which are not aware of EOA are elderly (two-thirds over 61, median age is 65.8 years), predominately (89.2%) black, primarily (69.7%) women, living in very small (mean household size is 1.94 persons) households. Nearly one-half (43.5%) are single person households.

Occupations, employment and income reflect the age of the sample -- over one-half (54.9%) are retired, and nearly two-thirds (61.8%) are receiving social security or other pensions. Only one-sixth are employed (18.3%) or received income from salaries and wages (18.8%).

Because it is not possible to ask why one does not know of an institution in the community, one can only speculate on the reasons that this group is unaware of EOA. But the socio-economic profile provides strong evidence that this group is isolated not only from EOA but also from many other aspects of community life. The population is composed of single, elderly, poor women. Their utilization of other programs (notably food stamps) is low (11.0%). As will be shown in forthcoming analyses, their participation in political life is lower than most other groups. Their awareness of political structures is almost non-existent. When the fact that the most common means of becoming aware of EOA is word of mouth, a picture of an isolated, group of small, elderly households emerges.

It is likely that the isolation these households exhibit is compounded by their lack of connections to the community, to EOA and to other service programs and that the lack of integration in the larger community masks or obscures many problems and needs which are partially a product of that isolation.

Table 30 shows that one-fifth (20.1%) of the unaware sample experienced a need for emergency assistance recently. Nearly one-quarter (23.6%) of these instances were for emergency food. Another one-quarter (30.9%) were financial crises -- rent assistance accounted for 14.5% and utility payments generated the other 12.7%. A range of other problems lends credence to the conclusion that isolation obscures multiple problems in the larger group of unaware households. Emergency home repair, emergency medical problems, transportation problems and the need for a range of senior services are all the types of deficiencies or problems which could affect the full "unaware-of-EOA" population at almost any time.

Table 31 describes how the emergency situation population contended with their emergencies.

The most prevalent response (38.5%) was to "do the best I could," to endure the problem without assistance. One-sixth (15.4%) found food banks or applied for food stamps. One-sixth received help from friends, relatives or neighbors.

Consistent with the findings that this segment of the population is generally isolated from institutions in the community are the findings presented in Table 32 regarding political awareness. Over 93.2% of the respondents do not know how many County Commissioners there are in their county. Only 6.6% of this sub-group belongs to a group which has contacted a county commissioner during the past year.

Further confirming these households' lack of integration are their perspectives of the power and influence low income people have over local affairs. Table 33 shows that only 6.5% of the sample believes poor people have a lot of power over county commissions' decisions. Three-fifths believe that poor people have either very little or no power or they do not have an opinion. In one sense, this last finding implies that not only is this sub-group isolated from their communities, they are alienated -- an even more serious problem.

Table 30

Unservd Eligible - Unaware of EOA
Need for Emergency Assistance

Need for Assistance	Number	Percent
Employment	9	16.4
Emergency Food	13	23.6
Utility	7	12.7
Emergency Clothing	2	3.6
Rent	8	14.5
Emergency Home Repair	2	3.6
Transportation	4	7.3
Senior Services	8	14.5
Head Start	1	1.8
Medical	1	1.8
Total	55	100.0%

Table 31

Unserved Eligible - Unaware of EOA
Actions Taken to Contend with Emergency Situations

Action	Number	Percent
Food Bank/Food Stamps	4	15.4
Help from Friends, Relatives or Neighbors	4	15.4
Employment Agency	2	7.7
Endured Problem Without Assistance	10	38.5
Other	6	23.1
Total	26	100.0%

Table 32

Unserved Eligible - Unaware of EOA
Knowledge of Number of County Commissioners

County	Knowledge			
	Yes		No	
	Number	Percent	Number	Percent
Fulton	9	6.6	128	93.4
Gwinnett	1	14.3	6	85.7
Rockdale	-	-	4	100.0
Total	10	6.8	138	93.2

Table 33

Unserved Eligible - Unaware of EOA
Perceptions of Power Low Income People
Have Over County Commission Decisions

Perception of Power	Number	Percent
A lot	7	6.5
Some	39	36.4
Very little	44	41.1
None	17	15.9

FUNDING SOURCES

Twenty-one interviews were held with major funding sources for Economic Opportunity Atlanta's current program components. Individuals interviewed presently administer and/or supervise EOA contracts from Federal, State and Local Government sources. A list of funding source contacts was supplied by EOA staff. The list was augmented by other local foundations and corporations known to have had prior involvement with EOA programs as well as past EOA Board members who are known to be influential in the private sector. The interviewees were informed that their responses would be confidential and that individual names would not be associated to their responses.

It became apparent that the list of funding sources contained two separate and distinct groups which make combining their impressions difficult.

The first group (11 interviews) was composed of professionals who manage EOA funding source contracts or have the capability of funding social services similar to EOA contracts. The second group (10 interviews) was made up of influential local individuals, most of whom have large corporation contacts and/or have been EOA Board members in the past. Several of these funding source interviews were with some of the original founding members of the EOA Board during the early 60's Civil Rights period.

The first group of current managers were obviously very knowledgeable about the contracts they administer and their corresponding responsibilities and of EOA. The second group has had little or no recent contact with EOA and in general were very

reluctant to comment or make judgements about EOA programs. The general tenor of the second group was supportive of EOA and the continued need for EOA services, yet all of these interviewees professed no recent knowledge of EOA activities and felt ill equipped to comment.

Combined perceptions from both groups will be made when applicable and split when necessary as the total number of interviews is small (21). The first group (current managers of EOA program elements) will be referred to as Funding Managers and the second group as Local Resources.

The great majority of all funding source interviewees had a favorable or very favorable impression concerning their relationship with EOA. In response to the question how frequent their contact with EOA had been during the past two years, the Local Resource group responded 50% "not at all" and 50% "infrequently". Resource Managers responded 72.7% (8 cases) "very frequently", 18.2% (2 cases) "frequently" and 9.1% (1 case) infrequently.

When the Local Resource group was queried as to why they had little recent contact with EOA, responses offered were varied and included "no role for me to play", "we never cross paths", "I retired from the Board", "no one ever asked me" (in two cases), "I am no longer involved with EOA issues" and "no time to devote".

When asked about levels of familiarity and assessments of success for specific EOA programs, most of the Local Resource group expressed pride in their prior knowledge of individual programs. The fact that their involvement, in all cases, was years ago, coupled with their

recent non participation caused "I don't know" to be the general response to questions about specific current programs.

The Resource Managers were very knowledgeable about their specific contract responsibilities and the EOA programs which are funded by those contracts. A general degree of familiarity about program elements outside of their contract areas was expressed. None were "very familiar" with programs outside of their contract areas.

The majority of the Resource Managers responded "yes" (56%) when asked whether they were satisfied with EOA's performance in their specific program area. Thirty-six percent (36.4% or 4 respondents) responded "yes and no" and one Resource Manager said "no" and designated poor management as the reason. All of the Resource Managers interviewed qualified their response to this question with specific references to past problems which they felt to be major programmatic problems which they felt had, for the time being, been resolved.

The Resource Managers were able to cite specific objective evidence to support their satisfaction with EOA performance, i.e., client case levels, monitoring visits and reports, audits, planned goals achieved and required reporting.

Eleven of the funding source interviewees did not use EOA as a referral resource and ten did. Three interviewees referred between 25 and 100 clients per year, three referred 12 to 24 per year, two referred 3 to 5 clients per year, one less than 3 per year, and one didn't know. All of the Funding Source interviewees were satisfied or very satisfied with EOA's responses to the referrals made. There were

no exceptions.

Funding Source interviewees displayed a varied degree of knowledge about EOA programs with a majority expressing unfamiliarity with pregnancy and child rearing programs, the drug rehabilitation program, health services outpatient treatment and elderly social services. Table 1 defines Funding Source interviewee familiarity with EOA program elements.

. Five of the funding source interviewees had members of their institution or group who had served on the EOA Board of Directors during the past three years; of these, two made regular reports back to the institutions' board or staff.

The response to questions about EOA effectiveness in encouraging the participation of the poor in the planning of its programs is defined in Table 2. A majority did not know or felt EOA to be not effective in either formal or informal consultation with low income participation in its program planning.

Table 1

Familiarity with EOA Programs

Program Area	Very Familiar	Familiar	Not Familiar
<u>Employment</u>			
Summer Youth Employment	5	11	4
Employment Counseling, Placement, Referral	5	8	8
Project "You Can"	1	2	18
Odd Jobs	2	4	18
Job Bank	2	11	8
<u>Transportation</u>			
Head Start	6	11	4
<u>Nutrition</u>			
Congregate Meals	2	13	6
Home Meals	2	16	8
Commodity Foods	5	11	5
<u>Housing</u>			
Homeless	3	3	11
Counseling	1	10	10
<u>Health Services</u>			
Head Start/Health	7	8	9
Outpatient Treatment	1	4	16
<u>Education</u>			
Staff Training	1	7	13
Head Start	9	8	7
Adult Basic Education	1	11	9
Urban Learning Center	2	3	16
<u>Energy</u>			
Energy Assistance	4	12	5
<u>Social Services</u>			
Foster Grandparents	6	10	5
Emergency Assistance	6	9	6
Elderly Day Care	4	7	10
Home Chore Services	1	5	15
<u>Pregnancy and Child Rearing</u>			
Project Delay	1	4	15
Parent and Child Center	4	4	12
<u>Drug Rehabilitation</u>			
Drug Rehabilitation	3	6	12

Table 2

EOA Effectiveness in Encouraging the
Participation of the Poor by Method

Method	Very Effective	Effective	Not Effective	Don't Know	No Response
Formal Consultation	3	7	2	8	1
Informal Consultation	4	4	2	10	1
Soliciting Advice at Meetings	3	9	0	8	1
Minority Board Seats	6	7	1	6	1

Funding sources interviewed were split on how much participation poor people should have in planning and implementing EOA programs and activities. Nine thought 'some' and the majority (twelve) thought 'a lot'. A majority of the Resource Managers felt 'a lot' and a majority of the Local Resource group felt 'a little'.

When asked to mention two programs operated by EOA which they felt to be most important to the community, the most frequently mentioned were: employment programs (mentioned by six respondents), Head Start (by eleven), Foster Grandparents (by five) and neighborhood service centers (by four respondents).

Few interviewees (four cases) answered the follow up question: What two EOA programs can you mention that are especially innovative? The pregnancy program "You Can" was mentioned twice, the drug program was mentioned twice, the Haitian Project, Head Start and employment programs were also mentioned.

With one exception, all respondents expressed unawareness of any problem with any services or programs the EOA currently operates. The exception mentioned employment program management. Funding Source respondents also felt that there were no programs that EOA should be providing beyond those currently being provided. The one exception mentioned employment programs as not being provided or not being provided adequately.

When asked what agency or group should provide services for low-income people by service area, a great majority of the Funding Source interviewees preferred a non-profit, community based corporation such as EOA. Table 3 defines responses to service delivery mode preferences by program area.

Funding Sources responses to their opinions as to the significance of general problem areas and whether they apply to EOA are defined in Table 4.

Table 3
Service Agency Preference by Program Type

Program	Local government	State government	Federal government	Private charitable organizations (United Way)	Non-profit, community based, corporations on contract to government (EOA)	Private corporations (on contract to government)
Meals for elderly	2	1	0	4	13	0
Head Start	5	1	1	0	13	0
Employment Programs	1	6	0	0	14	4
Transportation Programs	10		1	1	7	1
Energy Assistance Programs	1	2	1	2	12	2
Social Services	3	3	2	2	10	

Table 4
Opinions of
General Problem Areas for EOA

Problem Area	Very Significant	Significant	Not Significant	Don't Know	No Response
Lack of adequate funding	6	13	0	1	1
Lack of adequate local public support	4	13	2	1	1
Lack of adequate local private support	9	8	1	1	1
Lack of participation by the poor	3	3	12	2	1
Lack of adequate staff size	1	4	11	4	1
Lack of adequate staff quality	3	8	3	4	1
Lack of appropriate agency location		2	15	2	1
Lack of appropriate physical facilities		4	18	3	1
Lack of adequate agency leadership	3	6	7	4	1
Lack of innovative ideas	2	7	8	3	1
Lack of adequate state support	2	13	3	2	1

Thirteen respondents were willing to answer the open-ended question: What types of changes would you make if you had complete power over EOA? The responses had no pattern and ranged from "improve and enlarge staff" and "increase local funding independent of local government," to "phase out the program." The more thoughtful suggestions for change included:

1. A complete evaluation of all programs
2. Trim off programs - EOA is spread too thin
3. Assess client needs
4. Perform an independent management study
5. Promote a public relations program
6. Increase flexibility about new funding sources
7. Increase EOA visibility
8. Take over the Homeless issue
9. Stop the categorical approach to problem solving
10. Promote a family-community based care management approach
11. Improve financial accountability with more coordination
12. Better management
13. Increase responsiveness to community needs
14. Lessen use of EOA Board for political purposes of members
15. Work hour structure change - open afternoons, evenings and weekends
16. Better staff training
17. Reach out more to white and Hispanic communities
18. Improve private sector contacts
19. Build up morale
20. Hire a Deputy Administrator to handle day-to-day operations
21. Expand and adjust Board to include influential people to further the cause of the agency
22. Increase field staff and decrease central staff

CHURCHES AND NON PROFIT ORGANIZATIONS

Thirty-five churches and non-profit groups were sampled from lists of groups which have had direct or indirect involvement with EOA programs, activities and clients' groups. Sixty-nine percent (68.6%) of the respondents were pastors or priests. Program and outreach directors from mostly church affiliated non-profit groups made up the remainder of the interviews.

All of the clergy and non-profit staff persons who were interviewed had worked with EOA during the past two years. A majority of the respondents (68.6%) had worked with EOA frequently or very frequently during the past two years. Over one-quarter had worked very frequently with EOA. Thirty-one percent (31.4%) had worked infrequently.

Ninety-six percent (96.4%) characterized their relationship as 'very favorable' or 'favorable', 4% were neutral and no respondents reported an 'unfavorable' opinion. Eighty-nine percent (88.6%) answered yes to whether they or their staff use EOA in a referral capacity. Almost thirty percent (28.6%) of the respondents offered reasons for why they have not been more heavily involved with Economic Opportunity Atlanta's activities. For those respondents who gave reasons for non-involvement, 40.0% were not aware of EOA programs, 30.0% had few opportunities to refer clients, 20.0% utilize other social service agencies and 10.0% had few requests for assistance. Table 1 contains the types of referrals respondents made to EOA during the past two years and numbers of respondents who made them.

Table 1

Types of Referrals to EOA

Referral Type	Number	Percent
Housing	8	26.7
Food	6	20.0
Energy assistance	4	13.3
Employment assistance	4	13.3
Emergency assistance	3	10.0
Drug rehabilitation	2	6.7
Rent assistance	1	3.3
Elderly nutrition	1	3.3
Pregnancy counseling	1	3.3
Total	30	

The numbers of referrals made by the churches and non profits during the past year is presented in Table 2.

Table 2

Numbers of Referrals to EOA
During the Past Year

Referrals	Number	Percent
25-100	9	29.0
12-24	12	38.7
6-11	5	16.1
3-5	2	6.5
Less than 3 per year	3	9.7

Median = 17.0

All of the church and non-profit respondents were either 'satisfied' or 'very satisfied' with EOA's responses to their referrals. One-quarter (22.6%) were 'very satisfied.' Respondents could offer no examples of exceptions to their satisfaction with EOA response to referrals.

When questioned as to whether and how their church or non-profit group is involved with EOA in specific program areas, the respondents revealed their lightest involvement to be in the areas of joint proposal writing, joint projects and the provision of funds to EOA. Table 3 describes responses to how the respondents are involved with EOA by specific organizational activities.

Table 3
Involvement Rates by Activity

Activity	Yes	No
Joint Projects	11.5%	88.5%
Committees	37.1%	62.9%
Proposal Writing	2.9%	97.1%
Shared Equipment, Facilities		
Staff	11.5%	88.5%
Provide Services To	85.7%	14.3%
Receive Services From	60.0%	40.0%
Provide Funds To	8.6%	91.4%

Seventy-six percent of the respondents felt their experience in these joint activities with EOA to be 'successful', 18% 'very successful' and 6.1% felt that an assessment of success for their joint activities was not applicable. A majority of the churches and non-profit groups interviewed (51.6%) saw their activities with EOA as 'increasing' in the future, 48.4% saw them 'remaining at the same level'. None of the respondents saw their activities with EOA as decreasing.

While the majority of respondents expressed willingness to increase current levels of joint activity with EOA, when asked to offer what types of joint venture proposals, joint projects or what

kinds of mutually reinforcing activities might be undertaken with EOA, 91.4% of the respondents could not or chose not to respond. Those who did (3 cases) described general counseling types of activities.

FAMILIARITY WITH EOA ACTIVITIES

The clergy and non-profit organizations' staff persons interviewed displayed a modest degree of familiarity with EOA program activities. A large majority of the interviewees considered themselves as not being "very familiar" with any specific EOA program. Table 4 defines the degree of familiarity of the churches and non-profits interviewed with specific EOA programs.

Nearly one-quarter (24.2%) of the churches and non-profits interviewed had representatives from their institution who had served on the EOA Board of Directors during the past three years. Seventy-five percent (75.0%) of those churches and non-profit groups who had EOA board representation made regular reports about their EOA involvement back to the board or staff of the church or non-profit group. Of those respondents who had EOA Board representation from their group, 87.5% felt that experience to be satisfactory and 12.5% did not know.

When asked whether EOA clients are adequately represented in EOA planning efforts and whether they have a voice or input into what EOA does, 57.1% responded 'yes' - 'extensively' or 'very extensively'. Forty percent (40.0%) did not know and 2.9% felt "yes" but that the representation was 'not extensive'. Table 5 defines the perceptions

Table 4

Familiarity with EOA Program Activities

Program	Very Familiar	Familiar	Not Familiar
<u>Employment</u>			
Summer Youth Employment	23%	46%	31%
Employment Counseling, Placement, Referral	17%	69%	14%
Project "You Can"	11%	51%	37%
Odd Jobs	6%	31%	63%
Job Bank	9%	40%	51%
<u>Transportation</u>			
Head Start	29%	71%	
<u>Nutrition</u>			
Congregate Meals	9%	60%	31%
Home Meals	11%	51%	37%
Commodity Foods	37%	60%	3%
<u>Housing</u>			
Homeless	23%	74%	3%
Counseling	23%	57%	20%
<u>Health Services</u>			
Head Start/Health	3%	34%	63%
Outpatient Treatment	6%	26%	69%
<u>Education</u>			
Staff Training	11%	29%	60%
Head Start	15%	47%	38%
Adult Basic Education	14%	37%	49%
Urban Learning Center	9%	29%	63%
<u>Energy</u>			
Energy Assistance	31%	69%	
<u>Social Services</u>			
Foster Grandparents	6%	80%	14%
Emergency Assistance	20%	74%	6%
Elderly Day Care	6%	43%	51%
Home Chore Services		40%	60%
<u>Pregnancy and Child Rearing</u>			
Project Delay	6%	57%	37%
Parent and Child Center	3%	51%	46%
<u>Drug Rehabilitation</u>			
Drug Rehabilitation	43%	49%	9%

N = 35

of the churches and non-profits concerning the effectiveness of EOA methods for encouraging the participation of poor people in the planning of its programs. The results from this question reveal that no respondents felt EOA to be ineffective, yet a considerable portion of the interviewees did not know.

Table 5

Perceptions of EOA Effectiveness in Encouraging the Participation of the Poor by Participation Type

Method	Very Effective	Effective	Don't Know
Formal Consultation	11%	57%	31%
Informal Consultation	11%	40%	49%
Soliciting Advice at Meetings	11%	26%	63%
Minority Board Seats	9%	37%	54%

The great majority of the churches and non-profits interviewed (85.7%) felt that poor people should have 'a lot' of participation in planning and implementing EOA programs and activities; 14.3% felt 'some'. None felt 'very little' or 'none'.

Only 20.0% of the churches and non-profits interviewed could name two programs operated by EOA which were important to the community. Of those named, Housing, Counseling, Commodity Foods, and Drug Rehabilitation were mentioned most frequently (three responses each), Energy Assistance was mentioned by two respondents and there was one response each for Homeless Assistance, Head Start and Emergency Assistance.

When asked to name two programs EOA operates that the churches and non-profits viewed as especially innovative, only one institution

responded and mentioned Project Delay and Project You Can. When asked whether there are any programs which they think EOA is not providing that they feel it should be providing, only one interviewee responded 'yes' and mentioned family planning. The remainder felt that there were none.

All of the churches and non-profits interviewed responded "no" when queried as to whether they were aware of any problems with any services or programs that EOA currently operates. When asked to express preferences concerning who should provide specific services to low-income people (see Table 6), a large number of respondents felt that local government should be the primary provider.

Table 6
Preferences for Type of Institution
to Provide Services by Program Type

Program	Local government	State government	Federal government	Private charitable organizations (United Way)	Non-profit, community based, corporations on contract to government (EOA)	Private corporations (on contract to government)
Meals for elderly	36%	0	3%	6%	53%	3%
Head Start	74%	23%	3%	0	0	0
Employment Programs	49%	26%	26%	0	0	0
Transportation Programs	31%	63%	6%	0	0	0
Energy Assist. Programs	53%	47%	0	0	0	0
Social Services	85%	6%	0	6%	3%	0

When questioned about their perception of general problem areas which may afflict EOA and their significance, few of the churches and non-profit respondents felt funding, agency leadership or staff issues to be 'very significant.' While a majority perceived funding and the

lack of adequate state support to be 'significant,' a very high proportion of the responses were 'don't know.' Table 7 lists responses for problem areas the churches and non-profits perceive to be 'very significant,' 'significant' or 'not significant' for EOA.

A majority of the respondents viewed lack of funding (lack of adequate funding, lack of adequate state support) as a 'significant' problem.

The perception for a great portion (between 30% and 51%) of the respondents was that they 'did not know' if institutional, organization and funding related issues represented a problem for EOA.

Table 7
Significance of Particular Problems to EOA

Problem Areas	Very Significant	Significant	Not Significant	Don't Know
Lack of adequate funding	9%	54%	3%	34%
Lack of adequate local public support	3%	34%	23%	40%
Lack of adequate local private support	6%	49%	11%	34%
Lack of participation by the poor	0	3%	57%	40%
Lack of adequate staff size	0	11%	43%	46%
Lack of adequate staff quality	0	6%	49%	46%
Lack of appropriate agency location	0	14%	34%	51%
Lack of appropriate physical facilities	0	20%	34%	46%
Lack of adequate agency leadership	0	6%	44%	50%
Lack of innovative ideas	0	9%	46%	46%
Lack of adequate state support	6%	61%	3%	30%