

**HOUSE . . . . . No. 179**

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**The Commonwealth of Massachusetts**

PRESENTED BY:

***Tackey Chan***

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*To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:*

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act to address inequality, promote opportunity, and end poverty.

PETITION OF:

NAME:	DISTRICT/ADDRESS:	DATE ADDED:
<i>Tackey Chan</i>	<i>2nd Norfolk</i>	<i>1/14/2019</i>
<i>Mathew J. Muratore</i>	<i>1st Plymouth</i>	<i>1/29/2019</i>
<i>James J. O'Day</i>	<i>14th Worcester</i>	<i>1/30/2019</i>
<i>Daniel M. Donahue</i>	<i>16th Worcester</i>	<i>1/30/2019</i>
<i>Bruce J. Ayers</i>	<i>1st Norfolk</i>	<i>1/30/2019</i>
<i>Daniel J. Hunt</i>	<i>13th Suffolk</i>	<i>1/30/2019</i>
<i>Joseph D. McKenna</i>	<i>18th Worcester</i>	<i>1/31/2019</i>
<i>John J. Mahoney</i>	<i>13th Worcester</i>	<i>1/31/2019</i>
<i>Bruce E. Tarr</i>	<i>First Essex and Middlesex</i>	<i>2/1/2019</i>
<i>Daniel R. Cullinane</i>	<i>12th Suffolk</i>	<i>2/1/2019</i>
<i>David Biele</i>	<i>4th Suffolk</i>	<i>2/1/2019</i>
<i>John F. Keenan</i>	<i>Norfolk and Plymouth</i>	<i>2/1/2019</i>
<i>David Henry Argosky LeBoeuf</i>	<i>17th Worcester</i>	<i>2/1/2019</i>
<i>David M. Rogers</i>	<i>24th Middlesex</i>	<i>2/1/2019</i>
<i>Carlos González</i>	<i>10th Hampden</i>	<i>2/1/2019</i>
<i>Paul W. Mark</i>	<i>2nd Berkshire</i>	<i>2/1/2019</i>

**HOUSE . . . . . No. 179**

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By Mr. Chan of Quincy, a petition (accompanied by bill, House, No. 179) of Tackey Chan and others relative to the establishment of an interagency council to address inequality, promote opportunity and end poverty. Community Development and Small Businesses.

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**The Commonwealth of Massachusetts**

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**In the One Hundred and Ninety-First General Court  
(2019-2020)**  
\_\_\_\_\_

An Act to address inequality, promote opportunity, and end poverty.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 SECTION 1. Chapter 23B of the Massachusetts General Laws is hereby amended by  
2 replacing section 24 with the following:

3 Section 24. As used in this section the following words, unless the context requires  
4 otherwise, shall have the following meaning:

5 “Community action agency”, a nonprofit agency which has previously been designated  
6 and authorized to accept funds from the federal Community Services Administration for  
7 community action agencies under the federal Economic Opportunity Act of 1964, unless such  
8 designation is rescinded by the director in accordance with the provisions of this section, or any  
9 agency formed as may be designated as a community action agency by the director to succeed  
10 any agency that the director determines fails to meet federal requirements, or fair and reasonable  
11 requirements established by the director, or any agency designated as a community action agency  
12 by the director to serve previously unserved areas in accordance with the provisions of this

13 section; community action agencies are the federally mandated antipoverty agencies in the  
14 Commonwealth of Massachusetts and the network of community based organizations they  
15 comprise shall be considered the federally mandated antipoverty network operating in the  
16 Commonwealth of Massachusetts.

17 “Department”, the Massachusetts Department of Housing and Community Development.

18 “Committee”, the advisory committee established by this section.

19 “Fund”, The Community Action Trust Fund to Address Inequality, Promote Opportunity,  
20 and End Poverty established by this section.

21 “MASSCAP”, Massachusetts Association for Community Action.

22 “Community services block grant”, funds designated to ameliorate the causes of poverty  
23 in communities within the commonwealth, distributed by the federal government to the  
24 commonwealth pursuant to section 672(a) et. seq. of the Omnibus Budget Reconciliation Act of  
25 1981, or its successor.

26 “Density of poverty”, percentage of total population in area to be served representing  
27 persons at one hundred per cent of poverty as defined by the United States Office of  
28 Management and Budget.

29 A community action agency shall maintain a board structure where one-third of the  
30 members shall be elected public officials, currently, holding office, or their representatives,  
31 except that if the number of elected officials reasonably available and willing to serve is less than  
32 one-third of the membership on the board, membership on the board of appointive public  
33 officials may be counted in meeting such one-third requirement; at least one-third of the

34 members shall be persons chosen in accordance with democratic selection procedures adequate  
35 to assure that they are representative of the poor in the area served; and the remainder of the  
36 members shall be officials or members of the business, industry, labor, religious, welfare,  
37 education, or other major groups and interests in the community.

38 In order to qualify as a community action agency, such agency must be one which is  
39 community based and operated as set forth in this section which: -

40 (a) is designed to provide a comprehensive range of services and activities having a  
41 measurable and potentially major impact on causes of poverty in the community or those areas of  
42 the community where poverty is a particularly acute problem; plan systematically for an  
43 effective community action program; develop information as to the problems and causes of  
44 poverty in the community; determine how much and how effectively assistance is being provided  
45 to deal with those problems and causes; and establish priorities among projects, activities and  
46 areas as needed for the best and most efficient use of resources; in cooperation with community  
47 agencies and officials, undertake actions to improve existing efforts to reduce poverty, such as  
48 community agencies and officials are responsible; Initiate and sponsor projects responsive to  
49 needs of the poor which are not otherwise being met, with particular emphasis on providing  
50 central or common services that can be drawn upon by a variety of related programs, developing  
51 new approaches or new types of services that can be incorporated into other programs, and filling  
52 gaps pending the expansion or modification of those programs; establish effective procedures by  
53 which the poor and area residents concerned will be enabled to influence the character of  
54 programs affecting their interests, provide for their regular participation in the implementation of  
55 those programs, and provide technical and other support needed to enable the poor and  
56 neighborhood groups to secure on their own behalf available assistance from public and private

57 sources; build collaborations and coalitions and join with and encourage business, labor and  
58 other private groups and organizations to undertake, together with public officials and agencies,  
59 activities in support of the community action program which will result in the additional use of  
60 private resources and capabilities, with a view to developing new employment opportunities,  
61 stimulating investment that will have a measurable impact on reducing poverty among residents  
62 of areas of concentrated poverty, and providing methods by which residents of those areas can  
63 work with private groups, firms, and institutions in seeking solutions to problems of common  
64 concern.

65 (b) has been developed and has organized and combined projects and has integrated and  
66 arranged and blended services, also known as “wrap around” services, so called, and has  
67 employed comprehensive case management as a fundamental component of its service approach  
68 and activities undertaken by the agency in a manner appropriate to carry out all the purposes of  
69 this section; and

70 (c) includes, but is not limited to, programs to assist low income participants, including  
71 the elderly poor, such as programs to: secure and maintain meaningful employment, attain an  
72 adequate education; provide and maintain adequate housing and a suitable living environment;  
73 receive energy assistance and weatherization services; obtain financial education; avoid  
74 homelessness; develop assets; obtain emergency assistance through loans or grants to meet  
75 immediate and urgent individual and family needs, including the need for health services,  
76 nutritious food, housing and employment-related assistance; remove obstacles and solve personal  
77 and family problems which block the achievement of self-sufficiency; and achieve greater  
78 participation in the affairs of the community.

79           From time to time, community action agencies, as represented by their association known  
80 as the Massachusetts Association for Community Action, shall convene with elected and  
81 appointed officials, allied organizations, low-income residents, and others, regional and  
82 statewide sessions on addressing poverty, the findings and information from which shall  
83 contribute to the adjustment and improvement of existing policies and programs and practices  
84 and the development of new policies and programs and practices to address inequality in the  
85 Commonwealth of Massachusetts.

86           There shall be established the Interagency Council to Address Inequality, Promote  
87 Opportunity, and End Poverty for the purpose of reviewing existing programs and making  
88 recommendations to ensure that programs aimed at addressing poverty and inequality, promoting  
89 opportunity, and otherwise fostering self-sufficiency among low income and working people are  
90 coordinated and provided in a productive manner; the Council shall be coordinated by the  
91 Department of Housing and Community and Development and will increase coordination among  
92 the several other state agencies and departments including but not limited to the departments  
93 within the Executive Office of Health and Human Services and within the Executive Office of  
94 Labor and Workforce Development (more to add) that help vulnerable people achieve stability  
95 and move on to economic mobility; members of the Council shall meet at least 6 times a year  
96 and consult on a regular basis with individuals or groups who have specific expertise in subject  
97 areas that the Council is addressing; the Council shall have the authority to review existing  
98 programs and recommend improvements to such programs and policies to ensure that such  
99 services are provided in an efficient, cost-effective, and productive manner, recommend  
100 legislation to improve the operation of the policies of the Commonwealth, recommend changes  
101 to regulations of any agency of the Commonwealth, recommend contracts, grants, or other,

102 recommend partnerships with private entities, including corporate, philanthropic, and faith-based  
103 organizations, as well as the federal government and municipalities; the Council shall monitor  
104 the progress of any initiatives undertaken in response to the Council's recommendations.

105         The Council shall be considered a permanent panel and shall report any findings or  
106 recommendations, including any recommendations for legislation or regulation, to the Governor  
107 at such periods as determined by the Chair on January 15th of each year.

108         Subject to appropriation, for a program to provide community investment support for  
109 community action agencies operating in Massachusetts, as defined by this section;

110         Provided that the resources from this line-item be used for the same purposes by  
111 community action agencies that the federal fund known as the community service block grant, as  
112 defined by this section and 42 U.S.C. et seq. is used;

113         Provided further, that the resources from this line-item be distributed to the community  
114 action agencies by the department of housing and community development;

115         Provided further, that not less than two percent of the resources from this line item be  
116 provided to the Massachusetts Association for Community Action (MASSCAP) to provide  
117 training and technical assistance to community action agencies operating in Massachusetts.

118         There shall be a separate fund to be known as the Community Action Trust Fund to  
119 Address Inequality, Promote Opportunity, and End Poverty which shall be sited within the  
120 Department of Housing and Community Development. The Department shall administer the  
121 fund, according to guidelines promulgated by the Department and in consultation with the  
122 advisory committee. The fund shall assist in the creation of projects to assist low income

123 individuals and families in the commonwealth out of poverty, for the benefit of households  
124 whose incomes are not more than 200 per cent of the federal poverty level as determined by the  
125 federal Department of Health and Human Services. The fund shall be an expendable trust fund  
126 and shall not be subject to appropriation.

127         There shall be credited to the fund, revenue from appropriations or other monies  
128 authorized by the general court and specifically designated to be credited to the fund and other  
129 monies may be utilized, including gifts, grants, private contributions, and all other sources.  
130 Money remaining in the fund at the end of a fiscal year shall not revert to the general fund.

131         The agency shall maintain the fund as a separate fund, and shall cause it to be audited by  
132 an independent accountant on an annual basis in accordance with accepted accounting principles.

133         The agency shall administer assistance from the fund using only the criteria set forth  
134 under this chapter for projects sponsored by MASSCAP or Community Action Agencies. The  
135 Department may enter into agreements with MASSCAP or Community Action Agencies to  
136 administer assistance from the fund for projects that may be developed and implemented in  
137 partnership with other nonprofit organizations, after consulting the advisory committee  
138 established by this section.

139         The fund shall finance innovative community based programs and services that address  
140 current and emerging needs that to have a measurable impact on alleviating the causes of  
141 poverty. Activities eligible for assistance from the fund include, but are not limited to:

142             (1) Projects to assist low-income participants;

143             (2) Projects to secure and maintain meaningful employment;

- 144 (3) Projects to offer financial education;
- 145 (4) Projects to help families avoid homelessness;
- 146 (5) Projects to offer energy assistance and weatherization services
- 147 (6) Projects to offer emergency assistance to meet immediate and urgent individual and  
148 family needs;
- 149 (7) Projects to help individuals attain an adequate education.

150 There shall be established an advisory committee to the fund, which shall make policy  
151 recommendations to the department of housing and community development regarding the  
152 fund's program and funding activities.

153 The committee shall be comprised of the following members: the director of the  
154 Department of Housing and Community Development or his designee; the director of  
155 Community Economic Development Assistance Corporation (CEDAC) or his designee; two  
156 representatives appointed by the Speaker of the Massachusetts House of Representatives; two  
157 representatives appointed by the President of the Massachusetts State Senate; two municipal  
158 officials appointed by the Massachusetts Municipal Association, one of whom shall be from a  
159 city and one of whom shall be from a town; and a representative appointed by each of the  
160 following organizations: the Massachusetts Association for Community Action (MASSCAP), the  
161 Massachusetts Energy Directors Association (MEDA), the Massachusetts Head Start Association  
162 (MHSA). Committee members shall serve at the pleasure of the appointing authorities.

163 The department of housing and community development on annual basis shall file a  
164 report with the Executive Office of Administration and Finance, the House Committee on Ways

165 and Means, and the Senate Committee on Ways and Means which will detail all expenditures  
166 from the fund, including but not limited to the recipient of the funds, the cost of administration,  
167 and the number of low-income families and individuals assisted by the fund.

168         The commonwealth, acting by and through the director, may enter into contracts with  
169 community action agencies, and such other organizations as the director determines, to provide  
170 services consistent with the purposes of this section. Any such agency shall comply with such  
171 requirements as the director may establish by regulation or otherwise, including, but not limited  
172 to, reporting and monitoring requirements, and evaluation procedures, and, in the case of  
173 community action agencies, procedures for the designation and the suspension or rescission of  
174 designation as a community action agency. Procedures for the suspension or rescission of  
175 designation as a community action agency shall include adequate notice and an opportunity for a  
176 hearing.

177         The director may designate an agency as a community action agency to serve a  
178 previously unserved area, if the director finds that: there are sufficient additional community  
179 services block grant funds appropriated to provide for the addition and continuing operation of  
180 such agency, and that such agency will serve an area having a population in excess of seventy-  
181 five thousand and a density of poverty which exceeds seven per cent.

182         The provisions of this section shall be applicable to the awarding of contracts by the  
183 director under the federal community services block grant program. Not less than ninety per cent  
184 of the total of any such community services block grant funds received by the commonwealth  
185 during any fiscal federal year shall be contracted directly with community action agencies in  
186 existence at the beginning of such fiscal year. Not more than five per cent of the total of any such

187 community services block grant funds received by the commonwealth shall be allocated to the  
188 director for administrative expenses. Not more than five per cent of the total of any such  
189 community services block grant funds received by the commonwealth, at least fifty percent of  
190 which, shall be awarded by the director for innovative anti-poverty projects or programs operated  
191 by MASSCAP or community action agencies.

192           The commonwealth, acting by and through the director, may, subject to appropriation,  
193 provide supplementary funds to community action agencies in accordance with the provisions of  
194 this section.

195           Recognition of a community action agency by the director shall not preclude the agency  
196 from receiving other grants or contracts from federal or local agencies, private organizations, or  
197 individuals or state agencies to pay the cost of providing services to the poor.