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5/20/93

Goals of the Corporation for National Service

Are these the right goals? What else should be on the list?

- 25,000 participants
- strong mix of pre-, during, and post- college
- adequate non-college representation
- ethnic and economic diversity
- geographic diversity
- strong local support
- measurable results
- good mix of the 4 issue areas
- developed replicable and sustainable programs
- programs substantially oversubscribed
- Governors fully supportive
- 100% public recognition of national service as a Clinton program
- Esprit de corps
- new models of service underway
- VISTA and OAVP clients feel programming continuity
- Congress members see results in their districts
- no fraud and abuse
- programs well managed and outside management advice readily available
- programs (local, ACTION etc.) coordinate to leverage impact
- federal agencies participating
- underserved communities are represented in programs and participants
- employees of old CNCS and ACTION are excited about new corporation
- the plan for integrating all operations (of ACTION and CNCS) is clear and well accepted
- any time-bombs from past programs were found internally first and defused without embarrassment to the President
- private sector support is well divided between local, state and national levels
- program competition very strong at all levels (state and national)
- training models well established
- programs received necessary technical assistance
- comprehensive database of applicants and programs established

quality
results from view of participants & communities
balance between presidential / local initiative

Shirley Priorities

Pre Oct. 1, 94

- (1) Key personnel
- (2) Technical Assistance
- (3) Public awareness

(4) monitoring

(5) Private sector support

(6) state side / pres. commission

Oct 1, 95

- (1) quality models
- (2) Documenting high demand
- (3) integration plan for 2 agencies
- (4) data base
- (5) state systems operational

**AGENDA FOR INTER-AGENCY TASK FORCE MEETING
MAY 20, 1993**

11:00 to 1:00

1. 11:00 to 11:30 (15 minutes each)
 - Brief presentation by CNCS and ACTION on existing programs and strengths of those programs.
2. 11:30 to 12:30
 - What do we want to show the President as our fiscal year '94 accomplishments?
3. 12:30 to 12:50
 - What do we need to do between now and October 1 to make sure that we meet our goals?
4. 12:50 to 1:00
 - Discuss final product Eli needs from each task force and timing.

CNCS Fact Sheet

Serve-America: Subtitle B-1

Serve-America grants support programs sponsored by schools or community-based agencies to involve school-age youth in service to the community and to involve adult volunteers in the schools. Students learn by doing through a clear application of skills and knowledge while addressing needs in their school or community.

General Data*

Fiscal Years 1992 and 1993

Total funds granted = \$33 million over two years

	<u>1992</u>	<u>1993</u>		
New and Renewal Grants	57	58		
Grants to States	47	49		
Grants to Indian Tribes	3	3		
Grants to Local Programs	5	6		
Subgrantees	1,200			
Other Grantees ¹	8			
Average Program Cost	\$ 12,000			
Average Cost per Participant	\$ 39			
Approximate Total Enrollment	276,000/year			
Administrative Structure			Major Service Activities²	
School-based	243		Tutoring/Peer Counseling	44%
Community-based	112		Mentoring/Literacy	44%
Combination	62		Problem solving/Conflict Resolution	25%
			Assistance to the Elderly	17%
			Substance Abuse Prevention	14%
			Working with Children	10%
Participant Demographics				
High School Students	42%			
Middle or Junior High	26%			
Elementary Students	17%			
Other (no level specified)	12%			

¹ Eight States received additional funds as "Leader States" to develop resource materials and provide Technical Assistance.

² Percentages exceed 100 because many programs work in multiple service activities.

*The data was compiled from a preliminary survey of grant recipients by the Commission evaluation contractor. Because the data was collected as program implementation was just beginning, figures may change when year two data is available.

Examples

Philadelphia Public Schools Philadelphia, Pennsylvania

Nine of Philadelphia's high schools have developed a literacy program which places high school seniors who read below grade level in elementary schools as reading tutors for primary grade youngsters who are struggling with their own reading problems. The schools report that the tutoring has made better readers of both the seniors and the children, but also has enhanced students' self-esteem and optimism. Many of the tutors are now considering college and some plan to pursue teaching careers.

Washington Elementary School Mt. Vernon, Washington

In a school where one third of its students have been identified as "at risk", one half are poor enough to qualify for a free lunch, and one third are migrant workers, service-learning is revolutionizing the curriculum. All fourth graders are paired off with individual younger students whom they tutor in reading. In every classroom, there is a service project associated with each academic unit. Out on the playground, the peace is kept by student "conflict managers" -- students who have been elected by their peers as the best people to see if there is a problem.

1992 Leader State Field Enhancement Activities

Based on the high quality of their Serve-America proposals, eight states were designated "Leader States" and received a share of \$1.2 million for expansion of service-learning activities within their states and activities that would enhance the field nationwide. Current Leader States are Colorado, the District of Columbia, Maryland, Minnesota, Pennsylvania, South Carolina, Vermont and West Virginia.

A summary of the Colorado program provides an indication of the types of field enhancement activities currently underway. Goals for Colorado's Leader State program include enhancement of the Interdisciplinary Resource Center at the University of Northern Colorado, and linking service-learning with Carnegie's Turning Points Initiative and three other education reform efforts. In addition to providing technical assistance to other States in the Western region, Colorado is developing "How to" manuals on implementing service-learning in middle schools and performance-based assessment strategies.

CNCS Fact Sheet

Higher Education Innovative Projects: Subtitle B-2

Higher Education Innovative Project grants help colleges and universities explore new ways to integrate service into the college curriculum, and support model community service projects on campus, including those that link college community service with other service programs. Some of the grants directly support programs at individual institutions of higher education, whereas others are awarded to national or state-level organizations which give subgrants to individual institutions.

General Data*

Fiscal Years 1992 and 1993

Total funds granted = \$10.4 million over two years

New and Renewal Grants	70
Subgrantees	180
Total Number of Students	58,000/year
Smallest Grant	\$15,000
Largest Grant	\$500,000
Median Grant	\$75,600
Average Cost per Participant	\$ 86
Percent Offering Academic Credit	63%

Type of Grantee		Major Service Activities ²	
State Agency	17%	Tutoring/Peer Counseling	44%
Four-Year College	56%	Mentoring/Literacy	44%
Consortium (one or more)	14%	Curriculum Development	14%
Two-Year College	3%	Assistance to non-profits	15%
Professional School	2%	Service Learning	11%
Other ¹	9%	Working with Children	9%
		Assistance to the Elderly	4%
		Problem Solving/Peer Counseling	7%

¹ Includes non-profits and Indian Tribes

² This represents the percentage of grantees with these activities as a major focus. Percentages do not equal 100 because many programs have more than one major focus.

*The data was compiled from a preliminary survey of grant recipients by the Commission evaluation contractor. Because the data was collected as program implementation was just beginning, figures may change when year two data is available.

Examples

SUNY, School of Optometry

This program places optometry students in service to senior citizens to deliver visual care to the non-hospitalized, but homebound, elderly in the greater New York Metropolitan area. Fourth-year optometry students visit senior citizen homes to give them eye exams and fit new glasses. They gain valuable professional experience while also being involved in community service.

Clark Atlanta University

Clark Atlanta University, an Historically-Black university, has placed all first-year students in community agencies, as a part of the required freshman orientation seminar. Students are spending several hours every week working with boys and girls clubs, afterschool and in-school programs, alternative suspension programs, and community development groups. Cooperating agencies emphasize that the efforts of Clark Atlanta are especially important because of the need for African-American role models for many of the children they serve, who are predominantly African-American also.

Bentley College

CNCS funded a partnership between Bentley College and Project Place, a nonprofit, community-based organization serving a multicultural clientele of poor adults and disadvantaged youths in Boston's south end. Through the project, Bentley College students assist Project Place staff in serving their clientele. Bentley undergraduates--almost all of whom major in business disciplines, assist with pre-employment skills development, literacy tutoring, program analysis and redesign, human resource development, community outreach, and marketing research.

CNCS Fact Sheet

American Conservation and Youth Service Corps: Subtitle C

American Conservation and Youth Service Corps programs provide resources to states and Indian Tribes to create or expand year-round or summer youth corps. Through corps, teenagers and young adults serve full-time and receive a living allowance and post-service benefits while serving their communities. Service may concentrate on conservation projects such as creating trails, or may encompass human service in schools, hospitals, soup kitchens and other agencies. Many programs involve participants in a variety of conservation and human service activities in order to provide them with diverse experiences. All programs also include an educational component, in which corps members are encouraged to complete their high school education or enroll in college preparatory and college classes.

General Data*

Fiscal Years 1992 and 1993

Total funds granted = \$42.8 million over two years

(footnotes included on page two)

New and Renewal Grants	32	Major Service Activities⁷	
Subgrants¹	100	Conservation of Parks, Habitat	81%
Grants to States	23	Urban and Rural Revitalization	65%
Grants to Indian Tribes³	6	Rehabilitation of Facilities	62%
Other Grantees⁴	3	Assistance to the Elderly	54%
Median Grant Size	\$750,000	Assistance to Children	54%
CNCS \$ per Slot⁵	\$2,000	Trail Maintenance	27%
		Erosion and Flood Control	12%
		Forestry	12%
Program Development		Program Duration	
New Program Start-up	9	Year-round Programs	12
Expansion of Existing Corps	19	Summer Programs	7
Planning Grant for Expansion	4	Both Summer and Year-round	13
Stipends		Approximate Enrollment⁶	
Average for State Corps	\$ 3.58/hr	CNCS-supported Slots	11,600/year
Average for Local Corps	\$ 4.16/hr	All Slots	17,550/year
Post-Corps Benefits			
Range for State Corps	up to \$5,000		
Average for State	\$2,342		
Range for Local Corps	up to \$1,500		
Average for Local	\$750		

*The data was compiled from a preliminary survey of grant recipients by the Commission evaluation contractor. Because the data was collected as program implementation was just beginning, figures may change when year two data is available.

Examples

The Amerasian Service Team of the Washington Service Corps are all children of American soldier fathers and Asian mothers. Outcasts in the land of their birth, they have recently arrived in this country under a special Act of Congress. This project will introduce them to the tradition of community service and the profession of social work. Team members will work in a variety of activities including staffing a drop-in center for Amerasian refugees, resettling newly-arrived refugees, teaching English conversation classes and coordinating support groups, including counseling, social activities and outreach to new refugee arrivals.

The East Bay Conservation Corps is implementing a model of "cascading leadership" in which corpsmembers will participate in developing service-learning projects for community-based nonprofit and public agencies. The corpsmembers will work with elementary, and middle school students in a number of Oakland public schools to mentor and teach them service-learning by participation in the projects.

The New Orleans Youth Action Corps, a partnership of the Audubon Institute of New Orleans and the Nature Conservancy, is developing an environmental service corps of racially and socio-economically diverse youth. The corps will challenge young people to redefine the needs of the "urban environment." Corpsmembers will address the human and physical environmental needs of the city by performing conservation, education, art, and social service projects. Projects will include: working with a neighborhood to set up a community recycling program, planting wildlife corridors of trees and plants on the city river banks, and creating public art such as murals and sculptures out of trash and recyclable materials.

Footnotes to Data

¹This figure may increase by as much as 40% in the coming year. When this data was collected in October 1992, only about 70% of the grantees that will subgrant Commission funds had reported their subgranting data.

² Includes the District of Columbia. Twenty-four States and localities were funded in 1992, twenty-three in 1993.

³ Six Indian tribes were funded in 1992, five in 1993.

⁴Two cities, Los Angeles and Miami, have received funds for disaster relief, and Juneau, Alaska received funds when the state chose not to apply.

⁵This figure is deceptively low, because corpsmembers receive varying levels of support from Commission funds. Some programs provide participants with significant support from Commission funds while others receive small amounts and fund most of their programs through other sources.

⁶ The Commission-supported slots include all slots in existing programs that are expanding or enhancing their operations with Commission support. Data on all slots in the existing youth corps network of all corps programs, some which receive no Commission funding, is from the National Association of Service and Conservation Corps.

⁷Percentages exceed 100 because many programs work in multiple service activities.

CNCS Fact Sheet

National Service Demonstration: Subtitle D

National Service Demonstration Project grants provide funding to states to identify, support and evaluate models of potentially large-scale national service programs. The models involve people 17 years and older in full- or part-time service in exchange for educational and housing benefits. The Act gives the Commission broad discretion in selecting the types of programs to fund and encourages diversity in the location of programs (both urban and rural), the characteristics of participants (young, old, high school dropouts and college graduates), and the range of community service needs that are addressed (within the domains of education, human service, environment and public safety, with a particular emphasis on problems associated with poverty.)

General Data

Fiscal Years 1992 and 1993

Total funds granted = \$45 million over two years

1992 Subtitle D Grant Recipients

CNCS Cost per Full-Time Participant: \$21,077/year

Program	Type of Placements	Location	Annual Planned Enrollment	CNCS Funding 92
City Year— Boston, Mass.	Crew	Urban	220 full-time	\$7,000,000 (2 years)
Peach Corps— Georgia	Crew	Rural	120 full-time	\$2,300,000
The Urban School Service Corps—New Jersey	Group	Urban	Planning grant only	\$150,000
Volunteer Maryland!	Individual	Mixed	35 full-time 105 part-time	\$1,200,000
Delta Service Corps— AK, MS, LA	Individual	Rural	23 full-time 150 part-time	\$3,400,000
Pennsylvania Service Corps	Individual	Urban	125 full-time 200 part-time	\$5,800,000 (2 years)
Language Link Project— Seneca Nation of Indians	Individual	Rural	6 full-time	\$110,000 (2 years)
Health Care Volunteers— Oklahoma	Individual	Rural	20 full-time	\$225,000

1993 Subtitle D Grant Finalists (Funding to be determined)

Program	Type of Placements	Location	Annual Planned Enrollment	CNCS Funding
Public Allies— Illinois	Individual	Urban	45 full-time	TBD
The Urban School Service Corps— New Jersey	Clustered	Urban	275 full-time	TBD
CityCorps Leadership Project— New York	Crew	Urban	105 full-time & part-time	TBD
4-H Service Corps— Kansas	Individual	Rural	N/A	TBD
Northwest Service Academy Oregon, Washington	Crew	Urban/Rural	100 full-time	TBD
Blackfeet EMS Public Safety Corps— Blackfeet Tribe	Individual	Rural	planning stage only	TBD
Michigan CARES	Individual	Urban	planning stage only	TBD
U.S.-Mexico Border Volunteer Corps— AZ	Individual	Urban	planning stage only	TBD

Examples

Delta Service Corps.

This program is placing people of all ages in service to communities in the Mississippi Delta region of Arkansas, Louisiana and Mississippi. Up to 500 full- and part-time participants in 132 counties are placed individually in community-based organizations to rehabilitate and provide housing for low-income families, to provide nutritional education and awareness programs for low-income families, to teach adult and family literacy classes in community centers, and to meet other locally defined needs.

City Year

City Year is a four-year-old, crew-based urban corps program. Its participants are economically and culturally diverse youth, age 17 - 23, who spend nine months in service activities. Participants are expected to be active in service activities for 40 hours per week. One day of each week is set aside for education and reflection. City Year places a strong emphasis on team building, teaching civic skills and responsibility, and encouraging an increased understanding of and respect for differences. Founders and staff see community service as the common ground that will help link people across class and ethnic lines.

Volunteer Maryland!

This program places full- and part-time volunteer coordinators in community-based organizations throughout the state. The primary purpose is to increase significantly the number of people volunteering in organizations and to build the capacity of organizations to use volunteers effectively. Volunteer coordinators are placed within host sites to recruit, train and organize volunteers to perform critical needed services.

CNCS Fact Sheet

Innovative and Demonstration Programs: Subtitle E

Under Subtitle E, the Commission supports five different kinds of programs; expansion of Peace Corps preparatory programs to Historically-Black Colleges and Universities, ACTION initiatives to link senior volunteers to HeadStart, the Governor's Innovative Service Program, the Employer-based Retiree Volunteer Program, and Rural Youth Service Demonstration Projects.

The Governor's Innovative Service Program provides grants to states to support demonstration service programs, to provide training and technical assistance to the service network within the state and to build a state support structure for community service programs. The Rural Youth Service Demonstration Project grants support state and local programs to provide service. Programs include services for the elderly, individuals with disabilities, and low-income individuals.

Employer-based Retiree Volunteer Programs provide support to bring together retirees, their former employers, and community agencies to address the needs of their local communities. The public-private partnerships promote business involvement in community service.

General Data

Fiscal Years 1992 and 1993

Total funds granted = \$1,665,500 over two years

Number of Grants¹	24
Largest Grant	\$200,000
Smallest Grant	\$13,200
Average Grant	\$46,920

Grants by Program²

ACTION	\$ 400,000 (1)
Peace Corps	\$ 200,000 (1)
Governor's Innovative Program	\$ 250,000 (5)
Rural Youth Service Demonstration	\$ 666,500 (14)
Employer-based Retiree Volunteers	\$ 149,000 (4)

Administrative Structure of Grantees

Federal Agencies	2
State Government	3
Local Government	4
Colleges/Universities	3
Non-Profits	8
School Districts	3
Indian Tribes	1

¹Two grants are cooperative agreements with other federal agencies, Peace Corps and ACTION, to expand or enhance their volunteer programs.

²Number in parentheses shows number of grants within each program.

Examples

The Governor of New Jersey is supporting a homeless and indigent population health outreach project coordinated by the Robert Woods Johnson Medical School. Medical students are serving in student-run free clinics at different locations in New Brunswick; making home health visits to low-income children and to conducting home safety assessments (screen for lead exposure, etc.); and conducting health workshops on prenatal nutrition and smoking cessation in family shelters and community organizations. Through the program, the medical school is expanding clinic evening hours to allow working poor without health insurance access to health care.

The Kansas Community Service Foundation, in cooperation with the Kansas Cooperative Extension Service's 4-H Program, is establishing after school programs for K-6 students in 3 rural Kansas communities using middle and high school students and senior volunteers as volunteer staff participants. This program, building on youth and senior citizens as community resources, responds to a growing critical need for a constructive environment for rural youth given the growing number of working parents, both farm and non-farm, and the absence of organized after school programs.

ARCO Chemical Company and the Southeast Delaware County School District are providing opportunities for ARCO retirees to benefit 270 middle school students. The program encourages retirees to become involved in activities to increase their life-satisfaction and enable them to remain vital and connected to the community. The schools are benefiting through increased computer literacy skills, enhanced science curriculum, and inclusion in local environmental projects.

CNCS Fact Sheet

Strategic Support Services to Programs

TECHNICAL ASSISTANCE

The Commission's technical assistance activities include grants to other national, regional and local organizations for specific services as well as activities managed by the Commission staff. Most of these activities are supported with funds for training and technical assistance authorized under Subtitles F and G of the Act. To date, the Commission has awarded or will soon award grants as follows:

K-12 Clearinghouse: Applications to serve as the K-12 clearinghouse to conduct and coordinate technical assistance activities in schools have been received and a decision awarding the contract will be made at the April, 1993 Board meeting.

Campus Outreach Opportunity League(COOL) - a grant to provide on-site technical assistance to colleges and universities interested in establishing student-run service programs, with special activities on Historically-Black College and University campuses. COOL also has a grant for a project to develop a book by young people documenting youth in service.

National Association of Service and Conservation Corps (NASCC) - to develop teams of technical assistance providers to visit corps and will assign experienced corps directors to serve as mentors for new directors.

National Center for Risk Management and Insurance - to provide phone and on-site consultation to programs on insurance and legal issues and to publish a series of issue papers on topics of concern to the field in insurance and tax issues.

Youth Service America - to develop the materials, convene regional meetings and provide technical assistance to states in developing and implementing their comprehensive service plans. Part of this project includes visiting and assessing the progress made by several states in implementing their plans.

Generations United - to develop a resource guide on intergenerational service programs and develop a technical assistance network for program operators.

Commission Activities - In some cases, CNCS is providing technical assistance directly through its own activities. They include:

Technical Assistance Teams - a pool of consultants and program practitioners that provide assistance in organizational development, human resource management, fundraising, program operation, etc.

Senior Fellows: A small number of senior practitioners and policy leaders who will be supported by the Commission to develop materials for and help develop strategies to lead the field forward. CNCS provides support for 50% of their time over a year to work with us.

Invitational Travel - a fund to cover grantee travel costs to visit other programs or to bring in practitioners or experts who have particular expertise needed by the program.

Interactive Work Groups - a series of Commission or program-sponsored seminars on issues facing the field and new or needed practices to improve program development and management. They will be small gatherings (10-20 participants) and will be developed in conjunction with Commission grantees and other leaders in the field.

Regional Workshops and Meetings: the Commission has sponsored a series of grantee meetings over the last year and will continue to do so in the coming year. We are working with other organizations specifically on the following topics:

- ~ Service Learning
- ~ Staff Training
- ~ Crew Supervisor Development
- ~ Youth Leadership Development

PROGRAM MONITORING/EVALUATION

The Commission is also responsible for monitoring grantees and subgrantees for performance and grants compliance. The Commission is establishing a field studies group to provide timely, candid, and constructive reports on how Commission-funded programs are actually working, whether certain problems need more in-depth attention and what lessons need to be disseminated in the training process. The evaluation system will also aid in the monitoring of programs and placements. The Technical Assistance Teams will also aid in monitoring programs in operational and program areas. Through site visits the teams will determine technical assistance needs, identify problem areas and report to the Commission staff.

The Commission has a major evaluation contract with Abt Associates, to analyze the participation and impact of Commission funding. The results provide effective tools to determine program effectiveness and options for replication.

TRAINING

In order to build the skills of current leaders and participants in the growing national service movement and to ensure a new generation of leaders and participants, the Commission is designing and sponsoring a range of innovative training programs. The Summer of Service program provides the field with a unique opportunity to develop a model national leadership training which can build the skills and inspiration for a lifetime of service. This summer, the 1500 Summer of Service participants will participate in an intensive leadership training programs built around the themes of national service, leadership, community, service-learning, and the needs of children at risk.

May 17, 1993

MEMORANDUM

FROM: Sarah Whitman

TO: Eli Segal

Subject: Start-up of the Corporation for National Service

In preparation for establishing the new Corporation we have broken down the issues we need to address into eight broad categories (1) governance and structure; (2) programs; (3) personnel and labor relations; (4) finance and private sector involvement; (5) regulations; (6) state structure; (7) equipment, facilities and technology and (8) inspector general and oversight.

In order to help put the business plan together, we need to establish a plan to address each of these issue areas. Attached are a list of preliminary questions for each of the seven issue areas.

I have also attached two organization charts. One chart is drawn to reflect the language in the legislation and the other is an attempt to think about the Corporation along functional lines and how it might look after the merger.

marketing
public school / communications

Basic Questions for all Task Forces

1. What are the precedents?
 - ACTION/Peace Corps
 - EPA absorption (air, water etc.)
 - Creation of Corporation for Public Broadcasting
 - Department of Education
 - Department of Energy
 - Are any state level mergers useful? Any in private sector?
 - Legal Services Corporation
 - Synthetic Fuels Corporation
 - Uranium Enrichment Corporation
 - Resolution Trust Corporation (William Seidman)
 - Boy Scouts
2. What has been written about them (check GAO data base)?
3. Who knows about them: (Jack has names), Arnie Miller, Dick Staufenberger, Bob Currie, OMB, government operations staff on hill, Reinventing Government Task Force.
4. What are the best aspects of ACTION & CNCS to incorporate in new structure (perceptions of insiders and outsiders)?
5. What has to be done at each step? On what schedule?
6. What are the steps needed to have corporation functioning 10/1? What are the impediments? What interim steps lie between 10/1 and full integration?
7. What is the business plan for the merger? (Create a time line to complete each phase of the project.)

Governance and Structure

1. What are the functions of the new entity?

Program Operations

- Analyze programs (review plans from states; review direct applications)
- Direct programs (eg. VISTA, OAVP and CCC)
- Develop national training models
- Provide technical assistance on issues, management and process
- Conduct research and development (eg. on existing and start-up programs)
- Operate database (participants and programs)
- Oversee and set up advisory groups for specific categories of service (health care, environment, education etc.)

Finance

- Fund programs
- Pay stipends (direct or through program or states)
- Disburse benefits

Marketing and Communications

- Communicate with the public
- Communicate with the media
- Advertise and conduct outreach to stimulate participation in programs
- Attract desired programs
- Manage internal Communications

Government Affairs

- Communicate with Congress
- Communicate with Executive Branch
- Communicate with states/ cities

Private Sector Liaison (eg. corporate, foundation and individual)

- Initiate campaign to gain financial and in-kind support for programs
- Get technical assistance (esp. management for non-profits)

Legal

- Advise on all legal matters (including developing regulations)

Administrative

- General corporate overhead

Personnel

- Handle all personnel issues

Facilities, Equipment and technology

- Manage facilities, equipment and technology

Inspector General

- Prevent and eliminate fraud and abuse

2. What structure facilitates best performance of these functions?

3. How does the ideal structure compare to ACTION's or CNCS' existing structure?

Governance and Structure continued:

4. What are the personnel implications of any structural change?
5. How can ACTION & CNCS be merged culturally and operationally? What actions are required prior to 10/1? Thereafter but before the merger? How integrated can the programming be (ie., should VISTA and OAVP be entirely free-standing)?
6. Do we want to have structure and titles that are "corporate" instead of "government" oriented?

Programs

1. What programs (placements), in detail, are being funded by ACTION that will be operating past 10/1?
2. Same question for the Commission?
3. How do we maintain the continuity and integrity of existing programs and program service delivery during the transition?
4. How can we determine the following about existing programs?
 - Current track record
 - Are current goals the same as ours
 - Esprit de corps
 - Visible identity in the community
 - Management (especially abilities if the program expands)
 - Recruitment (from what pool? what methods?)
 - Training (methods, goals, results)
 - Service (vis our 4 areas: measurable results?)
 - Service learning component
 - Supervision
 - Expansion plans & capacity
 - Replicability
5. Any flexibility to change funding decisions by law? practice?
6. How will we service programs: from DC? Regional units? Teams by issue area? State level?
7. How will we judge and nurture quality?
8. What are performance criteria? Who should we consult in developing performance criteria (e.g. national corporation; state commissions; governors; mayors; communities; programs)?
9. How do we get best issues guidance? Are there legal parameters for advisory groups for the Corporation? What do we need from them?
10. Do we need subgroups for specific issues areas?
11. How do we encourage diversity of participants and of programs?
12. What are the program differences depending on age of targets (ie, pre-, during - and post-college)? Depending on who runs the program (eg. non-profits vs. federal agency)?
13. How do we encourage new entrepreneurial models?
14. What will the relationship be between outreach and program?
15. How do we get community groups' support? Spread the word to underserved communities? Get participants and programs from under-represented groups?
16. How are plans approved/ rejected/ re-tooled?

Personnel and Labor Relations

1. What do we need to communicate to existing employees during the transition period to alleviate unnecessary employee anxiety?
2. Who does what at ACTION? At CNCS?
3. What are their performance ratings?
4. What functions are necessary for CNCS/ Corporation to function 10/1?
5. What functions are necessary for ACTION programs to operate after the transition?
6. What would the ideal candidate profile be for each slot in the new corporation?
7. How well do existing people match the ideal candidate profiles?
8. What is the best way to handle necessary out-placements? How much time should it take?
9. What are the profiles of ACTION employees (tenure; time at agency; retirement schedules)? Are there similar issues regarding CNCS employees?
10. What does the Bill allow regarding treatment of employees throughout implementation of the merger (Impact of proposed five year terms of employment on existing personnel. Use of discretionary authority to bridge gaps.)?
11. What are the statutory/regulatory parameters?
12. What are the necessary administrative processes?
13. What needs to be done at ACTION or CNCS before 10/1 to facilitate creation of the new corporation (ie. transfers, reassignments, new hiring, appointments)?
14. How can we best manage our relations with the Union? What are the local and national unions' major issues? What parameters are imposed on ACTION by collective bargaining agreements? Which of those parameters would be inherited by the new corporation?
15. How do we select a new corporate Board? What needs to be done prior to 10/1 (eg. appoint new CNCS Board members)? How do we reflect poverty and older American issues expertise?
16. What kind of people do we need at state level? What is relationship to ACTION's state offices?

Finance and Private Sector Involvement

A. Finance questions:

1. Is it possible for the finance arm of the Corporation to run the National Service Trust?
2. Do we have someone in either entity to fill the CFO position? Do we want to hire someone from the business community?
3. What mix of public and private dollars will finance the projected growth over the next five years? How fast will we grow?
4. How will the Trust operate?

B. Private Sector Involvement questions:

1. In what ways (and in what priorities) can private sector support national service?
2. On a national, state, and program level: how do we avoid cannibalizing existing programs? Where should we direct donations and reallocations?
3. How do we persuade the private sector to give cash, in-kind and management support? How do we sell our program to them?
4. What needs to be done with OMB and the Appropriations Committee to budget for FY '94?
5. Will the private sector provide incremental support for programs we have already approved, or funding for acceptable programs that aren't already being funded (e.g. S.O.S. program #20)?
6. What is the relationship of matching requirements and the challenge grants program?
7. Should the Bill be amended to allow donations for programming (not just benefits)? *allowed*

Regulations

1. What areas does the Bill deliberately leave to regulation?
2. What other categories are generally covered in introductory regulations?
3. Who must review/approve? Process and time required?
4. What do we need in place to begin to solicit state plans?
5. Can implementation of regulations be done in phases to get programming started?
6. What is needed/ useful to be able to solicit, review and accept donations (eg. Corporation for Public Broadcasting)?

State Structure

1. What is the role of ACTION's state and regional offices? How will they interact with or overlap with the State Commissions?
2. What state entities exist now? What do they do and how well do they do it?
3. Are there other bodies in place which could serve the function in the interim? What are the criteria for interim arrangements during the transition?
4. How do we best inspire each Governor to create Commissions quickly and pick the best Board members?
5. What resources do the states need to get established (money, technical assistance)?
6. Do we have these resources? Where can we get them?
7. What needs to be done to get state plans ready for submittal:
 - criteria for programs
 - process for competitive evaluation
 - interface with national corporation
 - local outreach
 - infrastructure for follow up (technical assistance and monitoring)
8. What are the responsibilities of the corporate representative in the state structure?

Equipment, Facilities & Technology

1. What spaces do ACTION & CNCS have under lease? Terms? Usage?
2. Is expansion in either space desirable? Possible?
3. Assuming ACTION is absorbed gradually and CNCS is done immediately, what size and configuration of space would be needed 10/1? What are the alternatives?
4. What are alternative locations? Terms?
5. Would such space allow for ACTION to be absorbed there eventually?
6. What are the projected space needs at the end of '94?
7. How are space needs likely to increase thereafter?
8. Are equipment, facilities and technology costs covered in budget?
9. What do we need to do to get desired space?
10. How are moves accomplished? By whom? What time frame?
11. What office equipment will we need? What can come from CNCS? From ACTION ? What is lead time/ process/ cost?
12. What are our true database needs? What type of information do we need on service applicants? On programs?
13. How flexible/ fast/ costly/ up-gradable is existing technology for managing database?

Inspector General and Oversight

1. What is the proper balance between allowing initiative and stopping fraud and waste?
 2. Can the Inspector General do other than accounting reviews (eg., the "Charlie Pefers" role)?
- 
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Possible Inter-Agency Task Forces

Project Coordinators:

Rick Allen
Sarah Whitman

Governance & Structure:

Jack Lew
Robert Gordon
Chris Gallagher
Bob Currie
Gary Kowalczyk
Bob Nisley

Consultants:

Arnie Miller

Programs:

Kate Frucher
Catherine Milton/ CNCS staff
Diana London & OAVP person
Catherine's names (Stoneman, PPV or ABT,
Szanton, Martha, JP, Lorne, Julien, Tatel,
Bradach, Lacy, Danzig)

Consultants:

Susan Stroud
Jina Sanorne

Personnel & Labor Relations:

Gary Christopherson
Bob Currie
Gary Kowalczyk
Catherine Milton
Dick Staufenberger
OPM
OMB

Consultants:

Arnie Miller

Finance and Corporate Involvement:

Rick Allen
Sarah Whitman

Consultants:

Nancy Rubin
Ray Chambers
Alan Patricoff
Chuck Supple
Dutch Leonard
Points of Light
Carlisse Baldwin
- People who have
started foundations

Regulations:

Jack Lew
Robert Gordon
Chris Gallagher
Terry Rusell
Dick S.
ACTION counsel
OMB

Consultants:

Catherine →
Dick

Task forces continued:

State Structure:

Catherine Milton
Gary Kowalczyk
Catherine's names (Scott Foster and
Barbara at National Academy)
Lawrence Rogers (Labor Department)

Consultants:

Susan Stroud

Equipment, Facilities and Technology:

Gary Kowalczyk
Bob Currie
Janet Green
CNCS
GSA

Consultants:

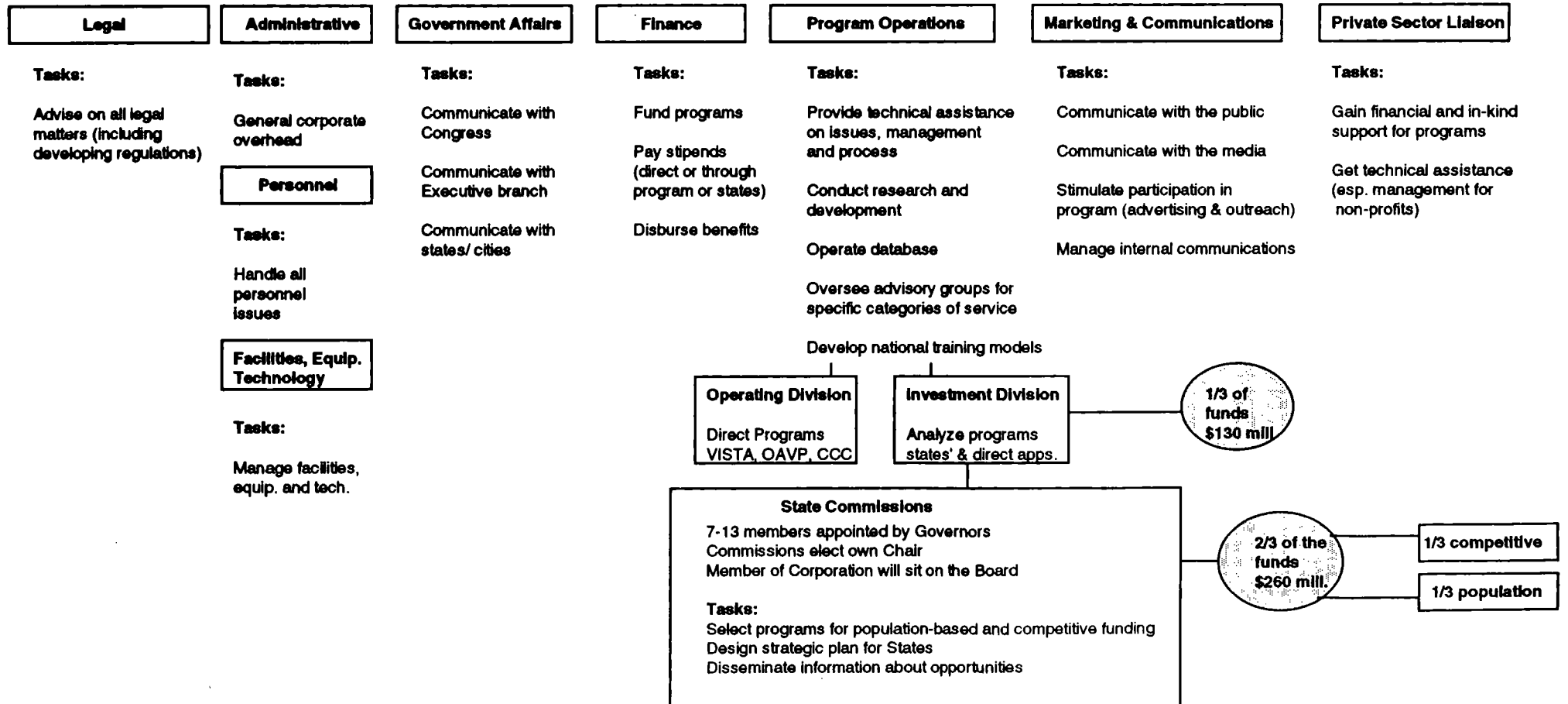
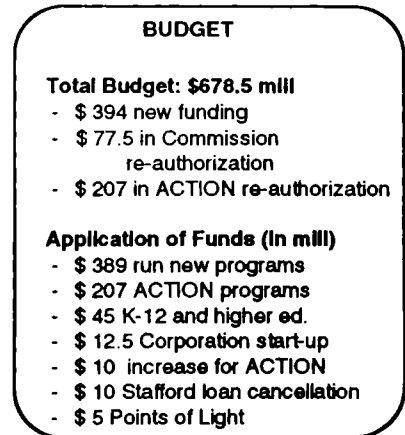
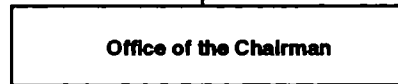
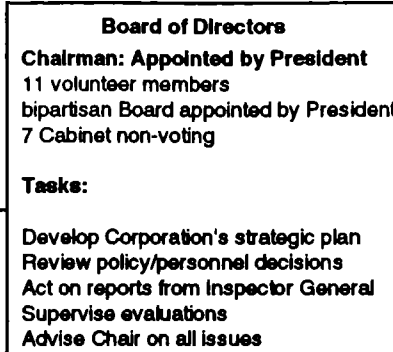
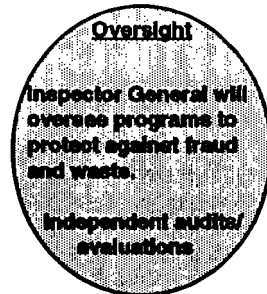
Points of Light
Alexander Paluch (data base)

Inspector General and Oversight

Bob Currie
Other IGS
Dick Staufenberger

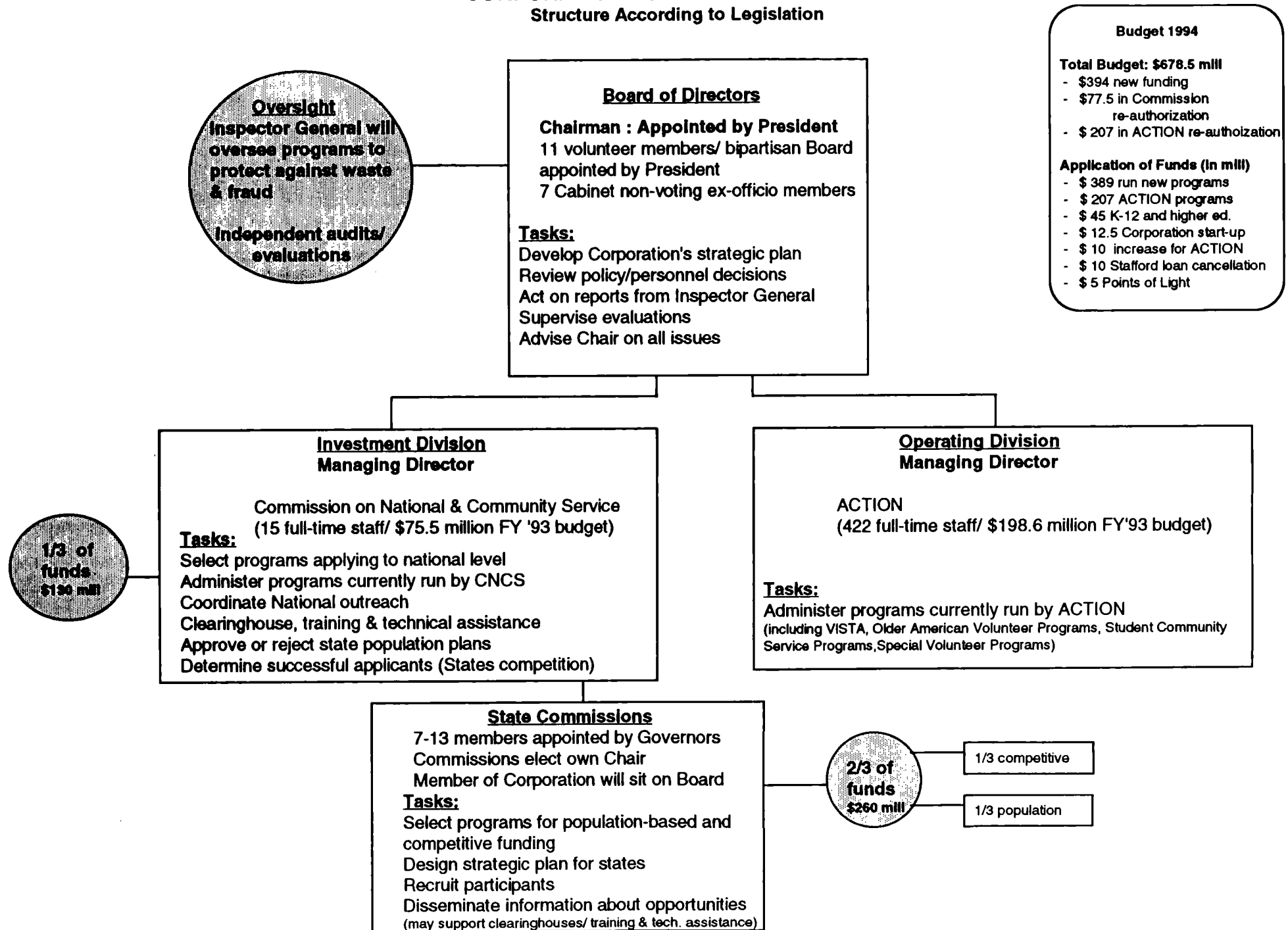
CORPORATION FOR NATIONAL SERVICE

Possible Structure According to Function



CORPORATION FOR NATIONAL SERVICE

Structure According to Legislation



June 2, 1993

MEMORANDUM

TO: Eli Segal

FROM: Catherine Milton

SUBJECT: Strategic Plan for Structuring a National Service System

The Commission has been engaged for some time in determining the key elements in the successful growth of a national service system. At its May meeting, the Board directed staff to continue the strategic planning process and voted to appropriate significant funds to this effort. Following is a proposed strategic framework for generating high quality national service opportunities through the new Corporation for National Service and within the guidelines provided by the National Service Trust Act.

The broad themes of the Act -- the focus on outcomes for communities and citizens and the insistence that these opportunities be provided in a new way -- dictate new intellectual and institutional products. However, these products (policies, systems, organizational structures) are not the primary purpose of Act, but serve to support the desired outcomes of national service -- the impact of national service upon the nation's unmet needs and upon the participants' life courses.

As a result of our strategic planning, we have laid out the elements of the structure, identified key tasks and products, and defined next steps.

The presentation is organized as follows:

- I. Elements of the structure of the National Service System/Effort**
- II. Workplan and Process**
 - 1. Focus on key needs and outcomes
 - 2. State capacity building
 - 3. Knowledge Transfer
 - 4. Quality Assurance/Evaluation
 - 5. Flow of Servers / "Supply Development"
 - 6. National Identity
 - 7. Summary
- III. Next Steps**

cc: Susan Stroud Shirley Sagawa
Sarah Whitman Jack Lew/
Gary Kowalczyk Tom Ehrlich

I. Elements of the Structure

An effective national service system must have excellent programs and an infrastructure to support those programs. The key elements in structuring such a national service system are: state capacity building, knowledge transfer, quality assurance, national identity, and a system for a "flow of servers." (See Chart 1). The elements shown are the key points of leverage to build a national service system if the President's target of high quality slots is to be achieved.

All the key elements point to "program capacity" to illustrate that the goal of 25,000 (100,000) opportunities requires the program capacity to create and deliver them. These elements are the drivers/components of high-quality program capacity

II. Workplan and Process

Chart 2 is a workplan for getting the whole structure in place by the fall. Each key element of the structure maps to the workplan.

Example: the workplan for Program Capacity (and all other elements) begins with defining high quality in the summer, continues through the process of developing strategies to achieve key needs at the end of the summer, peaks with the implementation and funding activities at the end of the year.

1. Focusing on key needs and key outcomes

The starting point and underpinning of this whole plan is the focus on key program areas and goals. Our definition and development of each element of the structure should be guided by the outcomes we seek, rather than by specific products. This distinction -- outcome-driven vs. product-driven -- is critical for reinventing government as called for in the Act.

Example: a top-down, product-driven approach would dictate a prescribed number of slots for youth corps. An outcome-driven approach would specify the development of programs which engage employment of youth. Many would be youth corps, but additional types of programs would be designed to meet specific community needs defined at the local and state level. This approach ensures that only the best and most relevant programs are produced, leverages the creative energy at the local level, and reduces the need for a top-heavy bureaucracy.

Specifically, the outcomes we are seeking are:

- What are the key unmet community needs to be addressed (and therefore the highest priority program areas)?
- What are the critical participant needs to fulfill?

By achieving clarity about key needs, we can design each element to meet them. The effort to define key needs and outcomes will require the input/creativity of many people in the states, in programs, in the federal government, in the private sector and in other fields.

So, defining key needs will be the first step toward developing each element of the system.

The key tasks are:

- (1) *Outline the framework for defining key needs and key outcomes.*
Chart 3, the "Service Innovation Generator" is designed to stimulate the detailing of the full field of outcomes --- from the unmet needs (e.g., education, health) to the program models (e.g., school-based) to the impact upon participants (e.g., career-related and civic-related). The three axes are related to outcomes, rather than specific program types. Charts 4 and 5 are tools with which to amplify or illustrate Chart 3. The people helping in this definition effort would use the maps to list key needs within each program area and identify which participant type(s) would be best suited for / benefited by addressing it.

Example: if a high-priority need in the "Career Related Participant Impact Area" category is to generate more community health care workers, then the program models are in k-12 and higher education institutions. The decision about which program type best meets the need is left to the community.

- (2) *Convene focus groups to apply/modify the framework and define key needs and key outcomes.* For each need area, the right level of focus must be identified and key people (e.g., governors, program leaders) must be included. The expertise is in the field. The federal role would be to convene, lead, and provide guidance.
- (3) *Survey the service field and analogous fields to learn and apply demonstrated successful means that have been used to define key needs/outcomes.*

The key products are:

- A list of the key needs/key outcomes in each of the four need areas.
Note: This effort will include ranking the needs --a step beyond identifying them.
- A list of examples of program models that could meet these needs and achieve desired community and participant outcomes (models would include those that exist and those that are conceptually possible).

The value of this effort is this: Clearly thought-out priority need areas and related outcomes will enable us to focus on the critical pieces of each structural element (e.g., "What are we measuring for in our Quality Assurance effort?")

2. State Capacity Building

Once we've defined high quality as meeting key needs and achieving key outcomes, we'll be able to define, with help from the field experts, what states need to do (their responsibilities) to ensure high quality positions.

- (1) Use the key needs and key outcomes (determined as described above) to figure out the most important **strategies** for states to follow in developing and supporting good programs. See Chart 2, part 2 of the workplan, done for each key element.
- (2) Then outline the **capabilities** the states will need to execute these strategies. One such required capability is the issue of individual placements and their certification at the state level. Chart 2, part 3 of the workplan, done for each element.

Example: A key need/outcome might be the creation of effective state commissions. Then a key strategy might be to provide technical assistance to the states on building their infrastructure by gathering experts and their expertise To support this strategy, a required capability for states could be to write and pass effective state legislation, to define the role of the chief executive, to enumerate the staffing requirements, etc.

- (3) Plan the **actions** necessary to put the strategies and capabilities in place.

Key Tasks:

- (1) *Discussions with key individuals* (e.g., National Governors' Association, Council of State Governments) to verify key needs/outcomes and outline essential strategies and capabilities.
- (2) *Understand and incorporate best demonstrated practice* of leading states (in the service fields and other fields).
- (3) *Survey and incorporate knowledge* accumulated by CNCS, Youth Service America, PPV and existing federal programs.

3. Knowledge Transfer (training and technical assistance)

The focus, again, is on key needs and key outcomes. One clear key need is to generate high-quality slots quickly, by helping organizations with existing service programs to expand and helping others to start up quality service projects fast. Once we've agreed on the key need areas/outcomes, we can identify which specific knowledge transfer strategies are essential and best for meeting the needs and achieving outcomes.

Example: If we would like to generate lots of good proposals., what technical assistance will help make this happen?

Key Tasks:

- (1) *Determine the key knowledge transfer needs to support the national service system.* We need to identify (a) who are the potential users and (b) what are their needs. The Commission has done some of this work already in selected areas, especially in thinking about the requirements of existing service programs.

Example: Convene a series of focused groups of potential users such as program leaders, state-level coordinators, participants and professional specialists to determine which needs are most pressing. See Attachment A , a recent Commission memorandum on technical assistance needs , for an example of the breadth and depth of the effort .

- (2) *Map suspected knowledge transfer needs to larger key program areas/key outcomes.* By putting these together we will bring to the surface the critical knowledge transfer strategies that must be realized to support the high quality service positions we want.

Example: In the area of education, a key need/ outcome might be "better teaching quality/ availability of skilled services to function as teachers' aides in rural schools." If we've identified a knowledge transfer need of getting servers up to speed quickly on core classroom techniques, the related strategy might be getting them on-site, just-in-time training in specific techniques.

(3)Develop the capability to execute strategies. To develop capabilities, we will:

- Survey best existing ideas and practice for delivering training and technical assistance, in the service field and analogous fields (e.g. how do other federal agencies such as OSAP do this? How do management consulting firms help their teams in the field? How do successful businesses such as McDonald's do this?)
- Innovate: engage lots of people in thinking about the best way to accomplish knowledge transfer. Some key principles would be to ensure multiple providers of training and technical assistance so that there is ample market choice. Convene meetings, etc., to discuss.
- Assess potential providers, intermediate organizations who could support/ do the knowledge transfer on an ongoing basis.

Example: Given the above strategy, we might look for the best way to have a group of prepared, local skills trainers who could do workshops with groups of servers on short notice. The best intermediary might prove to be the local teachers' union, who could contract to receive and staff training requests.

(4)Plan implementation.

We are well on our way in the knowledge transfer area. We need to synthesize what we've learned, think together with creative people, and plan.

4. Quality Assurance / Evaluation

Quality should be defined as meeting needs in key areas / achieving key outcomes. There are five pieces to this, with the first two as the most important (See Chart 6):

1. *Market-like mechanisms.* Market force can help ensure quality if participants are choosing in an informed way among programs competing for their involvement, and if programs are choosing among competing suppliers of technical assistance, etc. These choices could be informed by publicly-available program performance indices, independent appraisals (like Consumer Reports or Barrons), etc.
2. *Evaluation and monitoring* based on reliable performance measures tied to measurable outcomes. These include the traditional governmental mechanisms.
3. *Program performance indices* to be used by grantors and independent assessors in rating programs.
4. *"Help from the field",* i.e. peer reviews, dissemination of knowledge, and technical assistance to help programs learn and improve.
5. *Continuous quality improvement* efforts by programs, driven by competition for participants and by desire to do the best job possible meeting community needs.

It will be important to strike the appropriate balance between an audit/monitoring function and the promotion of continuous learning and quality improvement programs.

The key tasks are:

- (1) *Work from key need areas/key outcomes.*
- (2) *Define program performance indices* and develop processes to use them (e.g.. evaluation mechanisms).
- (3) *Develop strategy for creating independent experts* on program quality for participants, specialized agencies, etc.
- (4) *Develop knowledge transfer, peer review, and other influencing strategies .*
- (5) *Maintain high standards* by funding/ supporting excellent programs while fixing or eliminating failures.

5. Flow of servers

One element of success will be making sure that the movement of participants through the national service system has been clearly detailed and works well. This includes their recruitment, access to opportunities, experience in the programs, passage out, and post-service experiences. The planning for participant flow must consider a multitude of administrative and logistical issues. See Chart 7.

Example: should a youth participant receive a full stipend for his / her year of service if he/she does a consciously mediocre job?

Key tasks: The flow can be segmented into access issues, issues during service, and exit issues. For each of these areas, we must:

- (1) *Use the outlined key needs / outcome to define goals for the flow and development of a "supply" of potential servers or a "demand" to participate.*
- (2) *Identify and resolve related policy issues.*
- (3) *Identify key flow / logistic strategies to make the system function smoothly*
- (4) *Survey and integrate demonstrated best practice s for similar flows in analogous fields (e.g., learn from recruiting systems of the military and college funds).*

6. National Identity

The programs and participants that comprise the national service system must be linked together by a common set of principles and experiences. This is more than logos and communication devices. Participants should view themselves as a part of a movement that is larger than themselves --- a part of a national effort to restore a sense of civic responsibility, to rebuild America.

There are a number of tools with which to shape the national identity of national service. The most immediate and powerful is Presidential leadership. Through the "bully pulpit", the President will convey a vision of a system that links people and programs to a greater endeavor. Over time, though, the national identity will be created and sustained through the application of uniformly high standards of excellence for program certification.

Think of this as a business marketing challenge -- the building of a brand name product. If the product, national service, is distinguished by its quality, then programs will market themselves as part of the system to prospective participants and donors. Similarly, participants will seek to participate in the brand name service opportunity -- both for their immediate benefit, and for the benefit of their future employers and educators.

In addition to high quality, participants' shared experiences can foster a national identity. Leadership training will literally bring people together and forge a common identity. A national Serve America Day might be another way to create a sense of identity and purpose.

Key task:

Convene a series of meetings with distinguished American leaders and service participants to solicit their ideas for what might be done to promote a national identity that motivates and inspires participants and the broader public.

7. Summary points for Workplan and Process

- Create excellent opportunities with infrastructure to support them.
- Beginning with and driving from key need areas and key outcomes is essential.
- Structural elements and strategies flow from clear needs in a way that guides thinking powerfully.

III. Next Steps

1 *Fill out the Project Team:* At the last meeting, the Commission was instructed to continue with the strategic planning already underway. We have a core group of individuals working on strategy, and are beginning to fill out the project team which could do the necessary research and analysis upon which to base critical strategic decisions concerning the Corporation. The strategic team will report its progress on a regular basis.

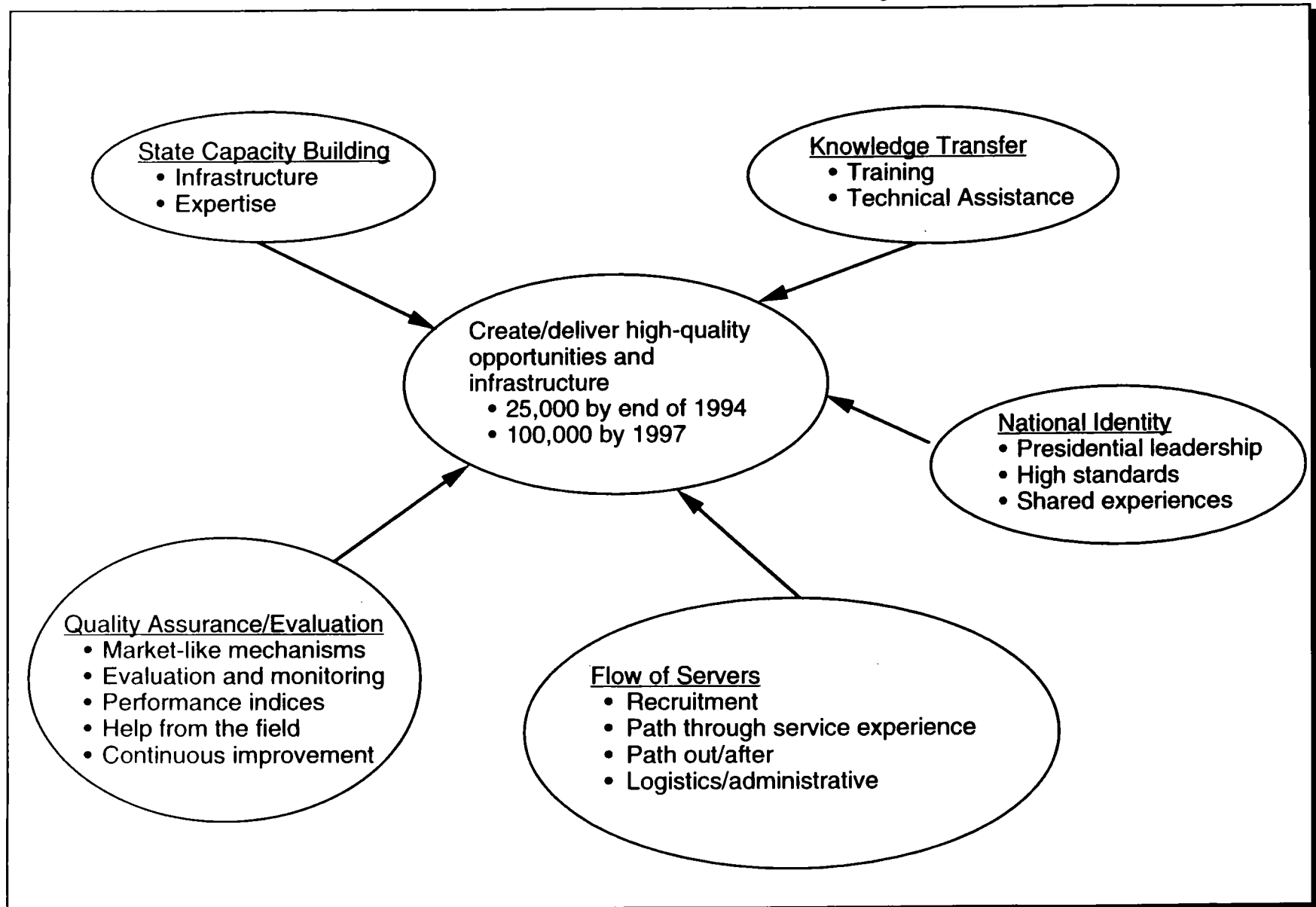
2. *Select a Steering Committee:* In addition to the current Commission strategic leaders (Catherine and Dick), this oversight group should include ONS (Susan Stroud or her designee), ACTION (Gary or his designee), CNCS Board members (Shirley, Tom and Les) and key experienced strategic planners such as Jeff Bradach and Julien Phillips.

3. *Reach out to a broad base of contributors:* Leaders from every sector of American life should be engaged in the process of developing all of these elements of the system: federal, state, and local government; private sector; non-profit sector. They'll be deeply involved in creative thinking, idea generation, strategy development, problem solving, and more. This is an excellent source of expertise and a mechanism to build broad-based support for the programs and the policies.

4. *Continue forward with key tasks in each area*

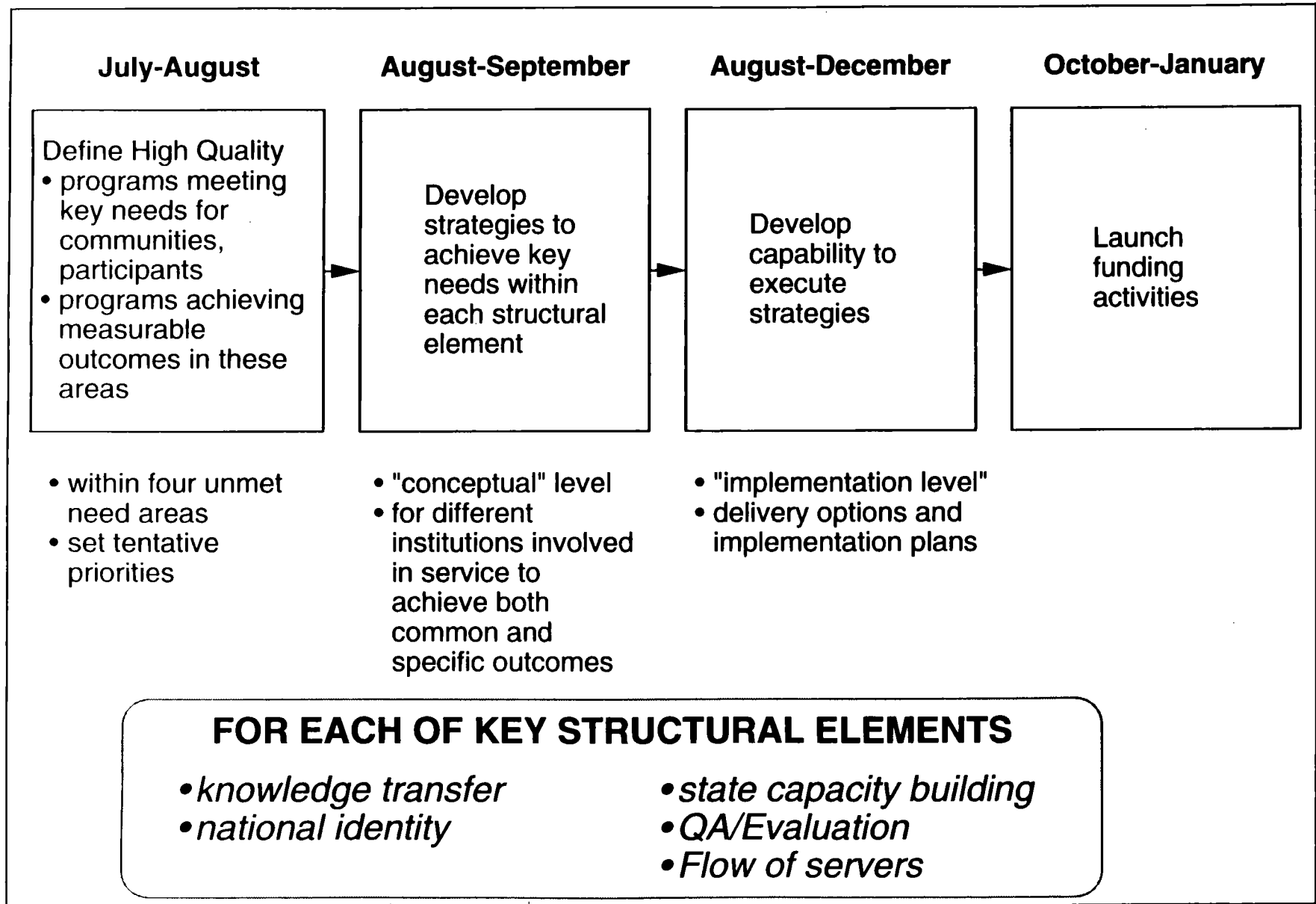


Key Elements to Structure of High-Quality National Service System





Workplan/Process to Develop Structure

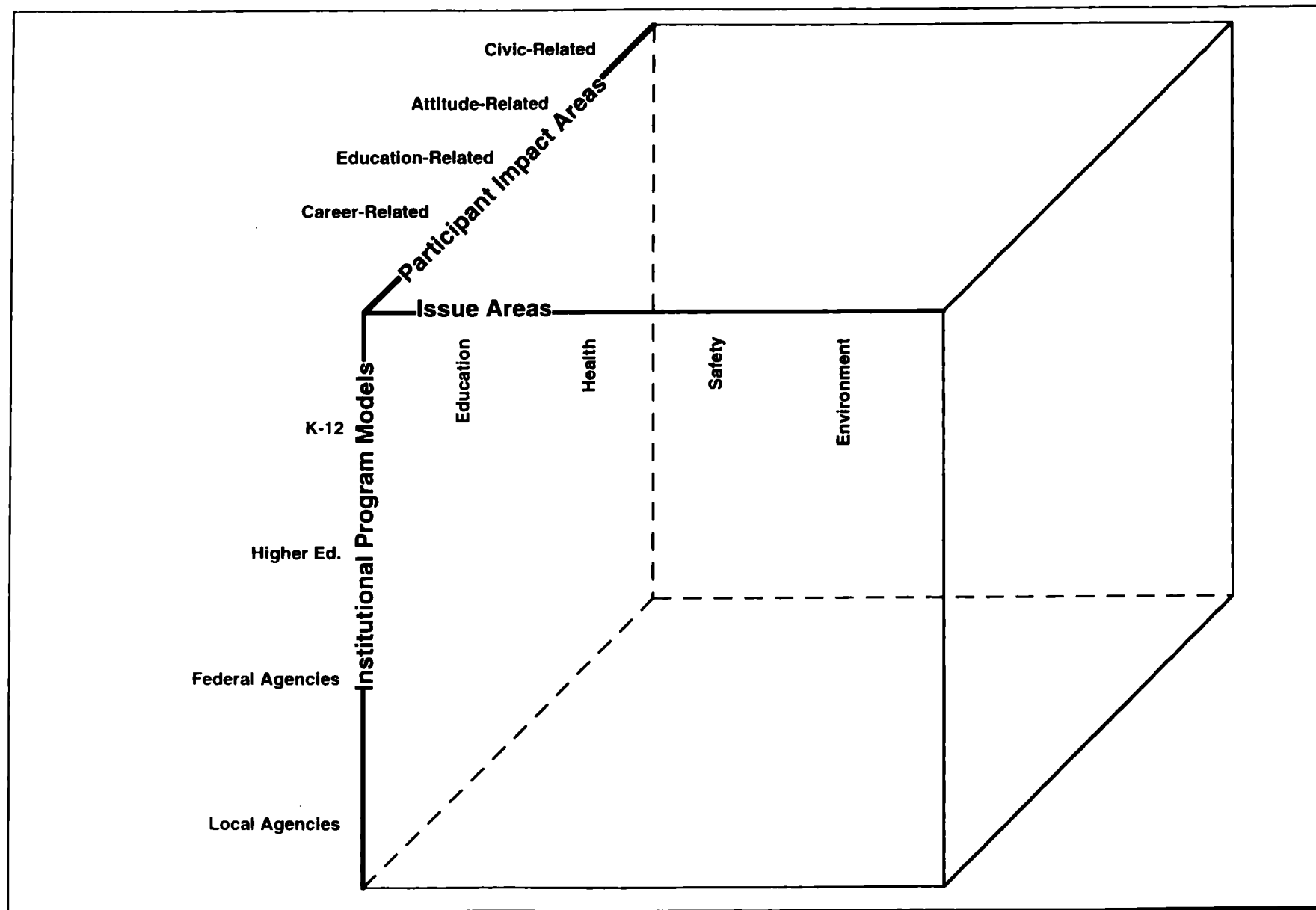




Service Innovation Generator:

Chart 3

A Way of Conceptualizing High-Quality National Service Opportunities by Outcomes (Task 1)



SP-16-MWR



National Service Outcomes Map 1

Participant Types	Need Areas			
	Education	Health	Public Safety	Environment
High School Age				
Post High School				
College age				
Post-College				
Professional School Students				
Professional School Graduates				
Intergenerational mix				

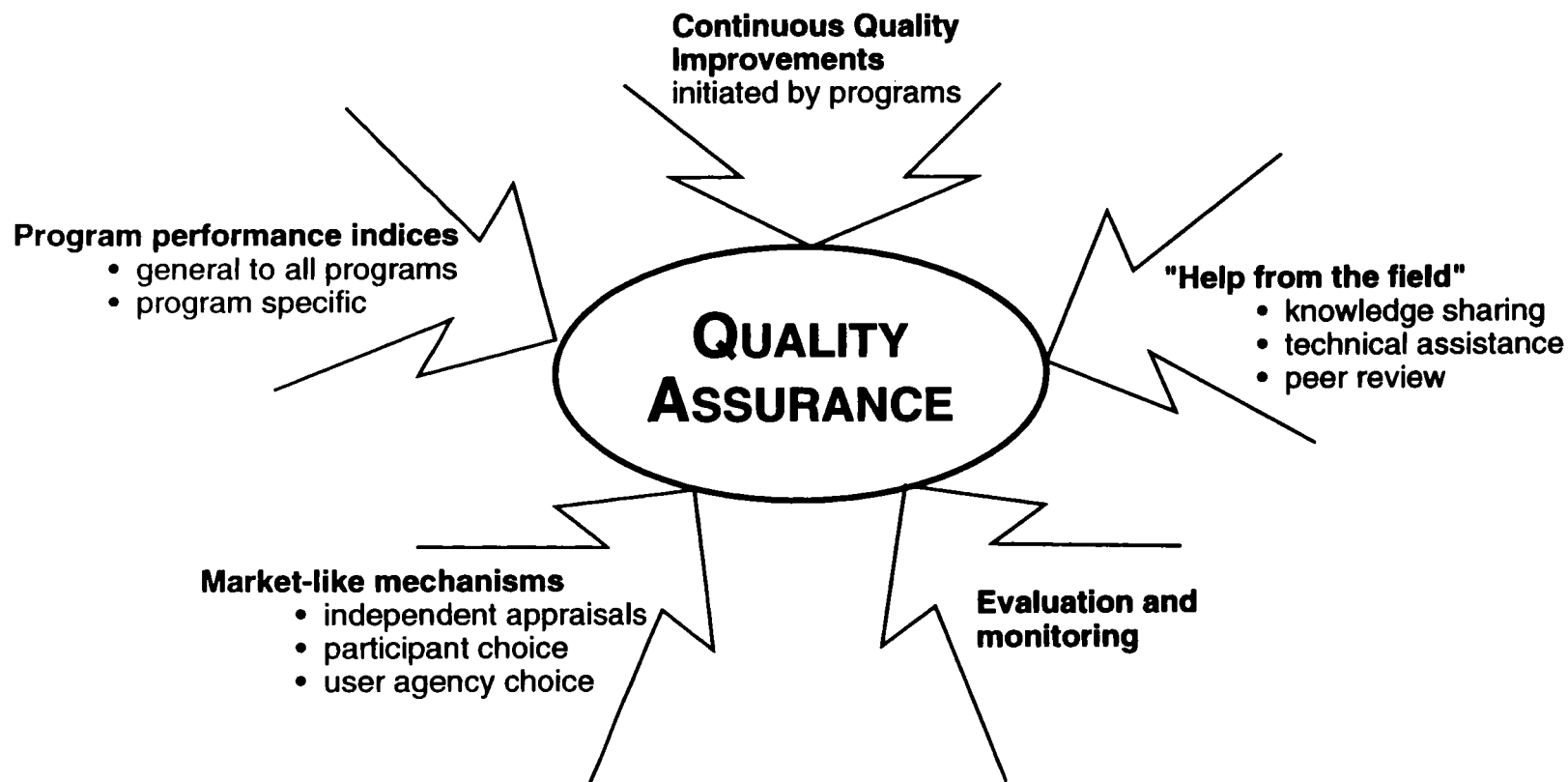


National Service Outcomes Map 2

Institutional Types/Examples	Need Areas				Participant Types						
	Ed.	Health	P.S.	Envlr.	H.S. Age	Post H.S.	College age	Prof. Stud.	Prof. Grad.	Post College	Intergen. mix
Federal Agencies											
Municipal Agencies											
Social Service Participants											
Youth Service Organizations											
Youth Organizations											
Religious Organizations											

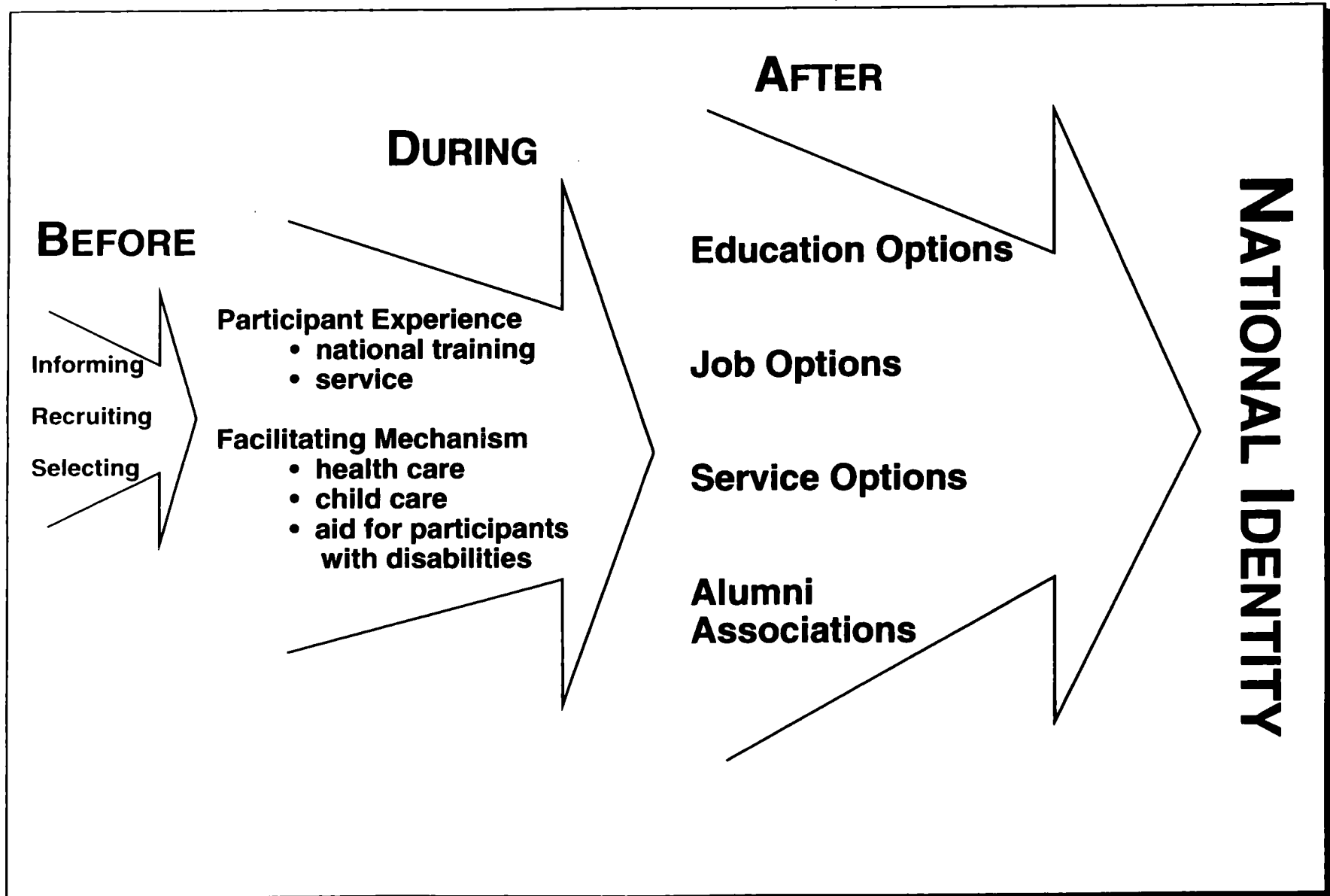


Quality Assurance





People Flow / Participant Channels / The National Service Experience



THE WHITE HOUSE

WASHINGTON

28 May 1993

MEMORANDUM FOR JACK LEW

FROM: ELI J. SEGAL

SUBJECT: Enclosed dialogue

As we move into the nitty gritty of our "transition," let's never lose sight of the philosophical debate about service swirling around us and captured in the enclosed dialogue.

We're doing something big here. My own instinct is on the Yankelovich side. But I worry about service becoming a narcotic for the status quo if it is systematically divorced from one of the logical consequences of the service experience: mobilizing for social change.

Social change doesn't require confrontation, but it requires more than individual acts of kindness and charity no matter how effective and well meaning.

I am optimistic -- perhaps naively -- that national service will be comparatively free of both graft and excessive bureaucracy. But how it will make America better is what needs to be at the core of our deliberations as we translate the vision of national service into reality.

EJS:ke

National Service: The Sixties Meet the Nineties

Charles Derber

When I walked into the downtown office of Boston's City Year—the much-praised community service program, whose T-shirt President Clinton sports—memories of Mississippi Summer 1965 flashed through my mind. In a cavernous warehouse, with posters of Martin Luther King, Jr. and Gandhi plastered over the walls, scores of City Year kids are feverishly debating and caucusing, working the phones, stamping envelopes, and planning community events. The atmosphere is electric, and it is the most racially diverse group of young people I have seen in Boston. Like my fellow civil rights activists in Mississippi thirty years ago, City Year kids are fired up with passion and purpose, believing that they are changing Boston neighborhoods, and maybe about to change the world. Al From, one of Clinton's top domestic advisers, recently told City Year kids, "We want to know what you've done here to use it as a model across America."

But if service is the new youth movement of the 1990s, it's important to understand the true meaning of the notion of service. Is service a meaningful form of citizenship education, as City Year proclaims, and a strategy for "rebuilding our communities," as President Clinton recently wrote in the *New York Times*? Or is it, perhaps, another version of George Bush's "thousand points of light"? Is it charity, politics, social movement, or civic education? And are there ways to structure national service that will help make it, in the French social theorist André Gorz's classic formulation, a "radical reform" that can set in motion deep and progressive change?

City Year, founded in 1988 by Harvard Law graduates Michael Brown and Alan Khazei, sends its 225 recruits into Boston's neighborhoods to tutor in schools, clean up inner city parks and playgrounds, distribute food to AIDS patients, build and repair shelters for the homeless, help elderly people renovate their homes, and perform many other community projects. The young people, easily recognized by their red jackets and black caps with the City

Year insignia, gather every morning for calisthenics and then fan out in teams to their projects, which last from three weeks to four months. The teams—bearing the names of Reebok, Bank of Boston, and other corporate sponsors—are the heart of City Year; racially diverse mini-communities of ten to twelve young people meet daily to plan and evaluate their projects and work through interpersonal differences and hassles. They also organize conferences and city-wide events such as the "serve-a-thon," which enlists corporations to donate workers for a day to paint schools, wash streets, and feed the hungry while raising money through pledges from friends and colleagues. City Year kids typically work for a year and receive \$100 a week, as well as a year-end \$5,000 bonus. The program, funded privately, now also receives a \$7 million federal grant as a National Service demonstration project.

It is tempting to characterize City Year service as a new incarnation of 1960s social activism. The "corps members," as they are called, have the same idealism that led me to Jackson, Mississippi, and City Year is revolutionizing their lives in ways that the civil rights movement changed mine. Leila, a corps member from affluent Brookline, told me that daily problem-solving with her incredibly diverse team in the inner city guaranteed, much as I had felt about my own Mississippi experience, that she would never again see the world through the narrow lens of the suburbs. Virgil, raised in the inner city by his blind Puerto Rican father, said that City Year had taught him that he could, like activists of the sixties, empower local communities and "inspire by example."

City Year is fostering a repudiation of the selfishness of the 1980s and a commitment to grass-roots direct action that has parallels to the participatory politics of the 1960s. But while it is committed to a rhetoric of empowerment, City Year, which studiously avoids even the whiff of partisan politics and is allergic to any notion of change through confrontation, has adopted a different vision of empowerment. When I asked one corps member whether he might help organize the public school students he tutors to protest the lack of books, he called such action "aggressive" and foreign to City Year's philosophy. Every corps member I interviewed told me that City Year rejects

Charles Derber is professor of sociology at Boston College and author, most recently, of Money, Murder and the American Dream: Wilding from Wall Street to Main Street (Fiber and Faber, 1993).

Hi —
very good
set of articles
for weekend
reading
Susan,
I thought you
would find this interesting
(note Parker is quoted)
Paul

the tactic of confrontation, and the kind of protests that pit one part of the community against the other, or communities against the state or corporations. City Year's belief is that real change is more likely to happen through establishment of a common ground.

City Year is a form of pre-political civic activity. While it lacks the discourse and maturity of a fully developed citizenship enterprise, it is nevertheless an important corrective to the breakdown of community that characterizes America in the 1990s. It is part of the effort needed to rebuild the foundations of civil society that are antecedent and necessary to democratic politics. As the Eastern Europeans are now demonstrating by painful example, it is impossible to build or practice democracy until minimum levels of trust, solidarity, and commonality have been established.

City Year has failed its corps members by neglecting analysis of the economic and social forces that create inequality, powerlessness, and other community problems.

Service, as exemplified in the City Year model, is a new social practice with two central elements: cultivation of a culture of caring and giving, rooted in a person-to-person helping relation that creatively melds individualism and community (for it nourishes self-development through doing for others); and mobilization of social action to foster the ties, resources, and common ground of communities. Service includes a major commitment to bridging and healing differences of race and class within and across communities, an area where City Year has excelled partly by the inspiration of the marvelously diverse community it has built among its participants. Service is more than charity, for it seeks to build the collectivity as well as the individual, but it is a weak, circumscribed form of social activism or civic politics, because service programs eschew all forms of "advocacy" or "partisanship," which mobilize the community for collective action in the larger public arena. Service nourishes the communitarian impulse in corps members and the communities they serve, but it does not, at least in its current form, inspire the understanding of social structure and political insights necessary for the economic and political tasks at hand.

With our civil society in disarray, the potential of service to help reshape our national values and contribute to the rebuilding of communities should be enough to

warrant our enthusiastic support. But progressives should strongly press for certain reforms that can address the limitations of the existing model, particularly those that turn service into a truncated form of civic activism and unnecessarily strip it of its potential for radical reform.

Service programs must reconceive and expand their concept of service education. City Year's greatest success is the personal growth and learning it has fostered among its corps members, a testimony to its democratic and participatory structure, its diversity, and the sensitivity of City Year staff to their young charges. But City Year has failed its corps members by not exposing them to the full range of civic education necessary to their mission. The poverty of analysis within the program of the economic and social forces creating inequality, powerlessness, and other community problems is startling. When I ask why Chelsea—a poor Boston neighborhood where City Year focuses its work—is so beset by problems, nobody responds in economic or political terms. I repeatedly draw a blank when I ask what kinds of redistribution of power and resources might be necessary to solve Chelsea's woes. The City Year kids do not seem to have ever considered whether without such changes, City Year's work might only be a Band-Aid, stanching the bleeding but not healing the underlying wound.

Political theorist Benjamin Barber, the guiding spirit behind the Rutgers University community service project that Clinton visited in March and chose as the site for the announcement of his national service proposal, has argued forcefully for rooting service in universities precisely to ensure this educational approach. But it is not necessary to link service to the classroom or any formal academic setting. There is no shortage of intellectual dialogue in City Year, for example: only a failure to open up the full range of social discourse and analysis that corps members need to understand to carry out their work and intellectually assimilate their daily experience. Service programs should offer workshops on the community's economic structure, social stratification, and political elites, encouraging corps members to think clearly about how such institutions contribute to the problems they are seeking to remedy.

A second reform concerns the criteria by which community projects are selected. If service projects are to fulfill their mission of strengthening communities, the nature of the community organizations they work with, and the prioritizing of projects they pick, is of extraordinary importance. It is politically safer for service projects such as City Year to choose non-controversial projects that are primarily directed to helping individuals, such as tutoring kids in after-school programs or serving in a soup kitchen. But service programs need to

include in their repertoire a much broader array of projects, including locally based initiatives to create jobs, provide legal aid, or offer shelter for battered women. Such programs, which strengthen the community's capacity to help itself, are fully in the spirit of the service idea, and any controversy they generate will contribute to citizenship education, which cannot be divorced from civic controversy. Any project with strong grass-roots support and the potential to empower the community should be eligible; this will not "politicize" the service movement; rather, it will enable the service movement to succeed at its mission—helping communities meet the needs left unattended by both the market and the state.

As national service planners begin to flesh out their program guidelines, they should insist that funded programs:

- Enlist the participation of grass-roots community groups, including community development corporations, in the selection of projects;
- Ensure that the projects demonstrably serve both individual and community-wide needs and are not disqualified on the grounds of being "partisan" or "advocacy-oriented;"
- Ensure corps members' active and democratic participation in the design, evaluation, and administration of service projects and the program as a whole;
- Establish recruitment policies that encourage race and class diversity reflective of the locality; and
- Introduce seminars and workshops covering a wide range of ideas and intellectual approaches to community and the political process.

These criteria will help ensure that even a fast-growing national service program will be democratic and participatory rather than hierarchical and bureaucratic, and that it fulfills the dual purposes of contributing to the growth and civic education of corps members while shoring up the foundations and self-reliance of our communities.

The danger to national service now is that deficit politics is eroding Clinton's commitment, paring his short-term program to a paltry 1,000 summer youth placements nationwide and creating a lethal gradualism in the program's build-up. In contrast to the moderate Democratic Leadership Conference's proposal for 800,000 placements, Clinton is now proposing merely 25,000 in the first year and 100,000 by 1997. Progressives should energetically press the administration to fund at least 100,000 in the first year and a half-million by the end of Clinton's first term. Even accepting the \$10 billion annual cost figure for a 500,000-member national service program (which wildly inflates the net new costs and discounts the economic value of the service projects and potential savings in prison, police, or social welfare costs that might otherwise be expended on social service participants and their clients), service remains relatively economical, one-



third the price tag of one squadron of Stealth bombers.

The White House Office of National Service reports that Clinton is "still in love with the program. It's his baby," but that the President feels it is important to go slow to "make sure it works"—and is under budgetary pressure. To help stiffen the President's resolve against the deficit hawks, send him postcards reminding him of his excitement at meeting City Year kids who define their American Dream in terms of giving back to the community—and who really mean it. Tell him it excites you too—and that his gradualist approach threatens the critical mass the program needs to capture the public's imagination and make a real impact on the nation's youth and communities. National service may still be Clinton's best hope to inspire a moral renaissance that takes us beyond the degraded individualism of the last decade. Mr. President, give your New Covenant and ours a chance. □

DANIEL YANKELOVICH RESPONDS:

Since the late 1960s, I have been conducting an annual study of changing social trends among a national cross-section of the American public. The results strongly suggest a shift in the mood and outlook

of the public in the 1990s, especially among young people. Americans hope almost desperately to hold onto the flowering of personal choice that characterized the recent past. But at the same time they trace many of our nation's social and economic problems to a flawed morality that exalts personal self-seeking above all else. They are turning their backs on the greed, selfishness, and radical individualism of the 1980s. A new moral sensibility, taking expression through the idea of service, is beginning to bud.

Professor Derber approves wholeheartedly. Seeing this new ethic embodied in the eager young people of the City Year project fills him with hope—and rightly so. The new trend augurs well for the society. But Derber's reaction to it is mixed: While he likes much of what he sees, he has one decisive reservation.

His ambivalence is well-expressed in his characterization of the project as a "pre-political" civic activity. This is not all bad. It may, he says, represent "an important corrective to the breakdown of community" and an "effort needed to rebuild the foundations of civil society that are antecedent and necessary to democratic politics."

His reservation is that in being pre-political, the project for all of its good will runs the risk of being ineffectual or worse. He fears that these young people who reject the tactics of confrontation and protest as undesirable expressions of "aggressive behavior" may "unnecessarily strip (civic activism) of its potential for radical reform." The young participants, he feels, are generous in spirit but politically innocent and underdeveloped. They lack any cogent analysis of the "economic and social forces creating inequality, powerlessness, and other community problems." From his perspective as a sixties activist, this failure vitiates the program, and he calls upon progressives to remedy this near-fatal flaw.

For the purposes of discussion, I would like to offer a very different interpretation of City Year—one that hails its reluctance to push toward protest and confrontation as a political strength, not as a weakness of people who are still too young to have their consciousness properly raised. Nor do I see this attitude as pre-political; I believe it to be an expression of political wisdom, indispensable to recreating a genuine sense of community in America.

This is not a thesis that can be documented in a few short paragraphs. But here are three points for further discussion.

The first is the likelihood that the decade of the eighties, in all its gaudy expressions of individual self-seeking, was fathered by the sixties. It did not spring spontaneously from the brow of Ronald Reagan; he merely accentuated one strand, the least attractive, of the self-fulfillment movement that incubated in the sixties and reached full flower in the seventies and eighties. (I

describe this evolution in three books I wrote in that period: *Changing Values on Campus*, *The New Morality*, and *New Rules*.) Derber's personal development was so deeply shaped by the sixties that he may not realize the extent to which the elements he deems missing in City Year—most notably a confrontational, protest-driven cutting edge—are precisely the features of the sixties movement that spawned the radical individualism of the eighties, which he correctly holds responsible for the destruction of community. For City Year youth, this confrontational side of the sixties is not a missing piece of the service ethos; it is its very antithesis.

The second point is closely related. Derber prescribes which aspects of the service movement of the nineties progressives should embrace, and which aspects they should seek to reform. In his article, he also cites political theorist Benjamin Barber of Rutgers University who argues forcefully for rooting the national service approach in the universities, where it can be guided by people with a progressive outlook. Both Derber and Barber want workshops to teach service volunteers the political realities of how communities actually work.

No one can argue with the desirability of debriefing service volunteers and helping them to understand the larger context in which they serve. But I would argue strenuously against the suggestion—and it is a strong one—that we use the classroom for political indoctrination. The subtext here is that right-minded progressives should seek to coopt the service movement by making sure that the learning experience is a politically correct one.

My concern is not simply that the surest way to kill the service movement prematurely is to convert it into a partisan, political issue with progressives pitted against the majority of moderates and conservatives in the country. The service concept is costly to implement. If in a time of budget stringency it becomes a captive of either the Left or the Right, it will have little hope of prospering.

There is another, more philosophical concern. Progressives in universities embrace a double standard of diversity. They welcome the search for common ground on racial matters, for example. They recognize how divisive confrontation can be here, and they rightly insist upon rules of discourse that create genuine community. But communities also include people of different political orientations, and toward this sort of diversity, the progressives' attitude is harshly intolerant. They regard the search for common ground with these "others" not as a desirable form of pluralism, but as political appeasement of the enemy. The whiff of ideology (and tribalism) is unmistakable.

Third, assume for discussion's sake that the progressive critique of social structure is correct. It does not fol-

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NATIONAL SERVICE

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low, however, that progressive tactics of confrontation and protest are also correct.

The best definition of politics is not confined to the clash of interests. In a deeper sense, it is what Hannah Arendt recognized as the heart of the political enterprise—a search to find appropriate ways of living together. In practicing the art of living together, relationships are just as important as interests. Every mature adult has learned the lesson—in marriage, or the workplace, or friendship—that it is fatally easy to win the argument and lose the relationship.

Professor Derber places the highest value on community and the need to repair the ravages of the past few decades. He sees clearly that the service ethos of programs like City Year helps to heal both those who serve and those who are served. Because he is so thoughtful and generous in spirit, I would urge him to transcend his own rootedness in the sixties and recognize that the decision to make service an act of seeking common ground and helping is the essence of good politics, not a mere prologue.

We need at present to search for the common ground for facing the threats to the whole community: degradation of the environment; brutal global competitiveness; a health care system out of control; the erosion of the middle class; mediocre educational performance; a deterioration of civil society. The young people of the nineties seem to understand this. Why can't the now-mature generation of the sixties learn to let go of their own prejudices, when not letting go defeats the very goals they care most about?

CHARLES DERBER RESPONDS TO DANIEL YANKELOVICH

Yankelovich suggests that a communitarian politics must move beyond "confrontation" politics characteristic of the 1960s. A militant politics of polarized interests, he suggests, is what has gotten us into our current fix; he indicts the "protest-driven cutting edge" of the sixties as precisely what "gave rise to the radical individualism of the eighties." But the Reagan-Bush era was the legacy, quite obviously, not of the civil rights or anti-Vietnam war movements, but of our long national romance with the mythology of rugged individualism and the wealthy elites and corporate power that Yankelovich now says our young people in City Year need not study or confront.

A communitarian politics has to understand the systemic aspects of our emerging global society—capital flight, plant shut-downs, the new labor market of dis-

posable workers, to name only a few—that underpin the breakdown of community. City Year kids need to know something about why Boston has lost 50,000 jobs in the last decade if they are to help Boston neighborhoods get back on their feet. In calling for such service education, I am certainly not advocating "political indoctrination" or a cloning of service from the 1960s youth movements, but only opening the door to the economic and political questions about community decline that City Year disregards. Let me be clear: Kids should not be hostage to either the Left or Right, but exposed to the widest range of theoretical frameworks and social analysis. There is the danger of political manipulation, but all education carries this risk; that is not a reasoned argument to abandon education in service or anywhere else.

I am deeply sympathetic to Yankelovich's "search for a common ground for facing the threats to the whole community," and some issues, such as homelessness or global warming, may provide a basis for partial development of the common-ground politics he seeks. And yes, a vital and richly innovative component of the communitarian politics we need is the caring volunteerism and bridging of race and class that City Year beautifully exemplifies. But the forces that are undermining community will not melt away in the warmth of a politically transcendent, cross-class love-fest. Building community requires changing the market institutions that give rise to our increasingly polarized class divisions and the culture that fuels our hyperindividualism. Such change will be militantly resisted and will summon us to sustained political struggle. □

King David Memorial Gardens

I went to help put my father
in the ground, the way you lock
something in a box
but don't throw away the key.
I went to see that he was really
gone, that the cruelty
would turn simple and green,
that he would at last receive
the riches of the rain and be rendered
unharmable and harmless—cut
by a mower blade and not bleed
and not warp the steel.

Enid Shomer



OFFICE OF THE DIRECTOR

1100 VERMONT AVENUE, NW
WASHINGTON, DC 20525

June 1, 1993

MEMORANDUM

TO: Susan Stroud
Sarah Whitman

FROM: Gary Kowalczyk *GK*

SUBJECT: Program Planning: Preliminary Thoughts

This provides some initial thoughts on program planning and suggests a series of steps to accomplish the items outlined in your memorandum of May 27.

A. Scale

Generating 25,000 high quality applicants next year requires reaching out to organizations and institutions on a significant scale throughout the country. To do that well, we need to strive for as much clarity as possible at this stage in the definition of programs, their priority, and their relationship to the subject areas. This information could then be shared in outreach efforts that would involve not only existing service providers but also new targeted organizations and institutions.

We need to recognize that reaching short-term service goals will require taking advantage of quality programs and organizations that will be able to absorb participants quickly.

Some suggestions:

1. **Program Development.** Address program development first (item 1(e)) by setting up eight working groups that would define, to the extent necessary and reasonable, the program types and their relationships to the subject areas: environment, health and human needs, education, and public safety/crime. Project examples within each category would be developed, as would an inventory of existing programs in the subject areas. Target: complete within 45 days.

ACTION'S MISSION

To stimulate voluntary citizen participation in addressing the needs of American communities, particularly those of the poor, the disadvantaged and the elderly.

Consistent with Jack Lew's recommendation to focus on program types, one possibility is to organize the working groups as follows:

a) Team Programs

- i) A community corps program that meets unmet human, educational, environmental, or public safety needs and promotes greater community through the use of organized teams of participants of varied social and economic backgrounds, skill levels, physical capabilities, ages, ethnic backgrounds, or genders.
- ii) A youth corps program, such as a conservation corps or youth service corps.

b) Individual Programs

- i) A service program that is targeted at specific unmet human, educational, environmental, or public safety needs...
- ii) individual placement program that includes regular group activities, such as leadership training and special service projects.
- iii) VISTA.

c) Higher Education

- i) A campus-based program that is designed to provide substantial service in a community during the school term and during summer or other vacation periods...
- ii) University Year for VISTA.

d) Preprofessional Programs

- i) A preprofessional training program in which students enrolled in an institution of higher education receive training in specified fields, perform service related to such training outside the classroom during the school term, and agree to provide service upon graduation to meet unmet human, educational, environmental, or public safety needs related to such training.

- ii) A program that provides specialized training to individuals in service-learning and places the individuals after such training in positions, including positions as service-learning coordinators, to facilitate service-learning....

e) Professional Programs

A professional corps program that recruits and places qualified participants in positions as teachers, nurses, police officers, early childhood development staff, or other professionals providing service to meet educational, human, environmental, or public safety needs in communities with an inadequate number of such professionals....

f) "Youthbuild-Type Programs"

A program in which economically disadvantaged individuals who are between the ages of 16 and 24 years of age, inclusive, are provided with opportunities to perform service that, while enabling such individuals to obtain the education and employment skills necessary to achieve economic self-sufficiency will help their communities meet the housing needs of low-income families and the homeless and the need for community facilities in low-income areas.

g) Entrepreneurial Programs

A national service entrepreneur program that identifies, recruits, and trains gifted young adults of all backgrounds and assists them in designing solutions to community problems.

h). Intergenerational Programs

i) Older American Volunteer Programs.

- ii) An intergenerational program that combines students, out-of-school youths, and older adults as participants to provide needed community services.

These groups would be tasked with developing program definitions and examples in each of the four program areas. For internal planning purposes, the groups

could also provide a list of suggested delivery vehicles and estimate a targeted number of participants for the first two years. Each group would be small (4-5 people) and would be charged with contacting practitioners and others in the field.

We should be able to do this with existing ACTION and Commission staff, possibly with some consultant support.

(Note: these same groups could then be charged with the development of performance measures/program standards (see item B(1) below).)

2. **Outreach.** (Item 1(f)). Take the above product(s) and hold a series of outreach meetings in selected states with existing and potential new service providers, as well as State personnel and organizations. These groups would be brought together to discuss the national service agenda and the short-term goal of 25,000 high quality participants. They would be asked to indicate how they would approach the task, given their existing structures and activities. ACTION state offices could be charged with organizing these meetings, perhaps in conjunction with one or more Commission supported organizations (such as YSA) currently working with programs at the State and local level. Specific goals of the meetings would be to:
 - a) describe the overall national plan.
 - b) communicate a broad program vision resulting from the product of the working groups.
 - c) listen to local and state organizations about the best methods for accomplishing the goal.
 - d) generate interest and support from potentially high quality service providers.

These meetings would occur between July and October of this year. Simultaneously, formal outreach should be initiated with governors.

3. **Technical Assistance/Training.** (Items 1(a) and 1(b)). I believe that concept papers are all that is needed at this stage. Our understanding is that the Commission has begun soliciting such papers. In order to help foster the development of the Corporation's culture, there should be broad review of these papers once developed. Next steps in this area would flow from these papers.

It is important to recognize that technical assistance is an essential ongoing responsibility of the Corporation. We believe that portions of the technical assistance function are best performed by staff also charged with the monitoring and oversight function and located as close to the activity as possible.

4. **State Capacity.** (Item 1(c)). First, we need a clear definition of the roles and responsibilities of States. Second, we need a realistic assessment of where individual States stand today. Third, we need planning grants to States needing assistance in order to build capacity.

I recommend a separate working group of certain ACTION state staff and Commission staff/consultants to complete tasks 1 and 2 by September 1. State planning grants should be identified and made early in FY 1994.

5. **Recruitment and Selection of Participants.** At the risk of having too many working groups at this stage, there are clearly major issues related to recruitment and selection of program participants. They include:
 - a) What guidance is given to States and projects concerning participant selection?
 - b) What support, if any, is given for recruitment activities at the project level?
 - c) What program information is available to potential participants?
 - d) What are the experiences of individual programs, including VISTA and OAVP, that might inform the tasks?

Recommendation: Establish working group with recommendations by the end of July.

B. Quality

Quality should involve a concern for both programs and applicants (participants).

The tremendous demand for national service participants, the limited funding available for many organizations, and the potential for significant program growth over the next several years should provide powerful incentives for public and private institutions to ensure quality if they understand the program standards that are expected.

1. **Performance Measures/Program Standards.** (Item 2(a)). Concerning standards or performance measures, we recommend that the working groups charged with program development be asked to define performance measures and program standards for each of the program types listed above. Many of these measures and standards will be applicable to all programs. Due to their history, ACTION's VISTA and Older American programs have long-established, accepted measures in these areas that may prove useful as a starting point. The final product should be developed by September 1, and would serve as the basis for program regulations and guidance for application packages.
2. **Evaluation and monitoring.** (Item 2(b)). In our experience, these items are separate.

Evaluation should be an independent, largely contracted-out function. We understand that the Commission plans to develop a plan and design for the evaluation of the programs. This needs to be informed by item (1) above, and should involve broad participation from other parties.

Regarding monitoring, ACTION established several months ago a task force to review current monitoring and technical assistance policies, procedures, and materials related to its programs and to recommend and institute changes by September 30. Membership and activities could be expanded, at some point, to develop an overall plan for the Corporation.

C. Interagency Programs

If this is an inventory effort at this stage, I suggest that the Commission and ACTION be tasked with listing and describing their efforts within the next three weeks. This group could also build upon the governmentwide inventory compiled by Josie Heath and others. (Many of ACTION's activities occur within regions and states, and an inclusive inventory would require a quick survey.)

Final Notes

We have specific individuals who might participate in each of the above activities, or any final list of tasks that might be developed.

It is important, we believe, that the planning not occur in isolation. To the extent possible, all activities should involve individuals from a variety of organizations and institutions in order to help develop the new Corporation's culture.

Finally, while program planning is paramount, management and administrative processes are critical to support an effort of this magnitude and to guarantee the public high quality, effective programs. There are a number of other essential tasks that should move forward in conjunction with program efforts. We recommend that these proceed simultaneously. Finance, organization and administration, and systems development have a number of tasks that can begin immediately.

cc: Bob Currie
Catherine Milton