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United States Senate

COMMITTEE ON LABOR AND
HUMAN RESOURCES

WASHINGTON, DC 20510-6300

October 18, 1991

Ms. Shirley Sagawa
Chief Counsel for Youth Policy
National Women's Law Center
1616 P Street, NW
Washington, D.C. 20036

Dear Shirley:

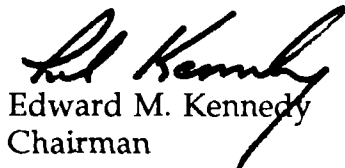
We are writing to commend you for the quick pace that you and the other members of the Board of Directors have set for implementation of the National and Community Service Act.

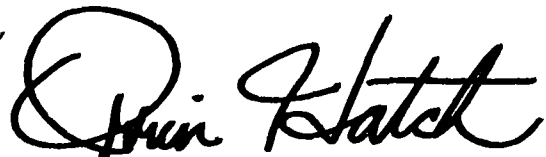
The community service movement is gaining momentum here in Washington and across the country, and because of our shared commitment to this movement, we thought it would be constructive for the Senators most involved in the development of this important legislation to meet with you and the other members of the Board.

We understand that the Board will be holding its second round of meetings in Washington this week, and we invite you to join us for an informal roundtable discussion and reception on Monday, October 21 from 5:00 PM to 6:00 PM. The session will be held in the hearing room of the Labor and Human Resources Committee, Room 430 of the Dirksen Senate Office Building.

We hope that you will contact Christopher Murphy with Senator Kennedy (202/224-5375) or Carrie Hillyard with Senator Hatch (202/224-6770), to let us know that you will be able to attend. We look forward to meeting with you and the other board members.

Sincerely,


Edward M. Kennedy
Chairman


Orrin G. Hatch
Ranking Minority Member

PHOTOCOPY
MISC. HANDWRITING

PHOTOCOPY
PRESERVATION

Community Service Provisions of the Higher Education Act Amendments of 1992

Campus community service leaders may want to plan for the implementation of several important changes in the higher education act passed by Congress this summer. They are described below.

College Work Study: New incentives, requirements for community service-learning placements

Under previous law, campuses had a modest incentive to use work study funds for community service-learning program placements (they were required to match federal funds at a lower rate). In addition, up to 25 percent of "reallocated funds" (worth about \$3 million in FY1992) were available to cover administrative expenses for the initiation, improvement or expansion of community service-learning programs. Despite these provisions, less than two-tenths of one percent of work study compensation was paid for community service jobs.

Although the new law eliminates the reduced match incentive for community service placements, it provides that 100 percent of reallocated funds will be available to compensate students in community service-learning placements. *However, only institutions that use at least 10 percent of their work study funds to compensate students employed in community service will be eligible to receive these additional funds. In addition, beginning in FY1994, all colleges will be required to use at least five percent of their work study funds to compensate students in community service placements.*

Stafford Loan Forgiveness: Pay back loans through community service

For several years, students have been able to repay **Perkins Loans** by serving in the Peace Corps, VISTA, or comparable programs. *Now, for the first time, Congress has enacted legislation that may make it possible for students to repay **Stafford Loans** in the same manner.* If funds are appropriated, students taking out Stafford Loans for the first time after October 1, 1992, may repay a portion of their loans for each year they serve in the Peace Corps, VISTA, or in a comparable program if they are not paid more than the minimum wage or the poverty line for a family of two (about \$9,000). Funds will not be available this year, but it is possible that the program can begin in FY1994.

FIPSE Innovative Projects for Community Service: New focus for grant program

The small Innovative Projects for Community Service program administered by the Fund for the Improvement of Postsecondary Education previously was intended to determine the feasibility of encouraging student participation in community service in exchange for financial assistance. *The recent legislation refocuses this program on projects of the following types: research regarding the effects of student community service; assistance for student organizations that work with community service organizations; support of linkages between youth corps and institutions of higher education; and support for innovative student service programs.* Next year, \$1.448 million should be available for this program.

Student Mentoring Corps: Literacy Corps modified to add new mentoring corps program

The existing Student Literacy Corps program was amended to add a new Mentoring Corps. Through this new program, institutions of higher education may receive grants from the Department of Education worth up to \$100,000 for programs through which students take courses for credit in relevant topics and provide at least 60 hours of service as mentors to economically disadvantaged children. Funds will probably not be available this year, however.

COMMISSION ON NATIONAL AND COMMUNITY SERVICE

October 11, 1991

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CATHERINE MILTON

Executive Director

Dear Friend:

As you may know, the Commission on National and Community Service held its first meeting last month, on September 25, in Washington, D.C. We are currently in the process of putting a staff together, preparing regulations to implement the National and Community Service Act, and seeking to define the Commission's goals and priorities for the year ahead. I am writing to share with you our plans with the hope that we can have the benefit of your advice and suggestions in achieving the important goal of involving all Americans in service to their communities.

The Commission on National and Community Service was created by Public Law 101-610 to administer the National and Community Service Act and to advise the President and Congress regarding the legislation's goals. Under the Act, State and local governments, schools, colleges, and non-profit organizations are eligible to receive funding for full- and part-time programs that further this goal. The Commission expects to provide \$73 million for these programs in fiscal year 1992, including \$22.5 million for school- and community-based youth and college programs, \$22.5 million for youth corps, and \$22.5 million for state-sponsored full- and part-time service programs, with \$5.5 million yet to be allocated.

The next meeting of the Board of Directors will take place on Sunday, October 20, from 4 p.m. to 8 p.m., and on October 21, from 8 a.m. to 4:30 p.m. The meeting, which will be open to the public, will be held at Herzfeld Auditorium, Hannan Hall, Catholic University of America, 4th and Michigan Avenue, N.E., in Washington, D.C.

The public is invited to address the Board on Sunday, October 20, from 6:30 to 7:45 p.m. Because time is limited and the Board hopes to hear from a wide range of speakers, statements may be no longer than three minutes, although written materials (at least 28 copies) may be provided in advance or at the meeting. Requests for time slot during the

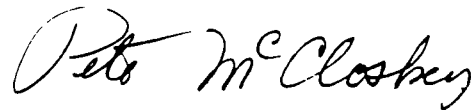
public comment period should be submitted in writing to the Commission, P.O. Box 33119, Washington, D.C. 20033-0119, or by FAX by calling (202) 606-4928, and should be received no later than close of business, October 18. Any remaining time during the public comment period will be made available for other persons who submit a request to the Commission at the meeting.

If you are aware of any individuals interested in short-term or long-term positions with the Commission, please have them send a cover letter, resume, and references to our Post Office box. For your information, a job announcement for the Executive Director's position, which we hope to fill by January 1, 1992. Until that time, we are privileged to have Catherine Milton, founder and Director of the Haas Center for Public Service at Stanford University, heading our staff.

Ms. Milton is a Special Assistant to the President of Stanford, and lecturer in Stanford's Public Policy Program. She was one of the key organizers of Campus Compact, has served as a member of the Santa Clara United Way Allocation Board, is the chair of the Bay Area Strive for Five Youth Subcommittee, and was a founding board member of Youth Service California. A former staff member of the U.S. Senate Special Committee on Aging, Ms. Milton has held a variety of positions in Washington, D.C. in the field of criminal justice, and is author or co-author of five books, including Women in Policing.

Again, all the members of the Commission on National and Community Service look forward to receiving your advice and help as we undertake what we believe to be an enormous challenge and opportunity to further the kind of work in which your organization has been so successful.

Respectfully,

A handwritten signature in black ink, reading "Paul N. McCloskey, Jr." in a cursive style.

Paul N. McCloskey, Jr.

enclosure

SCRIPT FOR TECHNICAL ASSISTANCE MEETINGS

Subjects to be covered:

Overview

- Introduction to the Commission

- Purposes of the Act

- Strategic Plan

How the grant programs relate to the strategic plan

- Criteria for funding

- Size of grants

Who is eligible to receive grants

State Responsibilities

Serve-America

Higher Education

American Conservation and Youth Service Corps

National Service and Conservation Corps

Evaluation

Administrative Requirements

Assurances and Certifications

Budget Forms

Overview

Introduction to the Commission.

SLIDE:

The Commission on National and Community Service was created by the National and Community Service Act of 1990 to administer programs funded under the Act. The Commission is governed by a Board of Directors. Twenty-one members of the Board were appointed by the President and Confirmed by the Senate. An additional six members serve ex-officio. Pete McCloskey serves as Chairperson of the Board. Vice-chairpersons are Shirley Sagawa, Alan Khazei, and Reatha Clark King. Catherine Milton is the Executive Director of the Commission. [Introduce staff and Board members present, if this hasn't been done already].

The first meeting of the Commission was just four months ago. Since that time, Board members and staff have worked long hours to ensure that funds appropriated for Commission programs will be in the hands of state and local grantees as soon as possible. The schedule we have undertaken is an ambitious one, both for us and for applicants. However, we are committed to ensuring that we will have promising programs in place ~~by the time Congress begins considering our legislation for reauthorization — our program authority expires at the end of fiscal year 1993 unless Congress "reauthorizes" the program.~~

SLIDE: Show timetable

balance the interests of both states and

As you can see, the first deadline on the timetable is the date by which states must notify the Commission that they intend to apply for funding under the Serve-America and American Conservation and Youth Corps programs. As we will discuss in a minute, this notification process is important because under these two programs, if a state applies, local applicants within the state will not be eligible for funding. Therefore, to be fair to local applicants ~~(by giving them the maximum amount of notice possible)~~, we are requiring states to let us know in writing by February 3 whether they intend to apply for these two programs. Indian Tribes, although treated like states in most respects under this Act, will not be required to notify us about their intention to apply. We will compile a list of states and their status, along with contact people in the states that are applying, as soon as we have this information. The list will be available from the Commission, published in the federal register, and mailed to individuals on our mailing list. ~~If you would like to receive the list, please sign up at the back of the room during the break. [is this okay?]~~

current States #1 States

The next deadline -- March 23 -- is for submission of applications to the Commission. This deadline was extended a week to give applicants a little more time to complete their proposals.

We ~~expect to award grants during May and June.~~ *hope to be able to announce our decisions* However, we have not gone through a round of grants yet, and we do not know how long it will actually take. We will do our best, and expect that this is the time frame for grant awards to be made unless complications develop.

SLIDE: List of all nine programs ~~with brief descriptions~~

The timetable we just discussed applies to grants under the four major programs funded under the Act. One or more Subtitle E programs, however, will be handled through a separate grant competition. Therefore, information being provided today applies only to the four major programs. These four programs are:

Serve-America, through which \$16.9 million will be available for programs sponsored by schools or community-based agencies to involve school-age youth in service. It also funds programs that involve adult volunteers in the schools.

Higher Education Innovative Projects for Community Service, through which \$5.6 million will be available to support university-based student community service projects or teacher training in service-learning methods.

American Conservation and Youth Service Corps Programs, through which \$22.5 million will be allocated to create or expand full-time year-round or summer youth corps programs. These programs involve teenagers and young adults who receive job and skill training, living allowances, and scholarships.

This year \$73m comes 5.5 to subtitle for subtitle 5.6 al. subtitle 5.6

Full-time and Part-Time National and Community Service Programs, through which \$22.5 million will be distributed to test national service programs that will engage individuals ages 17 and up in full-time or part-time service. Participants will receive education or housing benefits upon completion of their term of service.

✓ BF SLIDE: List purposes of the Act.

The purposes of the Act are:

- found in §2500.1. They are:
of the regulations*
1. To renew the ethic of civic responsibility in the United States;
 2. To encourage citizens, regardless of age, income or ability, to engage in full-time or part-time service to the nation;
 3. To involve youth in programs that will benefit the nation and improve their own lives;
 4. To enable young adults to make a sustained commitment to service by removing barriers created by high education costs, loan indebtedness and the cost of housing;
 5. To build on the network of existing federal, state, and local programs and agencies to expand full-time and part-time service opportunities for all citizens, particularly youth and older Americans;
 6. To involve participants in activities that would not otherwise be performed by paid workers;
 7. To generate additional volunteer service hours to help meet human, educational, environmental and public safety needs, particularly those relating to poverty;

Three additional purposes stated in the regulations are implicit in the Act:

1. To encourage institutions to volunteer their resources and energies and encourage service among their members, employees, and affiliates;
2. To identify successful and promising community service initiatives and disseminate information about them; and
3. To discover and encourage new leaders, especially youth, and to develop individuals and institutions that demonstrate that a successful life includes serving others.

✓ SLIDE: Strategic Vision

purposes

As you can see, the purposes of the Act are much broader than simply funding grant programs. They are also quite ambitious for a small agency with limited funding. Based on these ~~goals~~, the Board has set as its goal to work with others throughout the country to promote the development of a national community service movement, focused initially on youth. Toward this end, the Board has adopted three strategies:

3. Leadership: Providing and supporting visionary, coalition-building leadership in promoting the community service movement.

2. Infrastructure: Stimulating and guiding the development of the talented people and infrastructure needed to build and carry forward a strong, diverse, innovative national movement.

1. Models: Encouraging promising programs of community service, recognizing and disseminating proven models, and encouraging wide-spread replication.

The Commission expects that successful grantees will propose programs that will not only meet important local needs, but also become valuable models for others, play important leadership roles, and contribute to the development of the leaders and infrastructure needed for a national community service effort.

✓ **SLIDE: Four key elements**

We expect that the best proposals will include four key elements: quality, innovation, replicability, and sustainability.

First, "quality" ^{*Bold*} has two facets. Quality of program means that the program will offer valuable services in the communities where they are needed most, It will provide productive, meaningful, educational experiences for participants that incorporate service-learning methods and involve the participants in the design and operation of the program. It ^{*People*} will involve individuals from diverse backgrounds (including economically disadvantaged youth) who will service together and explore the root causes of community problems.

and where existing programs do not meet the need

~~Quality of leadership and management means that programs, if successful, will advance knowledge about how to do effective community service in a way that will be widely applicable beyond the original site. The program will have sound plans and processes for recruitment, training, supervision, participant support, evaluation, administration and other key activities.~~

Second, "innovation" ^{*Bold*} means to us that the programs, if successful, will advance knowledge about how to do community service in a way that will be widely applicability beyond the original site.

^{Bold}
Third, "replicability." The program should be able to be replicated, and be designed in a way that permits transfer of valuable approaches to other programs.

^{Bold}
Finally, "sustainability." The program should be able to enjoy strong, broad-based community support, show evidence of financial resources available to continue the program after the expiration of a grant, ~~and be included in the State Comprehensive Service Plan. We will discuss the State Comprehensive Service Plan in a moment.~~

These elements have been added to the statutory criteria for selecting programs for funding, which will be discussed when we go through each individual program. The criteria will also be used to help us decide how large a grant to make.

✓ SLIDE: Three categories of programs

We plan to categorize programs roughly into three groups for purposes of allocating resources:

First, leader programs. These programs rank highly on all four of the elements we just discussed, are important contributors to their communities, and could provide national leadership by serving as a model and facilitating replication of the program. In general, these programs will receive relatively large grants in order to strengthen their ability to expand and contribute to the development of the field of community service. We hope to provide sufficient resources to these leader programs for them to support staff whose job it will be to work with others hoping to replicate the program.

Second, capacity-building programs. These are promising established programs that include evidence of the four key elements and, with a moderate-sized grant, could be expanded and improved to achieve eventual leadership status.

Third, developmental programs. These are innovative programs with quality leadership that are in the early phases of development. A relatively modest seed grant could enable a development program to achieve its potential.

Some developmental programs -- include^{ing} some that do not apply for funding -- may receive only technical assistance. We think that this is an important role for the Commission to play -- identifying individuals and organizations that have important ideas to advance the community service field, and assisting them in that effort.

✓ SLIDE: Eligibility chart

Now we will turn to the specific requirements of the National and

make it ~~short~~
Sketchy - do details
w/ in each program

Community Service Act. First, we want to make clear who is eligible to apply for the four major programs. States and Indian tribes are eligible to apply for all four. However, there are some restrictions. ~~First, we will focus on states and Indian Tribes:~~

Serve-America: States must notify the Commission by February 3 if they intend to apply for this program. If they receive a grant, they will be required to use 75 percent of funds to make grants to local applicants within the state. **SEA**

Higher Education: States and Indian Tribes may only apply in consortium with institutions of higher education.

American Conservation and Youth Service Corps: As we discussed earlier, states must notify the Commission by February 3 if they intend to apply for this program. Indian Tribes need not notify us, and may apply directly to the Commission. States (but not Indian Tribes) will be required to use a reasonable portion of funds to support at least one local program within the state. The use of the term "reasonable portion" is intended to give states some flexibility, but it should not be interpreted to allow states to use only a tiny portion of its grant for this purpose. *more to youth corps*

National and Community Service: States and Indian tribes may apply directly to the Commission.

With respect to Indian tribes -- our statutory definition includes only Indian tribes that are recognized by the United States. Other tribal communities may apply as local applicants.

Now, local applicants. Each program has a different definition of eligible local applicant:

Serve-America: Local applicants may apply directly to the Commission only if the state in which they are located does not apply. Local applicants in states that receive grants, may apply to their state educational agency for funding.

Local applicants must also apply in partnerships. The requirements for the partnerships are different for each of the three types of funded programs. In general, the partnerships for youth service programs must include a Local Educational agency or a public or private nonprofit organization that works with disadvantaged youth and a public or private nonprofit organization that will make service opportunities available. For adult volunteer and partnership programs, the partnership must include the local educational agency and a public or private nonprofit organization that provides the volunteers. Please refer to §2501.1(c), §2501.15, §2506.5(a) and 175(c) of the Act for the specific requirements.

When we talk about partnerships, we do not necessarily mean a legal partnership. Rather, we mean that a relationship has been formed based on a written agreement specifying the responsibilities of each partner with respect to the development and operation of the proposed program.

Higher Education: Higher education institutions, consortia of higher education institutions, or consortia of public or private non-profit organizations and higher education institutions may apply directly to the Commission for funding, regardless of the state's decision to apply.

Youth Corps: Public or private non-profit organizations may apply to the Commission for funding only if the state in which they are located does not apply. They may, however, apply to the state.

National and Community Service: Only states and Indian Tribes may apply for this program. However, states may involve local organizations by making substate grant^s or contracting with them.

SLIDE: Terms of grants

As you can see, we had to make difficult choices in order to be fair to both state and local applicants. One of those choices relates to the term of the grant. This year, ~~all~~ grants will be one year grants (this will enable us to give more grants -- if they were multi-year grants, we would have ~~had~~ to reserve funds for future years of funding out of this year's appropriation). However, in the case of states and Indian Tribes under all four programs, and all applicants under the Higher Education program, the applications may include a multi-year plan, up to three years. Applicants taking advantage of the multi-year plan option will be able to simply submit continuation grant applications in future years, which will be simpler than the full application.

*one year grants
3 yr plans/proposals
easier applications in
future years*

Local applicants under programs other than the Higher Education program will submit one-year plans. This preserves the ability of states to apply in subsequent years. If a state does apply and is funded in the second or third year, then the local applicant must go to the state for funding.

SLIDE: Definitions

Today we will be using several general definitions found in the regulations. We wanted to bring them to your attention, as we are using them with some precision.

First, "participants" are individuals enrolled in a funded program who will be subject to all the requirements of the program, but who will not be considered employees of the program.

Second, "non-participant volunteers" are ^{Volunteers} individuals who assist funded programs but who are not participants enrolled in the program.

Here's an example to illustrate the difference: a student participating in a Serve-America program would be considered a "participant," while a parent who volunteers to supervise students in a service project would be considered a "non-participant volunteer." Similarly, a corps member of a youth corps that receives funding under the American Conservation and Youth Service Corps program would be considered a "participant," while an adult who volunteers to serve as a mentor to the corps members would be considered a "non-participant volunteer."

A third important definition defines the term "placement." "Placement" means the matching of a participant with a specific project.

A "project" means "an activity that results in a specific identifiable service or product that otherwise would not be done with existing funds and that does not duplicate the routine services or functions of the employer to whom participants are assigned." A "project" is also a "service opportunity," which enables participants to perform meaningful and constructive service to meet community needs.

A "sponsoring organization" makes placements available to participants. A soup kitchen that uses participants in a funded program would be a "sponsoring organization," while the youth corps program that recruits the participants and places them in the soup kitchen would be a "program agency."

Finally, we will occasionally talk about the "population to benefit" from the program. This definition is not in the regulations, but to clarify, when we talk about the population to benefit, we mean the community not the participants. While participants will generally benefit from engaging in service, they should not be considered the population to benefit or recipient of service. For example, a literacy tutor may be a participant. The person tutored would be the "population to benefit."

SLIDE: ^{Why are we doing it this way? Low cost implementation means coordinated strategies} State application requirements

There are several requirements that apply only to state applicants. These requirements do not apply to Indian Tribes.

First, in order to receive funds, a State must submit, under a single cover, an application that covers one or more of the four major grant programs. The state's proposal for each of the programs will be ranked against other state and local proposals for that program, so it is possible that a State will not receive funds for all the programs for which it applies. A State might, for example, apply to operate programs under two of the programs, but might receive funds for only one of the two programs. Once a grant is awarded to a State, a state will not be able to shift

funds from one program to another. It must use its grant for the program or programs designated in the application and the grant award.

Second, states will be asked in their applications to indicate the lead agency that will receive and administer the grant. This requirement is simply to allow the Commission to have a single contact for the state. States may select any entity legally able to receive federal funds as the lead agency. Further, the lead agency may simply "pass through" the funds to one or more other agencies. Applicants should be aware that the Serve-America program application must be developed by the State Educational Agency. However, the State Educational Agency need not be the lead agency.

Third, states will be required to develop a comprehensive state plan. The comprehensive state plan asks for information about the program proposed to be conducted and information related to the applicant's overall strategy for expanding commitment to service. This plan is expected to cover both programs proposed to be funded by the state, as well as efforts that will not be funded. Information that should be included in the plan is listed in §2500.3(d). Please take special note of item (7), "the interrelationship among programs proposed to be funded under the Act." We hope that states will find ways for the funded programs to support one another. In general, we are looking for plans that show comprehensive strategy for increasing involvement in service. The plan will be taken into account as part of the application for each individual program -- readers of Serve-America proposals, for example, will ~~receive~~ the specific Serve-America proposal and the comprehensive state plan. *review*

However, we do not want to discourage states that have not made a major effort in this area from applying. Therefore, in lieu of a comprehensive state plan, the state may submit what amounts to a "plan to plan." The state may describe planning efforts that will be conducted over the next year, including a timetable for completion of the comprehensive state plan. Like the plan, the "plan to plan" will be provided to reviewers to be taken into account under each program.

Finally, states are asked to solicit broad-based and local input in developing the plan in a bipartisan or nonpartisan manner. Each state may decide how to solicit input. We are encouraging states to appoint an advisory board like that described in §2500.4. However, if a state chooses, it may use an existing board or other methods, such as public hearings to involve a broad-based group in planning. States will not be penalized for failing to appoint a state advisory board. However, states will be ~~penalized~~ if they do not make an effort to involve diverse groups and local programs in developing their proposals. *not be approved*

SLIDE: List of five types of applications

There are five types of applications available from the Commission. They are also published in the Federal Register. Although we are making every effort to

be sure to
~~match potential applicants with the correct application, you may save a lot of time and trouble if you check your application before you try to complete it to make sure it is the right one.~~
the cover of

The five types of applications are:

1. State applicants
2. ~~Serve-America~~ for applicants other than states
3. Higher Education for applicants other than states
4. American Conservation and Youth Service Corps for applicants other than states
5. Indian Tribes

SLIDE: Items included in applications

Applications require the development of several different narrative explanations. These are:

1. Comprehensive State Plan (states only)
2. Budget
3. Program narrative (which we will discuss in more detail, shortly)

Please note that applicants are also asked to submit:

1. A budget table for each year of each program for which the applicant applies;
2. Various cover sheets, title pages, and program summaries, which are explained in the application; and
3. Signed certifications.

In addition, by submitting a signed application, applicants are agreeing to comply with the assurances contained in the application. Some of these assurances -- such the requirement that programs consult with local labor organizations before making placements -- are required by the National and Community Service Act. Most of the assurances and certifications, however, are required by other legislation or executive orders that apply because grantees will be recipients of federal funding. We will discuss these certifications and assurances later when we talk about administrative requirements.

SLIDE: Common narrative items

Most of the programs require that applicants provide a narrative statement describing the program, its expected impacts, and how it will be evaluated. The narrative is also the applicant's opportunity to explain how the proposal meets the criteria of quality, innovation, replicability, and sustainability. An aside -- we are not looking for slick proposals that have been written by professional grant writers.

These are fine, but we hope to involve new organizations that are not accustomed to applying for federal money. However, a word to the wise -- be sure your application addresses these four criteria, as well as any specific criteria for funding under the individual programs.

We will not go through each required narrative in detail. However, in general, they require a description of the following items, which we believe would be part of any good program:

1. Expected impact. This would include --

- "meaningful" service to be performed and how it benefits the community;
- benefits for participants (improved leadership skills or the achievement of GEDs, etc.);
- numbers (number of participants and other volunteers who will become involved in service through the program; how many of them have not previously been involved in service; the number of hours they will serve; etc.);
- who and where (who are the participants and volunteers -- what are their demographic characteristics? and is the service to be performed in communities that have great needs but limited resources?).

2. Program design. This would include --

- recruitment plan (how will a diverse group that includes the economically disadvantaged be recruited?);
- involvement of participants and others from the community in the design of the program (including any local advisory committee);
- training and supervision of participants and volunteers;
- reflection (this is important ^{read} -- how will participants learn from their service experiences? This is particularly important for youth programs, and will be considered under "quality.").

3. Evaluation, including --

- key evaluation questions to be answered;
- types of data to be collected and analysis to be performed; and

-- ways the program will be a useful model for others.

We will discuss evaluation in greater detail later. Now we will discuss the specific requirements of the four major programs.

*Applicants
narratives
for states
to conduct a
grant program
will be less specific
& focus more on
how the state
will determine
which
local
programs
to fund*

SLIDE: Serve-America -- definitions §2500.1

Space

Before we begin to discuss program requirements, we should note several definitions found in the regulations. First, "service-learning" means "a method under which students learn and develop through active participation in thoughtfully organized service experiences that meet actual community needs and that are coordinated in collaboration with the school and community; that is integrated into the students' academic curriculum or provides structured time for a student to think, talk, or write about what the student did and saw during the actual service activity; that provides students with opportunities to use newly acquired skills and knowledge in real-life situations in their own communities; and that enhances what is taught in school by extending student learning beyond the classroom and into the community and helps to foster the development of a sense of caring for others. [Catherine -- do you want to include some examples here?]

Second, "adult volunteer" means "an individual who is beyond the age of compulsory schooling, including an older American, an individual with a disability, or a parent; an employee of a private business; an employee of a public or private non-profit agency; or any other individual working without financial remuneration in an educational institution to assist students or out of school youth." You can see that this is a broad definition.

Third, "partnership program" means "a program through which adult volunteers, public or private agencies, institutions of higher education, or businesses assist a local educational agency." If you put together these last two definitions, you will understand the part of the Serve-America program that funds "adult volunteer and partnership programs."

Fourth, "local educational agency," for all of you who are not familiar with education program terminology, means a public board of education or any other public institution or agency having administrative control and direction of a public elementary or secondary school. It does not include private schools.

Finally, the term "out-of-school youth" means "an individual who has not attained the age of 27; has not completed college or the equivalent thereof; and is not enrolled in an elementary or secondary school or institution of higher education." This term is used in the part of the Serve-America program that funds community-based programs.

SLIDE: Four types of activities funded under Serve-America with percentage allocations

Turning to the specific requirements of the program, we should first make clear the types of activities that may be funded under Serve-America. Four types of activities may be funded. These are found in §2501.9:

1. Planning and building state capacity (states and Indian tribes only);
2. The implementation, operation or expansion of schoolbased service-learning programs;
3. The implementation, operation or expansion of community service programs for school dropouts, out-of-school youth, and other youth; and
4. The implementation, operation or expansion of programs involving adult volunteers in schools, or partnerships of schools and public or private organizations, to improve the education of at-risk students, school dropouts, and out-of-school youth.

State applicants must allocate funding among these four activities as follows:

1. Up to 10 percent for planning;
2. Not less than 60 percent for school-based programs;
3. Not less than 15 percent for community-based programs;
4. Not more than 10 percent for adult volunteer and partnership programs; and
5. Not more than 5 percent for administration.

These set-asides do not apply to local applicants or Indian tribes (except for the 5 percent cap on administrative costs, to be discussed under administrative requirements).

SLIDE: Formula allocations

This year, funding will be allocated according to a formula that is based on the Chapter 1 basic grant formula and the school-age population of the state. We have displayed the formula run, but it is misleading. Only those states that meet the four key criteria -- quality, innovation, replicability, and sustainability -- will receive operating grants. If a state's proposal complies with the Act and regulations but does not meet these four criteria, the state will receive a planning grant worth up to 25 percent of its formula application. States may also skip the application process for operating grants and submit a much shorter form for a planning grant. For these reasons, there will be some funds left over -- some states will not apply, others will receive only planning grants. This unallocated money will be used to make larger grants to the best programs. That is why the chart displayed is misleading -- some ~~grants~~ ^{states} will receive smaller grants, others larger.

If a state does not apply, local applicants within the state may apply for some or all of the state's formula allocation. We discussed this provision earlier.

SLIDE: Criteria for substate grants § 2501.16

As we discussed earlier, states are required to use 85 percent of funds to make grants to eligible local applicants within the state. States should use the following criteria in making substate grants. For school-based and community-based service programs, states should give priority to programs that:

- (1) Involve participants in the design and operation of the program;
- (2) Are in the greatest need of assistance, such as programs targeting low-income areas;
- (3) Involve students from both public and private elementary and secondary schools or individuals of different ages, races, sexes, ethnic groups, abilities and disabilities, and economic backgrounds serving together;
- (4) Are integrated into the academic program;
- (5) Involve a focus on substance abuse prevention or school drop-out prevention;
- (6) Best represent the potential of service-learning, including exploring the root causes of community problems;
- (7) Develop the leadership skills and qualities of participants; and
- (8) Demonstrate the ability to achieve goals of the Act because of the program's quality, innovation, replicability, and sustainability.

For adult volunteer and partnership programs, states should give priority to programs that:

- (1) Involve older Americans or parents as adult volunteers;
- (2) Involve a partnership between an educational institution and a private business in the community;
- (3) Include a focus on substance abuse prevention, school drop-out prevention, or nutrition;

- (4) Will improve basic skills and reduce illiteracy; and
- (5) Demonstrate the ability to achieve the goals of the Act because of the program's quality, innovation, replicability, and sustainability.

SLIDE: Planning grants - uses of funds

Only states and Indian Tribes may receive planning grants. States are asked to use their planning funds to assist potential local applicants in planning, and are allowed to make grants and contracts with qualified private organizations. These are activities that may be funded by planning grants, or under the ten percent earmark for planning if the state receives an operating grant:

- (1) Pre-service and in-service training for teachers, supervisors, and personnel from community organizations in which service opportunities will be provided that will be conducted by qualified individuals or organizations that have experience in service-learning programs;
- (2) Developing service-learning curricula, including age-appropriate learning components for students to analyze and apply their service experiences;
- (3) Forming local partnerships to develop school-based community service programs in accordance with this subpart;
- (4) Devising appropriate methods for research and evaluation of the educational value of youth service opportunities and the effect of youth service programs on communities;
- (5) Establishing effective outreach and dissemination to ensure the broadest possible involvement of non-profit community based organizations and youth-service agencies with demonstrated effectiveness in their communities; and
- (6) Integration of service-learning into academic curricula.

SLIDE: Private school participation §2501.15

In general, private schools can receive grants if they qualify as nonprofit organizations working with disadvantaged youth and are in a partnership with an organization that will make service opportunities available. Or, they may receive funds as a member of a partnership that includes a local educational agency, although in this case, they may not be the lead applicant. The State Educational Agency and Local Educational Agencies, which are the primary recipients of funds

in most cases, are under an obligation expressed in §2501.15 to serve private school students and teachers. But if they are unable to or unwilling to comply, the Commission may waive this requirement and make other arrangements. [See §1017 of ESEA].

Finally, parochial schools should take note of §2501.5(a) of the regulations and §175(c) of the Act. These provisions provide that funds may not be used to provide religious instruction, conduct worship services, or engage in proselytization and ban religious discrimination against participants or staff paid for funds provided under the Act. This does not affect employees with the organization at the time the grant was made.

SLIDE: Authorized uses of funds §2501.14

§2501.14 spells out authorized uses of funds. These include supervision of participating students, including teacher stipends, administration (subject to the five percent cap), training, reasonable transportation costs, insurance, and evaluation. However, funds may not be used to pay stipends, allowances, or other financial support to participants except for reimbursement for transportation, meals, and other reasonable out-of-pocket expenses directly related to participation in the program.

SLIDE: Federal share §2501.12

Finally, like other programs funded under the Act, Serve-America requires a matching contribution from grantees. This match may be paid out of public or private non-federal funds; therefore, for example, Chapter 2 funds may not be used for the non-federal match, but could be used to supplement the budget of the program. The match may be in cash or "in-kind" -- for example, a state might provide the services of a staff person, free rent, or ~~use of a copying machine to~~ *ward liability insurance* ~~meet~~ the non-federal match.

The chart shown indicates that each year the size of the match will increase -- in year 1, the federal share is 90 percent and the non-federal share is 10 percent; in year 2, the federal share is 80 percent and the non-federal share is 20 percent; in year 3, the federal share is 70 percent and the non-federal share is 30 percent.

Finally, if a grantee is unable to pay the non-federal share due to lack of resources, the grantee may request a waiver in writing. The Commission will approve the waiver if it determines that it would be equitable due to a lack of resources at the state or local level. States are not prohibited *from* passing on all or some of the matching requirement on to local grantees. However, local grantees receiving funding from the state may not apply to the Commission for waivers. Only states, Indian Tribes, and local organizations receiving funding directly from the Commission are eligible for waivers.

HIGHER EDUCATION PROGRAM

SLIDE: Higher Education 6 purposes §2502.3

The Commission is authorized to make grants to six purposes. As you can see, the first five relate to involving students in community service in a variety of ways - through student-run programs or through academic courses. The last purpose relates to the training of teachers and community leaders in how to organize community service activities.

SLIDE: Eligibility §2502.2

As we noted earlier, higher education institutions are eligible to apply for funds under this program, as are consortia of these institutions, and consortia of higher education institutions and public or private nonprofit organizations, including states. Several questions have been raised about eligibility. First, what is a consortium? It is not defined in the regulations, and therefore we will interpret the term broadly - essentially all the members of the consortium will be considered as co-applicants although only one will serve as the fiscal agent. The organization that is serving as the fiscal agent should be the primary applicant, and it need not be an institution of higher education as long as the consortium requirements are met. A second common question - can a student or nonprofit organization, based on campus, apply? In general, such organizations would have to apply through their university or in a consortium with their university or another university. Third, can a university submit multiple applications, for example, one from a student group, one from the education department, and one as part of a consortia? The answer is yes, as long as all these are different proposals. More than one of these applications may be successful.

Another common question - is it better for a college to apply through a consortium or individually? We will talk about this in the context of the Criteria for Funding.

SLIDE: Criteria for Funding §2502.5

As you can see, for this program we are essentially using the four criteria we identified during the overview.

Quality of program, including the way participants are involved in the design of the program, diversity of participants, use of service-learning methods, integration into the academic program, and development of the leadership skills of participants.

And Quality of leadership and management including the qualifications of program leaders - including student leaders

Innovation,
Replicability,
and

Sustainability, based on community support for the program, campus-wide involvement including faculty and staff as well as students and administration, and evidence that funds will be available after expiration of the grant.

Inclusion in a state plan or applying through a consortia that includes a state partner may suggest greater sustainability. However, we have not included a specific criteria relating to involvement of the state. One other point to note - consortia in general are eligible for larger grants than industrial institutions - the \$25,000 to \$250,000 range for grants is per institution. A consortia may receive \$1 million or more, if many members are involved.

SLIDE: Non-federal share

Grantees will be required to match federal funds dollar for dollar, although this match may be "in-kind." The chart show an example of how a program may combine several funding streams to pay the total costs of a program.

YOUTH CORPS

SLIDE: Definintions

You should take note of several definitions that apply to this program.

First, Youth Corps Program means a program, such as a conservation corps or youth service corps program, that offers full-time, productive work (to be financed through living allowances) with visible community benefits in a natural resource or human service setting and that gives participants a mix of work experience, basic and life skills, education, training, and support services.

Second, Summer program means a youth corps program that is limited to the months of June, July, and August. One note -- if a program also operates in May or September, it may be considered a summer program, as long as Commission funds are dedicated to the three months mentioned in the definition.

Third, Crew means a team of youth ~~corps~~ participants organized to work jointly on a project or to engage in team activities even if participants do not work jointly on service projects. This would allow for programs that use primarily individual placements to be considered a crew program as long as participants are organized in teams for some activities, such as education or training.

Fourth, Crew Leader means a participant assigned to a position of responsibility or leadership over a crew of participants.

Finally, Crew Supervisor means the adult staffperson who is responsible for supervising a crew of participants, including the crew leader.

SLIDE: American Conservation and Youth Service Corps. §2503.1

This program funds two types of program: full year and summer youth corps programs. Full year programs need not actually be full year. They may be 6 or 9 month programs. Funds may either be used to create a new program or expand an existing one. When we say "expand," we mean the addition of participants, an increase in the hours or weeks the program is in operation, involvement of a program in new kinds of activities, or program improvement. Applicants are cautioned, however, that the Commission discourages programs from seeking funds for a single purpose - for example, to raise participants' living allowances or to purchase a new piece of equipment. It would be hard for such a proposal to score well under the criteria for funding.

SLIDE: Criteria §2503.4

We will be looking for the following qualities in programs:

- Does it provide long-term benefits to the public?
- Instill a work ethic and a sense of public service in participants?
- Is it labor intensive and does it involve youth working in crews?
- Can it be planned and initiated promptly?
- Will it enhance skills development, educational level and opportunities, and leadership qualities of participants?

In addition, we will take into consideration the four general elements of good programs: quality; innovation; replicability; and sustainability.

One note: We are required to fund an equal number of service and conservation corps. We expect most programs do not fall neatly into either category, so they would be counted as one of each.

SLIDE: Amount of awards §2503.5

Several criteria were specified in the statute to be considered in determining the amount of awards. These are:

- number of participants to be served
- youth unemployment rate
- type of activity to be carried out

In addition, we expect to base size of grants on the "developmental level" of the program, with relatively large grants for leader programs, average grants to capacity building programs, and modest grants to developmental programs. On the chart, you can see the general dollar ranges that are specified in the application - these are advisory only.

SLIDE: Application Requirements §2503.7

We will not go through the whole application. Many of the requirements are those discussed in the overview. However, take note of these specific requirements that apply only to the corps program:

"A plan that will lead to certification of the training skills acquired by participants as defined by the state and the awarding of academic credit for competencies developed through training programs or work experience."

Some have interpreted this as requiring states to use the JTPA certification process. This is not true. We are merely asking states to say how they are planning to develop a means to certifying training skills and/or award credit for competencies developed. The term "certification" is to be defined by the state; and the plan need not be effective right away. We will interpret this flexibly, at least for now.

"A list of requirements to be imposed on sponsoring organizations"

An example of such a requirement might be giving preference to organizations that contribute to the program, or requiring organizations to pay for liability insurance or supervise participants on the job, or merely lead a discussion with participants that will educate them about the value of the project to the community.

SLIDE: Substate grants §2503.9

As we discussed in the overview, although states may receive grants to operate their own programs, they must use at least some of the funds they receive to make grants to public or private nonprofit organizations within the state. In making these substate grants, the state must assure that all applicable requirements in the law are met. States are not required to issue a formal RFP - request for proposals - but should solicit applications from a broad-based group of

eligible organizations.

SLIDE: Allowable Program Activities §2503.13 & 2503.14 & 2503.16

Sections 2503.13 and 2503.14 list types of activities that can be performed by conservation and service corps. ~~As you can see,~~ there is a great deal of overlap between the two and ~~that~~ §2503.14(I) provides a "catch-all" category to allow programs to perform any "nonpartisan civic activities" that are of a "substantial social benefit" in meeting community needs.

Then, §2503.16 lists categories of activities that are not allowed. These are:

Activities conducted by any business organized for-profit (labor union
Partisan political organization
Organization engaged in religious activities, unless such activities
do not involve the use of funds ~~to~~ ^{for} religious instruction, conduct worship service, or engage in any form of proselytization; or
Domestic or personal service company.

SLIDE: Use of funds §2503.17

There are several limitations on uses of funds found in the Act. First, states may not use more than 5 percent of funds for administrative costs. Program agencies are also limited to using 5 percent of the funds they receive for administrative costs. Program agencies are also limited to 10 percent of funds for the purpose of major capital equipment, and 2 percent for joint project with senior citizen organizations. They also ~~may not use less than~~ ^{must} 10 percent of funds for training and education materials and services for participants. ^{at least}

SLIDE: Training and education services §2503.19

Section 2503.19 discusses training and education services that participants are eligible or required to receive. First, program agencies must assess the educational level of participants when they enter the program. Then, giving priority to participants with high school diplomas or the equivalent, the program agency shall enhance the educational skills of participants in several ways:

- providing them information about how the community benefits from their work;
- providing career and educational guidance before service begins and after they leave the programs;
- enabling participants to ^{also} participate in a GED program, receive academic credit, and use service-learning methods

All of the educational functions may be provided through a contract with a local educational agency, college, voc-tech school, or community based agency.

SLIDE: Matching funds \$2503.20

This program, like all the others, has a required non-federal match. The match is 25 percent of the cost of community service activities carried out with the grant. As in the other programs, the non-federal share can be paid in cash from non-federal public or private funds, or in kind. It need not be from appropriated state dollars, and it may be passed on to the programs agency.

SLIDE: Eligibility for Enrollment \$2503.21

Who is eligible to participate? There are not income limitations, but there is a requirement that educationally and economically disadvantaged youth are offered opportunities to enroll. We are looking for a diversity of backgrounds - this is one of the elements under the "quality of program" criteria for funding. Participants must be citizens or nationals of the United States ~~or~~ lawful permanent resident aliens.

There are also age limitations - participants may be 16 to 25 in regular full-years programs and 15 to 21 in summer programs. However, a limited number of "special corps members" who are over age 25 may be enrolled in any program if they have "special skills." Programs are encouraged to consider senior citizens as special corps members.

SLIDE: Roles for Senior Citizens \$2503.21 & 2503.22

In addition to serving as special corps member - who receive the same benefits and are subject to the same requirements as regular corps members - senior citizens may be involved in corps programs as volunteers or through a joint project between a corps and a senior citizens organization. As we discussed earlier, up to two percent of funds may be used for this purpose. Seniors could make an important contribution to the program - working alongside corps members on a service project, serving as mentors, tutors, or supervisors, or as a liaison to other seniors and service organizations that could use the services of the corps. This is true under all of the programs - each provides multiple opportunities for intergenerational projects.

SLIDE: Benefits to Participants

In addition to inservice education and training, participants receive a living allowance of up to the poverty level for a family of two (which is _____) and a post-service education and training benefit worth up to \$100 per week of service

or \$5,000 per year, whichever is less.

The living allowance should be established by program agencies at a level that will enable participants from low-income families to participate, taking into account the cost of living in the area, the age of participants, whether the program is year round or summer, and the number of hours the participant is serving. The living allowance may be reduced if participants receive room and board from the program, and technically, the living allowance should be paid into an account from which the costs of the room and board are paid.

*health insurance
child care*

The post-service benefit could also take different forms - the corps program could arrange for a tuition reduction at universities within the state, provide a scholarship, or pay in cash. The program will be required as part of the application, however, to state its plan for ensuring that the post-service benefits are used solely for education and training.

Finally, please note that all of the ceilings on benefits may be broken if the additional living allowances or post-service benefits are supported with funds from non-federal sources.

****NOTE-LOOK UP §2503.25(c) cross reference****

SLIDE: Coordination §2503.26(c)

Program agencies are required to coordinate their projects with related Federal, State, local, and private activities. This could be accomplished through a local advisory board, or a series of meetings with representatives of appropriate organizations and programs, including JTPA and other job training and placement programs, child care, community colleges, schools, youth organizations, etc.

SLIDE: Limitation on Placement §2503.26(d)

Participants may only be enrolled for 24 months. They may perform any specific activity for no more than six months. The term "specific activity" will be defined narrowly - for example, working at the front desk of a homeless shelter and working in the kitchen at the same homeless shelter would be considered two different "specific activities". Similarly, a placement doing construction work at a park and a placement doing construction work at a community center would be considered two different specific activities.

SLIDE: Federal Employee Status §2503.28

Except in two narrow circumstances, participants will not be considered employees of the federal government and therefore will not be considered subject to the laws governing federal employment.

The two exceptions are:

for purposes of compensation for work related injury [Question - does this mean programs do not pay for worker's comp? Who pays if participant is injured?]

for purposes of the Tort Claims Act, only if the program agency is an agency of the federal government.

The Tort Claims Act immunizes federal employees from liability for negligence when they are engaged in their official duties. However, it will not apply to participants in programs operated by state or local government, or private non-profit organizations regardless of the fact that they receive federal funds. Therefore, it will probably be necessary for program agencies to have liability insurance that covers participants.

[NOTE - we might consider arranging group liability and group insurance health for all funded programs to increase the size of the pool and get a better rate, if there is interest - could we ask for a show of hands?]

Finally, we are often asked if programs must pay minimum wage, Social Security, Unemployment Compensation, etc. to participants. We will discuss this during the session on administrative provisions. We will similarly address taxability of benefits and whether they will affect means - tested federal benefits.

NATIONAL AND COMMUNITY SERVICE

SLIDE: National and Community Service Program

Also known as "Subtitle D" and "Full-and Part-time Program," the National and Community Service Program provides funds to States and Indian Tribes to operate full- and part-time service programs on a test basis. These programs will be heavily evaluated to determine whether they could and should be implemented on a larger scale. Grants under this program will be larger than under any of the other three major programs. However, they will also have the most strings with respect to ~~reporting~~ and evaluation requirements.

SLIDE: Eligibility §2504.3

There are three types of participants who may be enrolled in a program. These are:

Full-time participants, who must be 17 or older, a citizen or lawfully admitted permanent resident, and have a high school diploma or the equivalent, or agree to achieve one during the program. These participants

engage in activities of the program 40 hours a week for one to two years (excluding vacation and holidays).

Part-time participants must be 17 or older and a citizen or lawfully admitted for permanent residence. Preference should be given to individuals who are currently employed. Part-time participants serve an average of 9 hours a week for three years in increments to be determined by the state.

Special Senior Service participants must be 60 or over and meet eligibility criteria determined by the state or tribe. They may serve either full-time or part-time, for any period of time.

SLIDE: Benefits to participants \$2504.10

In return for serving, participants receive some benefits.

Full-time participants receive

- in service education that will enable them to obtain a high school diploma if they don't have one
- a living allowance worth up to the poverty line for a family of two
- a post-service benefit worth \$5,000 per year of service - half from non-federal sources and half from Commission funds. The benefit may be used for payment of a student loan, expenses for full-time attendance at a higher education institution or the costs of participating in an apprenticeship program.

health insurance

Part-time participants receive

- a post-service benefit worth \$2,000 per year of service - half from non-federal sources and half from Commission funds. The benefit may be used for payment of a student loan, a down-payment or closing costs for a first home, tuition for full-time attendance at an institution of higher education, or the costs of participating in an apprenticeship program. (If the state requests a waiver, the amount of the post-service benefits may be reduced to equal tuition, fees, room, and board at a four year public institution of higher education in the state - for full-time participants and to the tuition at these institutions in the case of part-time participants.



25 equal

Several other points to note:

The benefits are non-transferrable

States may limit use of the post-service benefits to one or more of the options i.e. housing-only, scholarship only

Programs may increase the amount of the living allowance or post-service benefit above the maximum using non-federal funds.

As in the Youth Corps program, the living allowance should be set at a level that will enable low-income individuals to participate, taking into account the cost of living in the area.

Programs will administer the post-service benefits and must make sure they are used only for the purposes specified in the regulations.

Special Senior Service participants have special rules - keep in mind, senior citizens may be regular full- or part-time participants - however, if they join under the category of Special Senior Service, they will be ineligible for post-service benefits. They may, however, receive a living allowance, even if they only serve part-time. The allowance is prorated based on the number of hours they serve - if they serve full-time, they get the full amount; half time, they get half.

SLIDE: Criteria for Funding

In determining which programs to fund, the Commission will consider:

-- the ability of the program to serve as an effective model for large-scale national service

-- the quality of the application, including the plan for training,

→ recruitment, placement and data collection

-- the extent that the program builds on existing programs

-- and the expedience with which the program will be made operational.

We will also consider the basic elements: quality, innovation, replicability, and sustainability. Note the addition of "preparation for future volunteer service leadership" to the "quality of program" criteria, in the regulations.

SLIDE: Program Training §2504.14

Finally, many questions have been raised about the required three-weeks of training for all full-time, part-time and special senior service participants. This three-week training, required by the statute, will be designed by the Commission in cooperation with the state.

Its purpose is to:

- orient participants to the nature, philosophy and purpose of the program
- build an ethic of community service
- general training in citizenship and civic and community service
- and if feasible, specialized training in the type of service each participant will perform

The state and sponsoring organizations may - and should - provide additional training.

**YOUTH
SERVICE
AMERICA**

1. What is purpose of
this? Don't this
to be used for
grantees? why is
curriculum separate?

August 24, 1992

Dick Staufenberger
Commission on National
and Community Service
National Press Building, 4th Floor
529 14th Street, NW
Washington D.C. 20045

2. higher ed section
needs work - factbook
cross - link them

3. need to edit part about
what this

4. Should be more history

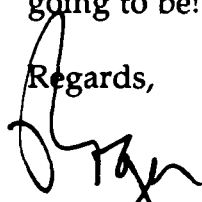
Dear Dick,

In response to the earlier conversation with you and Michael Camunez regarding possible publication by the Commission of a written version of my speech on the history of youth service, I enclose a draft for your review.

I consider this a working draft. I'll be glad to discuss changes within reasonable limits. I don't know how you might want to proceed on some kind of adaptation for a curriculum for grantees. That seems to me a somewhat separate project. ?

I just want to say again how interesting it has been for me to stand back and get my thoughts together first for a speech and then in writing. I thank you for this opportunity -- you just didn't remind me how much work this was going to be!

Regards,



Dr. Roger Landrum
Executive Director

DRAFT

National Service: Roots & Flowers

Dr. Roger Landrum
August 24, 1992

The origins of the ideal of National Service are obscure in the mists of history. In Sparta and Athens, military service by citizens was in full flower. It is an old tradition in many European democracies, designed for protection against military dictatorships. It was the decisive force of the American Revolution. In retirement at Monticello, Thomas Jefferson wrote in a letter to John Adams, "A debt of service is due from every man to his country proportioned to the bounties which nature and fortune have measured to him."

Evolving from truly ancient roots, the ideal of National Service has progressed in American society with three great leaps of the imagination. This reflection on the history of national youth service identifies these landmarks and sketches the path through which national youth service has emerged over the last decade high on the American agenda.

I. The National Service Ideal

It is not entirely clear whether Jefferson's "debt of service" referred strictly to military service or more broadly suggested other kinds of public service. The ideal of nonmilitary, domestic National Service is usually traced to a 1910 essay by the great American philosopher William James, entitled "The Moral Equivalent

of War." This brilliant essay was written by James during the last year of his life from notes on an earlier speech delivered at Stanford University. It reviewed the militaristic tradition in western civilization with grudging admiration for the power of war to inspire and unite a people, and proposed an alternative scheme to ignite civic passion. Late in his essay, James wrote:

If now - - and this is my idea - - there were, instead of military conscription, a conscription of the whole youthful population to form for a certain number of years a part of the army enlisted against Nature, the injustice would tend to be evened out and numerous other goods to the Commonwealth would follow. The military ideals of hardihood and discipline would be wrought into the growing fiber of the people; no one would remain blind, as the luxurious classes now are blind, to man's real relations to the globe he lives on . . .

The context of this essay, near the turn of the century, was different from what we know in the country today. The infrastructure of mass education at the high school and collegiate levels was just beginning to be built. Oklahoma, Arizona, and New Mexico were just becoming states. Women could not yet vote. Lynchings were still common in parts of the country. Industrialization of the nation was far from completed, and so James turned his attention to the tasks that could be addressed through nonmilitary National Service:

To coal and iron mines, to freight trains, to fishing fleets in December. to dish washing, clothes-washing, and window-washing, to road-building and tunnel-making, foundries and stoke holes, and to the frames of skyscrapers would our guilded youths be drafted off, according to their choice, to get the childishness knocked out of them, to come back into society with healthier sympathies and soberer ideas. . . . Such a conscription, with the state of public opinion that would have required it, would preserve in the midst of a pacific civilization the manly virtues which the military party is so afraid of seeing disappear in

peace. We would get toughness without callousness, authority with as little criminal cruelty as possible, and painful work done cheerily because the duty is temporary . . . Here at least men are not flung out of employment to degenerate because there is no immediate work for them to do. They are fed and drilled and trained for better services. Here at least a man is supposed to win a promotion by self-forgetfulness and not by self-seeking. . . . It is only a question of blowing on the spark until the whole population gets incandescent, and on the ruins of the old morals of military honor, a stable system of morals of civic honor builds itself up. What the whole community comes to believe in grasps the individual as in a vice.

We know very little about what kind of debate followed this proposal, if indeed there was much debate. The country soon entered a period of extreme turbulence with the coming of World War I and the Great Depression.

In more recent times, the Jamesian vision has been the subject of much intellectual discussion. National Service is always envisioned as a new rite of passage for young people, an intense, arduous, collective journey through conscious acts of citizenship into adulthood.

Among the most eloquent proponents of National Service is Eddie Williams, President of the Joint Center for Political and Economic Studies. Williams speaks about certain persistent problems of American democracy which can only be solved through the concentrated efforts of generation after generation. With racism as his prime example, Williams has described National Service as a way of immersing each generation into a hands-on understanding of intransigent social problems and a lifelong ethic of service to finding solutions. Williams points out that National Service is an arrangement through which everyone, rich or poor, serves on equal terms. Nobody gains, nobody loses.

Anthropologist Margaret Mead also endorsed the ideal of National Service. For Mead, it would be a way of liberating individuals from the restrictions of their class backgrounds, mixing all together for a period of time on common tasks. Mead considered this an especially valuable opportunity for young women of working class backgrounds who are otherwise prematurely confined to limited roles, including

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early childbearing, with little opportunity for wider choices during their passage into adult lives.

Conservative thinker William F. Buckley, Jr. strongly endorsed universal National Service in his 1990 book, *Gratitude: Reflections On What We Owe To Our Country*. Buckley argues that tangible acts of community service by generation would enable young people to acknowledge the debt they owe to earlier generations which built the commonwealth they enjoy. For Buckley, National Service is our duty to our patrimony.

Paul Tsongas, who served in the Peace Corps before entering the U.S. Senate, has observed that Americans are entering an era of supreme challenges to our national eminence in the world. Meeting these challenges in a world economy, Tsongas argues, will require a greater sense of common purpose than Americans have shared in recent decades. Tsongas believes that National Service can be the training grounds for meeting these challenges, E Pluribus Unum.

However the case for National Service has been argued, from James into the 1990s, always there is a duality of terms: a rite of passage for young people into civic values and the undertaking of great tasks related to national purpose.

II. The First Experiments

The first national experiment to translate the Jamesian ideal into an operational program incubated with a college undergraduate. It is said that Franklin Delano Roosevelt, a student at Harvard while William James was on the faculty, became interested in the concept

of a "moral equivalent of war." Whether this is history or myth, we do not know for certain. We do know that as governor of New York, Roosevelt recruited 10,000 men from the state's unemployment lists into reforestation projects with impressive results.

Later, accepting the presidential nomination at the 1932 Democratic Convention, Roosevelt proposed ". . . a wide plan for the converting of many million of acres of marginal and unused land into timberland through reforestation, for the purpose of giving employment to a large number of men."

In March of 1933, as President, Roosevelt submitted his Civilian Conservation Corps plan to Congress with these words: ". . . more important than the material gains will be the moral and spiritual value of such work."

The CCC unfolded in three legislative stages between 1933 and 1942. It began with the Emergency Conservation Act of 1933, providing for enrollment of 250,000 young men between the ages of 18-25. They could be supplemented by 32,250 local men over the age of 25, 25,000 war veterans, and 3,000 Native Americans. Corpsmembers were selected by state directors of the Department of Labor, trained by the Army in units of 200, placed in residential camps and supervised in crews by the Departments of Interior and Agriculture. Initially, enrollment was restricted to young men from families on relief. From wages of \$30 a month, \$22 were to be sent home to families. Placement was limited to home states. With the rapid growth of the program, both restrictions were soon abandoned.

The CCC became an independent government agency in 1937, opened to young men outside families on relief and augmented with

educational and vocational training. With war on the horizon, military training was added in 1939. Congress terminated the CCC in 1942 in favor of a military draft. James must have rolled over in his grave.

The Civilian Conservation Corps has become a genuine American legend. Four million corpsmembers served between 1933 and 1942, with a peak of 500,000 in 1937. Terms were 6, 12, or 18 months. Contrary to popular image, the CCC was not entirely white. In 1937, nine percent of corpsmembers were Afro-Americans. They served in segregated units. The total cost to taxpayers of the CCC was \$2.8 billion. Amazingly, the program was once four percent of the federal budget. It was a hugely popular program. A 1936 poll reported 82% of Americans in support of the CCC, 92% of Democrats, 67% of Republicans.

Today, we look back on the CCC as an almost effortless success, but it was not without problems. One highly publicized scandal in Lexington, Indiana involved prosecution of a camp director for including liquor and prostitutes among camp provisions for corpsmembers. There were some riots. In Virginia a group of new recruits rebelled when an unexpected snowstorm descended upon their unheated barracks. Investigators looking into a Yellowstone camp riot reported, "The only thing we could get out of those boys was they just could not stand the quiet nights and the coyotes howling." Many reports on camp troubles fingered "the mixing of city and country boys."

But the achievements of the CCC were truly monumental. Corpsmembers reforested two million acres of land. Four million acres of farm land received erosion prevention measures. A total of 3,470 fire towers were constructed; 114,000 roads and truck trails; 37,000 vehicle bridges; 7,000 foot and horse bridges. The eventual value of reforestation alone exceeded the cost of the entire program.

What You Can Do For Your Country

After World War II and the G.I. Bill, deep into the Cold War, the national service ideal resurfaced with the Presidency of John F. Kennedy, who summoned citizens to "Ask not what your country can do for you, but what you can do for your country." Kennedy began with the 1961 Peace Corps Act, sending young Americans into volunteer service for developing nations of Africa, Asia, and Latin America. The Peace Corps has always been a relatively small program, peaking with 15,000 volunteers in 1967, more generally with about 6,000 in service overseas annually. The remarkable thing about the Peace Corps, as a federally-administered National Service program, is its longevity, the scope of its bipartisan support, and the distinction of achievements. Over 30 years, some 150,000 Americans have served in the Peace Corps, mostly young people.

Beyond the Peace Corps, Kennedy appointed a cabinet-level group to look into the possibilities for a domestic national service. In 1963, this effort resulted in a *Bill to Strengthen Community Service Programs in the U.S.* Several Kennedy cabinet members, including Defense Secretary Robert MacNamara and Labor Secretary Willard

Wirtz, advocated a large-scale domestic National Service, but the legislation opted for a small "domestic Peace Corps" of 5,000. With Kennedy facing strong partisan opposition, the turmoil of the civil rights revolution, and then the President's assassination, the bill never made it out of committee.

As part of president Lyndon Baines Johnson's "War on Poverty", the *Economic Opportunity Act of 1964* created VISTA, a National Teacher Corps, a Neighborhood Youth Corps, and the Job Corps. Never large-scale, these programs gradually decayed with the country's preoccupation with the Civil Rights Revolution and Vietnam. It should be noted that many thousands of young people served outside government as volunteers in the civil rights struggle.

The Period of Advocacy

The national service idea survived for 20 years though scattered legislative and advocacy efforts. Bills were introduced in 1969 (Hatfield), 1970 (Bingham), 1979 (McCloskey, Cavanaugh), 1984 (Moynihan), 1985 (Dodd), 1989 (Bumper, Dodd, Graham, Kennedy, Mikulski, Nunn, Pell). Only the American Conservation Corps Act of 1984 passed Congress. It was pocket vetoed by President Reagan.

Two federal national youth service experiments did flourish briefly during these years. In 1970, Congress legislated a Youth Conservation Corps (YCC) as an eight-weeks summer employment program. After three pilot years it expanded into a larger program of environmental work by 34,000 young people ages 15-18 at an annual cost of \$60 million. Diverse groups of teenagers served in

U.S. Forest, Park, Fish and Wildlife services. YCC was folded into the Comprehensive Employment and Training Act (CETA) of 1974. By most reports, YCC was popular among its participants and did valuable work.

In 1978, a Young Adult Conservation Corps (YACC) became part of CETA, enrolling 25,000 unemployed 16-23 year olds. YACC created small state-operated conservation corps. One of these programs, the California Conservation Corps, shaped by Governor Jerry Brown and a tough Vietnam Marine veteran named B. T. Collins, was later to become the seminal model for a new group of non-federal corps.

YACC was eliminated in 1982 by the Reagan-era Job Training Partnership Act (JTPA), which contained no provision for national conservation corps service. YCC survives today only in remnant form with roughly 2,000 enrolled.

The late 60's and 1970's were essentially advocacy periods for large-scale national service. The 1969, 1970, and 1979 bills were influenced by the dogged advocacy of Donald Eberly, who organized conferences and wrote position papers on the subject. In 1979, an independent Committee for the Study of National Service was sponsored by the Potomac Institute, funded primarily by the Ford Foundation, and led by Senator Harris Wofford, then president of Bryn Mawr College. This group generated national attention with a report entitled *Youth and the Needs of the Nation*, which offered guidelines for a large-scale system of voluntary National Service.

During all these years from the James essay through the Potomac Institute Report, another youth service tradition, outside government and less visible nationally, was taking shape. It was to

profoundly alter the context of the national service ideal and debate in the late 1980's.

III. The Youth Service Movement

Since the formation of the United States, two great institutions of citizen participation have thrived,. One is government at the federal, state and local levels. The other, equally vital to American democracy, has come to be called the voluntary sector or the independent sector. It is far more extensive, open-ended, and innovative than government.

9 In 1931-32, a French nobleman wandered across America to witness new forms of democracy in action. Alexis de Toqueville later reported his observations in a classic book, *Democracy in America*. Toqueville wrote:

Americans of all ages, all stations of life, and all types of disposition are forever forming associations. There are not only commercial and industrial associations in which all take part, but others of a thousand different types -- religious, moral, serious, futile, very general, and very limited, immeasurably large and very minute. . . . In every case, at the head of any new undertaking, where in France you would find the government or in England some territorial magnate, in the United States you are sure to find an association.

Needs statement

Youth service programs have flourished in America's independent sector for over 100 years. Many Quaker and Catholic schools have pioneered youth service programs, legislated by their mission statements and charters. To a lesser extent, youth service programs also emerged in public schools, often through the leadership of a single inspired teacher or a group of active students.

Collegiate youth service programs are another part of national tradition, from Phillips Brooks House and Dwight Hall at Harvard and Yale to Stanford's Center for Public Service. The Center for Social Concerns at the University of Notre Dame, patiently built over 30 years by President Theodore Hesburgh, has for many years involved a majority of Notre Dame students in community and national service projects.

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[Hundreds of additional local programs and projects have flourished through the Boy Scouts, Girl Scouts, YMCA, churches, and community based organizations. There is the Mormon Mission and Jesuit Volunteer Corps. There have been Teachers for East Africa and The Teachers, Inc. Societies at historically black colleges have a distinguished record of community service.

Out of this largely unreported tradition, and from the remnants of federal programs such as YACC, a shift in the national service paradigm began to emerge in the 1980's. National Service advocates who had given up on the concept of a federally-funded and federally-driven program began formulating a new strategy. By building upon local, mostly nongovernmental programming models, they hoped to create a system of national youth service from the bottom up.

expand

Several national leadership organizations were organized to undertake the task.

The Youth Corps Stream

Remnants of the YACC programming survived in California, Ohio, Wisconsin, Minnesota, Pennsylvania, Washington and several other states, most led by citizen councils and funded by state legislatures unwilling to abandon these programs. The California Conservation Corps, created in 1976, grew into a vigorous state agency in the early 1980's under a Republican governor. Sponsored by the Human Environment Center, these programs banded together in a National Association of Service and Conservation Corps. Its initial mission was to devise survival and expansion strategies. In 1983-84, urban conservation corps models were formed in New York City, San Francisco, and East Bay, later proliferating in other cities. The much publicized City Year program in Boston ("in the spirit of an urban Peace Corps") emerged from these models. A set of national corps replication projects fueled by major foundation support also took shape: the Youth Volunteer Corps of America, the Urban Corps Expansion Project, and YouthBuild U.S.A. Most of these programs were led by highly entrepreneurial independent sector leaders, including Robert Burkhardt, Joanna Lennon, Alan Khazei, Michael Brown, Dorothy Stoneman, and David Battey. Today the NASCC national program network numbers more than 75. This network in turn inspired Title C of the federal *National and Community Service Act of 1990*.

The Collegiate Stream

At the collegiate level, two national non-profits, Campus Compact and Campus Outreach Opportunity League (COOL), led a systematic expansion of local youth service programming. Compact is an association of college and university presidents committed to creating or upgrading quality student service operations on their respective campuses and to policy advocacy for national youth service. (Led by Howard Swearer, Susan Stroud, and Frank Newman, Compact enlisted more than 200 presidents in its mission and has fostered a new layer of state Campus Compacts. COOL is a youth-led nonprofit that mobilizes student service initiatives. Together, Compact and COOL have engaged over 800 campuses and hundreds of thousands of students. These efforts generated title B of the 1990 Act.

The School Stream

The high school and junior high stream of youth service programming over the last decade is a more muddled picture, in part because the field is so vast. In their 1985 book *National Service*, Richard Danzig and Peter Szanton suggest that the country's high schools possess the greatest potential for making national youth service universal. According to surveys, a majority of private religious and independent secondary schools operate organized community service programs, some compulsory, some of high quality. During recent years, more and more public schools have also launched programs. The Atlanta and Detroit school systems, and one

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state, Maryland, have made community service a graduation requirement.

The national clarion call for service programs as an integral dimension of secondary education came in the form of a chapter in Ernest Boyer's influential 1982 book, *High School*. Boyer proposed a new "Carnegie Unit" for each school, a credit-bearing service experience within the formal curriculum. No national nonprofit such as NASCC or Campus Compact emerged to lead a campaign for school-based service, but several state and regional organizations became influential players. The Los Angeles based Constitutional Rights Foundation, with Ford Foundation support, created programs in that city's Unified School District and disseminated guidebooks nationally. The Thomas Jefferson Forum organized programs first in the Boston area and then throughout the state. The National Youth Leadership Council seeded programs throughout its home state of Minnesota and began conducting teacher-training workshops nationally. With the leadership of Jim Kielsmeier, NYLC has also brought substantial momentum to efforts to develop a service-learning strategy to penetrate the school curriculum nationwide. PennServe and SerVermont works on the schools of their respective states.

A full-time summer service corps for high school students piloted in Kansas City has evolved into a national replication project called the Youth Volunteer Corps of America, with programs in a dozen sites.

These efforts have been in the spirit admired by Toqueville, and through the school-linked programs hundreds of thousands of students have made the rite of passage into the ethic of service.

Unifying the Streams

In 1985-86, another nonprofit organization, Youth Service America, began to develop strategies and projects designed to draw the separate youth service streams together into a unified field. YSA convened the field's leaders through a series of workshops and conferences to generate broader program and policy development goals for the field as a whole.

In 1988, YSA organized a coalition of the field's leading organizations, called the Working Group on Youth Service Policy, to define and coordinate national policy goals. Through monthly meetings, the Working Group helped persuade the Bush Administration to establish a White House Office of National Service, and helped shape the *National and Community Service Act of 1990*, which created a federal partnership for the field rooted in the new paradigm.

Since 1988 YSA has coordinated an annual National Youth Service Day to bring visibility to the growing national program network. In 1992, 2,500 programs, 500 mayors, and a quarter million young people participated in NYSD. YSA developed a Youth Service Leadership Institute to identify and train young leaders for broader roles in building the field, helping launch a powerful movement within the movement. YSA also publishes newsletters and issue

papers, conducts strategic planning sessions, and provides general assistance to all parts of the field.

Private foundations have played a crucial funding role for the nongovernmental national youth service movement that has taken shape over the last decade. The initial source was the Ford Foundation, whose president, Franklin Thomas, outlined a framework for a decentralized National Service in a 1984 speech. Ford, joined by the Charles Stuart Mott Foundation, funded the initial efforts of Youth Service America, the Constitutional Rights Foundation, the National Association and Service and Conservation Corps, Campus Compact, and the Campus Outreach Opportunity League. The W. K. Kellogg and DeWitt Wallace-Reader's Digest Fund have since emerged as major funders for the field. Other foundations have played spot funding roles. Funding for local programs has been diversified, with some state and federal funds as well as corporate funds flowing to the full-time corps. The "new paradigm" shape of the field would not have been possible without the twin ingredients of entrepreneurial leadership and responsive foundations.

A Federal Partnership

In the late 1980's, federal initiatives brought new force to the national youth service movement. After George Bush's election to the presidency in 1988, a White House Office of National Service was organized during the transition period. This led to substantial "bully pulpit" support for youth service and citizen volunteerism in general during President Bush's first term. The Office of National Service oversaw formation of an independent Points of Light

Action

Foundation in 1990, essentially an advertising effort for National Service.

In 1989, several national service bills were introduced in the Senate. One of these bills, S. 3, based on policy concepts developed within the Democratic Leadership Council, was introduced by Senator Sam Nunn. Nunn's *Citizenship and National Service Act of 1989* received massive publicity through the press and major television networks. It boldly linked federal loan and scholarship support for higher education to a quid pro quo of military or nonmilitary National Service. S.3 attracted a firestorm of opposition from civil rights and higher education groups, which viewed the bill as undermining equal educational opportunity for needy students, particularly those from minority populations. None of the 1989 bills had any prospect of passage.

At this point in 1989, the grass roots youth service movement and Congressional legislative draftsmanship finally began to interact in a powerful way. The story revolves around the leadership of Senator Edward Kennedy, a man who had been strangely indifferent to national youth service for two decades, given his family's heritage of eloquent language and active leadership on the subject.

Senator Kennedy was stirred by a huge 25th anniversary celebration by Peace Corps alumni in 1986 when he met with several hundred of the first Peace Corps Volunteers to go overseas in 1961 and reminisced about his brother's hopes for the Peace Corps. He was also deeply impressed by the spirit and achievements of the City Year service corps in Boston. As Chairman of the powerful

Senate Committee on Labor and Human Resources, Kennedy vacuumed all of the Senate National Service bills into the committee and, in consultation with leaders of the independent youth service movement, hammered them into a single, new, omnibus piece of legislation, the *National and Community Service Act of 1990*.

The Act reflected the "new paradigm" of a decentralized system of diverse programs at local and state levels. It would provide grants on a competitive basis for state plans to leverage programming and policy developments for schools (Subtitle B1), colleges and universities (Subtitle B2), youth service corps (Subtitle C), and a handful of National Service demonstrations (Subtitle D). This part of the legislative draftsmanship was relatively easy. Other parts were more challenging.

The Bush Administration was primarily interested in its own plan for a Points of Light Foundation. The White House was not friendly to youth service corps, citing "the absurdity of paid volunteerism." But after prolonged negotiations, President Bush agreed to the Kennedy titles in the legislation, including stipended youth corps, in exchange for Kennedy support for a healthy cut of federal funds designated for the newly-formed Points of Light Foundation. A crucial ally in the negotiations with the White House and Republican Senators was Senator Orrin Hatch, a Utah Mormon with a feel for the benefits of youth service rooted in the Mormon Mission program.

Another missing piece of draftsmanship was the administrative vehicle for the Act. How could state grants be administered to be responsive to the diverse network of local programs and their entrepreneurial leadership? The youth service movement recoiled

from the prospect of dealing with the large federal bureaucracies, such as the Departments of Education or Labor, or the weak ACTION agency which had presided over the decay of VISTA and other youth service programs. The Senate was unwilling to contemplate an administering entity outside the federal government. The compromise agreement was a lean National Commission, nominated by the President and confirmed by the Senate. With this final piece in place, the legislation passed the Senate by a strong bipartisan majority, 79 to 19.

After much coaxing, the House created a parallel bill and reached agreement in conference with the Senate. President Bush signed the legislation into law and, after a delay of almost a year, nominated the Commission Members, who were quickly confirmed by the Senate. Former Congressman Pete McCloskey was ^{elect-d} named Chairman. Now the youth service movement had a federal partnership. \$287 million were appropriate for the Commission over three years. The first year of funding was lost in the delay over appointing Commission Members, but in June of 1992, the Commission made a first round of 154 grants totalling \$63 million.

Fault Lines

A "big tent" approach of the youth service movement, incorporating multiple programming streams and models, has been a substantial success story in its formative stages. Thinly submerged constituency and policy differences complicate the next stages of the field's growth.

The first of these basic policy issues reaches back to James's "conscription of the whole youthful population." Should National Service be compulsory or voluntary? Universal service is usually thought of in terms of federal conscription, although it would be possible for states to impose a service requirement, as the states collectively require formal education. Federal or state national service conscription seems highly unlikely in the foreseeable future. The numbers generated by universal conscription would pose large problems of effective implementation and enforcement, not to mention taxpayer cost. It is also a politically divisive issue.

The issue of compulsion is currently playing itself out in the high school stream of community service programming. A number of secondary schools, mostly private schools but also a few public schools, operate compulsory service programs of high quality that are popular with students and parents. Compulsion on a much broader scale is another matter. The State of Maryland imposed a statewide service requirement for high school graduation in 1992. In Pennsylvania, a service requirement in the Bethlehem School District is being challenged in court. It remains to be seen how large-scale secondary school service requirements turn out on an experiential level. Will the large numbers of young people involved have experiences and provide community services of sufficient quality to sustain the requirement? Compulsory service at this time remains a hot issue in the field.

Another core policy issue arises in the programming stream of full-time youth service corps. Are corps essentially citizenship service programs or essentially employment programs for out-of-

work youth? In practice, some of the roughly 75 local and state corps currently in operation recruit unemployed, "at risk" youth for job training while others emphasize "melting pot" recruitment and community service goals. Individual youth corps tends to reflect the priorities of its management or its funders. As federal funding flows to the corps, legislative and bureaucratic aims will have a large impact upon the balance in the corps field between employment and citizenship objectives.

Another basic policy issue is the participant composition of youth corps. Should all (or most) youth corps be universal in participation, mixing young people of diverse ethnic and socioeconomic backgrounds, as suggested by the National Service ideal described by Eddie Williams and Margaret Mead? Or should youth corps be targeted for "those most in need," usually meaning "at risk" minority youth, as encouraged by some foundations and government agencies? In practice, the existing 75 corps cover the spectrum. The privately operated City Year in Boston deliberately encompasses a rich mix of corpsmembers, from prep school graduates to inner-city dropouts. The New York City Volunteer Corps, publicly funded and privately operated, was originally intended by founder Ed Koch to be a National Service demonstration program of melting pot diversity, but has "tipped" into a program dominantly of poor minorities. CVC still includes wide ethnic diversity among its corpsmembers (Haitians, Hispanics, Afro-Americans, Asians). The state-operated Pennsylvania Conservation Corps has evolved as a program dominantly of rural, poor white youth. Some minority groups, such as Native Americans, are seeking

to create service corps within their own ethnic communities.

YouthBuild USA describes itself as a national replication project for "communities of color."

Viewed as a whole, the national patchwork of youth corps is encompassing highly diverse youth subpopulations, even though some individual corps are essentially segregated. This violates the abstract national service ideal, but planned variation may be the pragmatic path towards a gradually evolving universal rite of passage which draws diverse young people into service together. Aside from the policy debate, it is worth remembering that some young people, as individuals, possess the self confidence and motivation to benefit from serving side-by-side with diverse peers. Others at this point in their lives feels more secure in less diverse settings.

Another fundamental policy issue, perhaps an ideological divide, is whether National Service should be conceived as a volunteerism model or a programmatic model. One side characterizes ad hoc volunteerism as a nobless oblige approach of the well off helping the poor. A *New Yorker* cartoon shows one socialite saying to another in a swanky club, "I remember when only nice people did community service." Youth corps are intended to empower young people, especially poor young people, through giving them active and positive roles in their communitiers. On the other side, "paid volunteerism" has been described as an oxymoron and youth corps as too expensive. The Bush Administration, caught on the horns of this dilemma, initially opposed the National and Community Service Act, but after funds were made available for the Points of Light

Foundation, went on to nominate a strong National Commission to administer an Act which provides grants to support some stipended youth corps.

As a purely practical matter, young people who are not materially well off are not going to be able to serve in service corps full-time without stipends. The school and collegiate programs generally avoid the paid volunteerism dispute but are subject to criticism for being too ad hoc. Effective youth service programming, including part-time volunteer programs, requires measures of training, supervision, coordination, planning and evaluation to reach reasonable standards of quality. All this requires structure and staffing continuity which in turn require a reasonable budget.

Still another fundamental policy issue, especially as the field grows in visibility and scope, is ownership of the expanding program network. With increased government funding, will national youth service become in actuality or in public perception another "big government" program, like FDR's Civilian Conservation Corps? Or will the field remain an independent sector network rooted in diverse local programs consistent with its evolution over the last decade? The contemporary program network has been extraordinarily entrepreneurial to this point, in the American tradition admired by Toqueville. But even the relatively modest *National and Community Service Act*, which has so far reinforced the nongovernmental program network, has created new, alternative governmental or shadow government structures in the National Commission, Points of Light Foundation, and state lead agencies. This seems to be less a partisan issue than a habit of thinking

within the federal government. Despite a history of short-lived federal youth service programs, proposals for federally-administered national service programs are under discussion in Congress which would dwarf current independent sector programming. Neither political party has taken the independent sector ownership of the youth service field as seriously as merited. Yet the direction of the field's growth and its image with the American public are likely to determine the field's longer-term viability.

Into the Future

Standing back to look at the history of the youth service field, including the "new paradigm" created by the grass roots movement of the last decade, it is clear that a new threshold has been reached. The intellectual ideal of National Service, government legislative initiatives, and the entrepreneurial efforts of independent sector organizations have come into alignment as points of a triangle. The ideal pulls still modest levels of youth participation towards more inclusive, more ambitious aims. The entrepreneurial ventures are inventing a rich diversity of program models and policy frameworks closer to local communities, the idealism of young people, and hands-on leadership. Federal and state government involvement are bringing new status, visibility, scope and precious funds to the field.

We cannot know what the next chapter of the history of national youth service will bring. We do know some fundamental questions that must be answered. How can a system of national youth service be incorporated into American political culture in such a way that it

will endure as a new rite of passage? How can such a system be funded? And who will manage and own the system?

If these questions can be answered, William James may turn out to have been prophetic in writing, "It is only a question of blowing on the spark till the whole population gets incandescent."

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Commission on National and Community Service

529 14th Street, NW, Suite 452 • Washington, DC • 20045 • (202) 724-0600 • Fax (202) 724-0608

October 1992

Quest for service ethic gets a bipartisan sendoff



CNCS Chair McCloskey announces grants

With McCloskey are members of the Pennsylvania Conservation Corps (wearing caps) and the District of Columbia's D.C. Service Corps. Both youth corps will expand with CNCS grants.

"We have one of the great, awesome tasks of America," Pete McCloskey told a National Press Club audience of journalists, House and Senate members, White House officials and representatives of various youth service organizations.

"We're recharged by the Congress with stimulating and renewing the ethic of civic responsibility in the nation and generating volunteer service for all of those problems which we have tried in the past with government to solve."

McCloskey, chairperson of the bipartisan Commission on National and Community Service, was joined by dignitaries including U.S. Senators Edward Kennedy and Sam Nunn, U.S. Rep. Jim Leach, and White House Office of National Service Director Gregg Petersmeyer as the Commission announced approval of 153 grants totaling \$63 million to stimulate innovative ways to weave service into the fabric of American life.

The mostly one-year grants ranging from approximately \$7,000 to \$3.5 million will test new and expanded com-

See Sendoff Page 2

Aid for LA and Miami corps

The Commission has committed at least \$1.5 million to spark the rebuilding of spirit as well as infrastructure in riot-torn Los Angeles and hurricane-devastated Miami areas. The Los Angeles Conservation Corps will use a \$1 million grant to develop and expand service and learning opportunities for youth. In Florida, the Greater Miami Service Corps will use a \$125,000 grant to establish a satellite location in the Homestead/Florida City communities extensively leveled by Hurricane Andrew.

In addition, the Commission may provide up to \$500,000 over two years for a collaborative effort to put more Los Angeles youth of all ages on the front lines of the healing process.

"The Commission believes that conditions in Los Angeles and the Miami area offer a unique opportunity to demonstrate the critical role that service can play

in bringing individuals, organizations, and institutions together to address important needs and to build a strong sense of community," said Executive Director Catherine Milton. "The Commission believes that meaningful community service can provide a common ground for youth of all backgrounds to work side-by-side in a common effort to help rebuild communities while at the same time building relationships with one another."

The Los Angeles grant will enable the LACC to add 80 new recruits, and also open two satellite offices in riot-torn areas; expand service activities to assist in the rebuilding effort; train staff and participants to offer a wider range of services to the community; incorporate a civic education component that enables youth to learn how they can access the system to

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FACTORS USED IN ALLOCATING COMMUNITY SERVICES ACT FORMULA FUNDS

17-Oct-91

FILE: COMSERV

	POPULATION 5 - 17 (1989 ESTIMATE)	PERCENT OF TOTAL	1991 TITLE I BASIC LEA GRANT ALLOCATION (PREVIOUS YEAR)	PERCENT OF TOTAL	COMBINED PERCENTAGES
U.S. TOTAL	46,200,347	100%	\$4,952,386,091	100%	100.0%
ALABAMA	810,000	1.8%	\$105,508,413	2.1%	1.9%
ALASKA	110,000	0.2%	\$8,580,862	0.2%	0.2%
ARIZONA	670,000	1.5%	\$51,626,024	1.0%	1.2%
ARKANSAS	477,000	1.0%	\$58,926,276	1.2%	1.1%
CALIFORNIA	5,223,000	11.3%	\$448,831,204	9.1%	10.2%
COLORADO	603,000	1.3%	\$41,040,906	0.8%	1.1%
CONNECTICUT	532,000	1.2%	\$54,075,120	1.1%	1.1%
DELAWARE	120,000	0.3%	\$14,420,466	0.3%	0.3%
D.C.	92,000	0.2%	\$22,393,710	0.5%	0.3%
FLORIDA	1,984,000	4.3%	\$208,048,463	4.2%	4.2%
GEORGIA	1,283,000	2.8%	\$142,186,547	2.9%	2.8%
HAWAII	198,000	0.4%	\$14,091,183	0.3%	0.4%
IDAHO	224,000	0.5%	\$14,990,701	0.3%	0.4%
ILLINOIS	2,116,000	4.6%	\$243,217,301	4.9%	4.7%
INDIANA	1,065,000	2.3%	\$81,241,509	1.6%	2.0%
IOWA	520,000	1.1%	\$41,846,819	0.8%	1.0%
KANSAS	467,000	1.0%	\$33,794,445	0.7%	0.8%
KENTUCKY	716,000	1.5%	\$88,609,873	1.8%	1.7%
LOUISIANA	910,000	2.0%	\$118,024,078	2.4%	2.2%
MAINE	221,000	0.5%	\$25,639,319	0.5%	0.5%
MARYLAND	804,000	1.7%	\$84,641,344	1.7%	1.7%
MASSACHUSETTS	923,000	2.0%	\$116,500,331	2.4%	2.2%
MICHIGAN	1,760,000	3.8%	\$196,374,958	4.0%	3.9%
MINNESOTA	801,000	1.7%	\$58,746,707	1.2%	1.5%
MISSISSIPPI	566,000	1.2%	\$95,315,726	1.9%	1.6%
MISSOURI	936,000	2.0%	\$85,106,300	1.7%	1.9%
MONTANA	159,000	0.3%	\$13,482,103	0.3%	0.3%
NEBRASKA	304,000	0.7%	\$23,137,171	0.5%	0.6%
NEVADA	192,000	0.4%	\$11,687,233	0.2%	0.3%
NEW HAMPSHIRE	195,000	0.4%	\$12,596,207	0.3%	0.3%
NEW JERSEY	1,287,000	2.8%	\$164,484,937	3.3%	3.1%
NEW MEXICO	320,000	0.7%	\$34,837,818	0.7%	0.7%
NEW YORK	3,043,000	6.6%	\$540,086,670	10.9%	8.7%
NORTH CAROLINA	1,179,000	2.6%	\$121,519,512	2.5%	2.5%
NORTH DAKOTA	131,000	0.3%	\$12,380,965	0.2%	0.3%
OHIO	2,034,000	4.4%	\$185,124,779	3.7%	4.1%
OKLAHOMA	619,000	1.3%	\$49,072,959	1.0%	1.2%
OREGON	502,000	1.1%	\$42,322,065	0.9%	1.0%
PENNSYLVANIA	2,038,000	4.4%	\$255,279,144	5.2%	4.8%
RHODE ISLAND	162,000	0.4%	\$19,047,361	0.4%	0.4%
SOUTH CAROLINA	688,000	1.5%	\$76,994,460	1.6%	1.5%
SOUTH DAKOTA	141,000	0.3%	\$15,347,960	0.3%	0.3%
TENNESSEE	914,000	2.0%	\$104,211,440	2.1%	2.0%

FACTORS USED IN ALLOCATING COMMUNITY SERVICES ACT FORMULA FUNDS

17-Oct-91

FILE: COMSERV

	POPULATION 5 - 17 (1989 ESTIMATE)	PERCENT OF TOTAL	1991 TITLE I BASIC LEA GRANT ALLOCATION (PREVIOUS YEAR)	PERCENT OF TOTAL	COMBINED PERCENTAGES
TEXAS	3,472,000	7.5%	\$312,437,818	6.3%	6.9%
UTAH	457,000	1.0%	\$18,015,569	0.4%	0.7%
VERMONT	101,000	0.2%	\$11,840,358	0.2%	0.2%
VIRGINIA	1,040,000	2.3%	\$103,496,629	2.1%	2.2%
WASHINGTON	859,000	1.9%	\$55,333,395	1.1%	1.5%
WEST VIRGINIA	353,000	0.8%	\$41,435,987	0.8%	0.8%
WISCONSIN	899,000	1.9%	\$76,048,747	1.5%	1.7%
WYOMING	100,000	0.2%	\$6,347,103	0.1%	0.2%
PUERTO RICO	880,347	1.9%	\$192,039,116	3.9%	2.9%

NARRATIVE SUPPLEMENT TO THE APPLICATION MATERIALS

A SUMMARY OF THE TALKS AT THE TECHNICAL ASSISTANCE MEETINGS

INTRODUCTION

This packet has been prepared to help applicants better understand the grants process and the programs under which the Commission is making grants. The following descriptions are a synthesis of the materials covered at the Commission's Technical Assistance Meetings, held in Washington, Dallas, and San Francisco at the end of January.

Most of the questions an applicant might have are answered either in this description or in the application materials themselves; nonetheless, the Commission understands that each situation is different and that new questions will arise. The Commission welcomes the opportunity to go over any areas about which an applicant might have further questions. However, Commission staff are few, so we urge the applicant to review this packet, the application materials, and the regulations covering the grants process (45 CFR Chapter XXV) before calling or writing to us.

OPENING MESSAGE FROM THE EXECUTIVE DIRECTOR

Our country is in a serious situation, and the talents of all of our citizens are needed. If we aren't part of the solution we are part of the problem.

Fortunately, we have a historic opportunity to try new approaches. The National and Community Service Act represents a chance for all of us to be creative and to support those great people in the country who are weaving community service into the fabric of their lives. This is our chance to do it on a national scale.

We are here to help those of you on the front line make that vision a reality.

The Commission is committed to doing the best job it can in making sure that we aid quality programs and that the funds distributed will have the largest impact. I know that many of you have had a lot of experience with Federal grants, and we will welcome your suggestions on how we can do a better job. This is our *first year* and if, after going through the process, you have ideas on how we can improve, please do not hesitate to let us know. We will listen.

PURPOSES AND GOALS OF THE NATIONAL AND COMMUNITY SERVICE ACT

1. Renew the ethic of civic responsibility in the United States
2. Encourage citizens, regardless of age, income, or ability, to engage in full-time or part-time service to the nation
3. Involve youth in programs that will benefit the nation and improve their own lives
4. Enable young adults to make a sustained commitment to service by removing barriers created by high education costs, loan indebtedness, and the cost of housing
5. Build on the network of existing Federal, State, and local programs and agencies to expand full-time and part-time service opportunities for all citizens, particularly youth and older Americans
6. *Involve participants in activities that would not otherwise be performed by paid workers*
7. Generate additional volunteer service hours to help meet human, educational, environmental, and public safety needs, particularly those relating to poverty
8. Encourage institutions to volunteer their resources and energies and encourage service among their members, employees, and affiliates
9. Identify successful and promising community service initiatives and disseminate information about them
10. Discover and encourage new leaders, especially youth leaders, and develop individuals and institutions that demonstrate that a successful life includes serving others.

STRATEGIES

To reach these goals, the Commission has embarked on three major strategies:

Establish Models

Find and support on-going successful new promising programs and provide a framework for the dissemination of good ideas on service programs.

Support People and Build Infrastructure

Recognize and support the talented people on the front line, whether they are teachers in the classroom, coordinators of State wide efforts, senior citizen volunteers, youth corps directors, or student leaders of college programs.

Build Coalitions

Forge links among States, grass-roots organizations, local governmental agencies, and Federal agencies. Connect with those interested in education reform and youth development.

PROGRAM OVERVIEW

This year \$73 million is available to the Commission. All but \$5.5 million is allocated by law to make grants under and evaluate our four major programs. The remaining \$5.5 million may be used for the five small demonstration programs authorized under Subtitle E, and for activities such as training, technical assistance, and clearinghouses. Subtitle E is not discussed in this information packet and the applications may not be used to apply for Subtitle E funds. The Commission will announce information about that subtitle later in the year.

The four major programs were designed by Congress to create a continuum of service both by age – involving everyone from kindergartners to senior citizens – and by time commitment – from a few hours a week to full time for a year or more.

There will be 5 types of applications – one for States, one for Indian Tribes, one for applicants (other than States) for the higher education program, and 2 for local applicants (in States that do not apply for these funds) for the Serve-America and Conservation and Youth Service Corps programs. Because integrated, comprehensive service strategies will best lead to a coordinated approach to service, the Commission is focusing on States as the major organizer and distributor of funds. Thus for most programs, States will be awarded the lion's share of

funding. States will then redistribute these funds to local programs on a competitive basis according to criteria set forth by the Commission. This distribution plan is more fully developed through an introduction to the four programs, which are:

Serve-America

This program provides \$16.9 million for school- or community-sponsored programs to involve school-age youth in service or to bring adult volunteers into schools. States must have notified the Commission by February 3, 1992, if they intend to apply for this program. If a State receives a grant, it will be required to use 85 percent of funds to make grants to local applicants within the State. The remaining 15 percent will be used for administration and planning at the State level. If a State does not apply, eligible local applicants – which generally will be partnerships of local educational agencies and nonprofit community organizations – may apply directly to the Commission for funding. Indian Tribes, which by statute are defined as those Native American groups officially recognized by the U.S. Government, may apply for these funds directly from the Commission and have no notification requirement. Other Native American groups may apply to the State in which they are located as local applicants. Officially designated Indian Tribes that do not wish to apply directly to the Commission may apply as local applicants to the State(s) in which they are located.

Higher Education Innovative Projects for Community Service

This program provides \$5.6 million for campus-based student community service projects or teacher training in service-learning methods. Institutions of higher education, consortia of these institutions, and consortia of higher ed institutions and public or private nonprofit organizations may apply. States, Indian Tribes, and other groups may apply for these funds only in consortium with institutions of higher education. The lead applicant need not be the institution of higher education. There is no requirement that applicants notify the Commission about their intention to apply.

American Conservation and Youth Service Corps Programs.

This program provides \$22.5 million to create or expand year-round or summer youth corps, through which teenagers and young adults serve and receive job and skill training, living allowances, and scholarships. States must have notified the Commission by February 3, 1992, if they intend to apply for this program. Indian Tribes need not notify the Commission of their intention to apply. States (but not Indian Tribes) will be required to use a reasonable portion of funds to support at least one local program within the State. If a State does not apply for funds, then public or private nonprofit organizations within that State may apply directly to the Commission.

National and Community Service Program

This program provides \$22.5 million to test models of possible national service programs that engage people 17 and older in full-time or part-time service. They receive education or housing benefits when they fulfill their service commitments. These programs will be heavily evaluated. States and Indian Tribes may apply directly to the Commission. Local applicants are not eligible to apply for these funds but may be part of a State-sponsored project.

GENERAL INFORMATION FOR ALL PROGRAMS**The Four Essential Elements of Every Program**

No matter what the program, applicants should assure that their projects or programs focus on these four areas:

Quality

- a) **Program:** The program will offer valuable services in the communities where they are needed most, and where programs do not exist or where existing volunteer service programs are too limited to meet community needs. It will provide productive, meaningful, educational experiences for participants which incorporate service-learning methods and involve the participants in the design and operation of the program. It will involve individuals from diverse backgrounds (including economically disadvantaged youth), who will serve together and explore the root causes of community problems.
- b) **Leadership and Management:** The principal leaders of the program are well qualified for their responsibilities. The program has sound plans and processes for recruitment, training, supervision, participant support, evaluation, administration and other key activities.

Quality of programs will given the most weight in evaluating applications. The following elements will be given approximately equal weight.

Innovation

The programs will advance knowledge about how to do effective community service in a way that will be widely applicable beyond the original site.

Replicability

The program can be replicated and is designed in a way that permits transfer of valuable approaches to other programs.

Sustainability

The program enjoys strong, broad-based community support and shows evidence of financial resources available to continue the program once Commission funding has ended.

How the Commission Will Categorize Program Applications for Funding

Because our resources are limited, the Commission needs to invest strategically in programs that will best meet the objective of supporting a national service movement. Therefore, it expects to invest funds in programs that fall into one of these very general categories:

- **Leader programs** are well-developed and could be a resource to others and could be expanded into a large-scale model with a large grant. The four essential elements above will be in full evidence in such programs.
- **Capacity-building programs** are sound and established, and some might develop into leader programs.
- **Developmental programs** are just getting started, show promise, and could use a small "seed" grant to get established.

Grant Process Timetable

February 3, 1992: States must have notified the Commission of their intention to apply for funding under Serve-America or American Conservation and Youth Service Corps programs.

March 23, 1992: Applications are due to the Commission for all programs.

Exactly when grants will be awarded is not yet known, but the Commission hopes to distribute funds by June. Because this is the first funding cycle for the Commission, factors not yet foreseen may delay funding. The Commission will make every effort to prioritize grants by urgency so that, for instance, a summer youth corps program can receive funding in time for its program.

Length of Grants

This year, it is expected that the Commission will award grants for one year. State applications and proposals for the higher education program may include three-year plans; funding may be renewed if the grantee makes satisfactory progress and the Commission receives sufficient appropriated funds.

Matching Grants and Other Sources of Funding

Every program that the Commission funds must provide matching grants from non-Federal funds. Specific matching grant percentages are found in the applications under the appropriate section program section.

The Commission encourages applicants to explore other funding opportunities, both public and private. By securing a variety of funding sources, programs are more likely to continue if one source of funding is cut off. In addition, combining different sources of funding helps States and organizations to better leverage all of those funds.

Serve-America programs might look to parent-teacher organizations, school-business partnerships, funds for activities through State drug-free school dollars, and State general education or magnet school funding. Institutions of higher education might look to alumni groups. Conservation Corps could tap into job training funds. Local, regional, and national foundations provide funding for many types of programs.

Proposal Narrative

Because of the similarities in program design, the required narrative statements for the four programs contain many similar elements. They include:

Expected Impacts

- "Meaningful" service to be performed and how it benefits the community
- Benefits for participants, both tangible (such as a scholarship or GED training) and intangible (such as development of leadership skills)
- Numbers (The number of participants and other volunteers who will become involved in service through the program; the number of participants who have not previously been involved in service; the number of hours they will serve; etc.)
- Who and where (Who the participants and volunteers are: What are their demographic characteristics? Will the service be performed in communities that have great needs but limited resources?)

Program design

- Recruitment plan (How will a diverse group that includes the economically disadvantaged be recruited?)
- Involvement of participants and others from the community in the design of the program (including any local advisory committee)
- Training and supervision of participants and volunteers
- Reflection (How will participants learn from their service experiences?)

Evaluation

- Key evaluation questions to be answered
- Types of data to be collected and analysis to be performed
- Ways the program will be a useful model for others

More on Evaluation

There are two types of evaluation that will be conducted under this program:

- Evaluation by the Commission to be done by independent evaluation specialists
- Evaluation by grantees of their own programs

Information about evaluation can be found in the applications, and there will be more detailed guidelines by March. The Commission regards evaluation as critical both to improving programs by learning what works best, and to showing that these programs are worthy of continued Federal support or expansion.

STATE PLANNING

The legislation is designed to promote a coordinated State approach. The Commission hopes to see many individuals and organizations involved in planning at the State level. It hopes to see linkages between the various programs proposed to be funded, and it hopes to see new collaborations as a result. The Commission expects that that specific program proposals will be part of an OVERALL STRATEGY to allow more people to become involved in service.

Therefore, there are several requirements that apply to States, but not to other applicants. These are:

- **A Consolidated Application.** States must submit under a single cover an application that covers all of the major grant programs for which they want to receive funds. Because each program proposal will be evaluated against other State and local proposals for that program, it is possible that a State will not receive funds for all programs for which it applies.
- **A Designated Lead Agency** to administer and receive the grant. Any entity legally able to receive Federal funds can be selected by the governor -- the lead agency does not have to administer any of the programs. It may simply pass through the funds to other agencies or organizations.
- **A Comprehensive State Plan**, which includes information about the proposed programs and the State's overall strategy for expanding commitment to service. The plan will be taken into consideration along with the specific program proposals. In response to comments, the Commission has added a "plan to plan" option for States that are not far enough along to complete a plan before March. In lieu of the fully developed plan, the State can submit a description of efforts that have already been undertaken and those that will be conducted over the next year, including a timetable for completion of the Comprehensive State Plan.

States are required to solicit broad-based and local input in developing their proposals in a bipartisan or nonpartisan manner. State advisory boards are one option. However, if a State chooses, it may use an existing board or other methods, such as public hearings to involve a broad-based group in planning.

The Comprehensive Service Plan

The Commission's desired goal is to increase the likelihood of creative, inventive, collaborative expansion and development of the field by requiring States to submit their applications for funding in the context of a Comprehensive Service Plan.

Approach the issue in an effective, non-bureaucratic fashion. If you could be the service czar in your State, what would you like to see happen – regardless of what level of support you may or may not get out of the Act? What do you already have going for you and how can you strengthen, expand, improve, and influence others? Who has resources they can bring to the table? How can you create win/win partnerships that minimize turf battles? How can you get people to move outside of their bureaucratic boxes to work together for the greater good?

States' Approach So Far

Many States initiated their planning and constituency building process with a one- or two-day open invitational meeting. These have involved anywhere from 35 to 150 people. The Commission encourages lead agency representatives to consider such meetings or even an eleventh hour early March series of open forums or hearings around your State. After holding meetings with public agencies, non-profit and community-based organizations, and youth, a draft State Plan can be drawn up.

If a State feels that it is unrealistic to develop a Comprehensive Service Plan in the short time before proposals are due, it can still come up with a creative strategy for developing a timetable for developing a comprehensive plan. States can involve all the key constituencies: schools, colleges, public and private community agencies, religious and foundation communities, corporations, unions, legislators, and representatives of groups that will benefit from service, especially young people themselves.

Use the challenge of the Comprehensive Service Plan to find and elevate the leaders and social entrepreneurs in your State. Be creative in developing a broad-based infrastructure and identify the best and most promising models your State has to offer.

Creativity

It is critical to explore creative uses of existing funds. States can follow one another's lead in redirecting resources to support their service strategies. For example, some States may devote an increasing share of their summer youth employment funds to support local youth corps, or dedicate community development block grant funds to urban housing renovation by young people, or program their drug prevention and education funds to positive peer counseling and peer education approaches.

SERVE-AMERICA

Through Serve-America we have the unique opportunity to successfully address many of our nation's concerns regarding improving education for all young people and strengthening relationships between schools and communities. It will also provide opportunities for instilling and in many cases renewing values of responsible citizenship. Adults have a responsibility to assure that our children and youth develop into responsible, caring, contributing citizens of not only this diverse society but of the world. The programs supported through Serve-America, and other sections of this Act, can help to meet that responsibility.

Because almost all States have declared their intention to apply for Serve-America funds, this section will focus primarily on States' obligations and strategies for developing proposals. Local applicants, who almost exclusively will apply to their States for Serve-America funding, will nevertheless find this section helpful in understanding the overall process and the types of programs to be funded.

Funding

Approximately \$16.9 million is available this year to support the Serve-America program. The District of Columbia, Puerto Rico, and States submitting successful applications can receive grants according to a statutory formula based on the Department of Education's Chapter 1 Basic Grant formula and the number of school-age children in a State. If a State does not apply, local applicants will compete for that State's share of funds. Indian Tribes and extra-State territories such as Guam and Palau are reserved not more than 1 percent of the total funds, though they may receive more if any State's allocation is not granted. The specific criteria for funding programs are discussed at length in the applications.

Planning and Distribution of Funds

The State proposal for Serve-America programs should be part of the State's Comprehensive Service plan.

The State Education Agency (SEA) is responsible for the development and administration of the State plan for school-aged programs. Locals will then apply to the SEA for operating grants. If a State chooses not to apply for a grant, locals may apply directly to the Commission for grants.

Types of Grants

A State or Indian Tribe may apply for two general categories of grants:

Planning grants

A State that is not ready to design or implement a full-scale Serve-America program might consider applying for a planning grant. In addition, States that are rejected for operating grant funds may be awarded funds for a Planning Grant. States planning to apply for Planning Grants should be aware that the maximum they can receive is 25 percent of their formula allotment. (In addition, if a State applies for a Planning Grant, local organizations within the State will be precluded from applying to the Commission for the current year.

Activities under planning include:

- Providing pre-service and in-service training for teachers and supervisors
- Developing service-learning curricula, including age-appropriate learning components for service-learning
- Assisting schools and communities in forming local partnerships
- Establishing effective outreach and dissemination of information
- Devising appropriate methods for research and evaluation of programs

Operating grants

Operating Grants to States must be redistributed to programs in the State and/or to State-level planning functions according to certain percentages, as follows:

- | | |
|--|---------------------------|
| • Planning Activities | No more than 10% of funds |
| • School-Based Service-Learning Programs | No less than 60% of funds |
| • Community-Based Programs for Out-of-School Youth | No less than 15% of funds |
| • Adult Volunteers in Schools | No more than 10% of funds |
| • Administration | No more than 5% of funds |

School-Based Service-Learning Programs

States may apply for the creation and/or expansion of School-based service-learning programs. Service-learning is a method of teaching and learning that engages students in community service projects where they can apply academic concepts, develop and practice decision-making and critical thinking skills while addressing service needs in their community. Through this instructional method they learn the practical application of academic subjects and learn about themselves and how to care about others. Reflection is an essential element of service-learning.

Service-learning can be part of a specific course or can be integrated school-wide using service themes to support different units of academic study. For example, a course in American government or civics could include service projects focused on assisting new immigrants in the community. Activities for students might include tutoring in English as a second language or American history and government. Students could thus learn the importance of literacy in being able to participate effectively in a democracy, as well as the fundamentals of American government.

An example of a service theme that might be integrated into the curriculum on a school-wide bases is homeless and hunger. Using an interdisciplinary approach, students and teachers could decide to serve a meal at a homeless or soup kitchen in the community. The academic activities might include:

- Language Arts: Students could write individual or group letters to obtain the resources needed to first write to the shelter or soup kitchen volunteering their services.
- Math: Students could figure out how much food would be needed to serve one meal and what it costs. (And they could prepare and serve the meal, comparing their estimates with the actual experience.)
- Science or health: The students and teacher could discuss the different kinds of food needed each day for good proper nutrition. Or they could study the importance of plants in feeding and clothing people and keeping healthy. Or they could study the effects of global warming on the plants and their implications for the production of food.
- Social Studies: Students could Investigate the economic factors that have led to increased poverty and homelessness in the last ten years in their community and across the country. Part of this activity could include writing to Federal and State agencies for statistics on unemployment and housing.

In the early elementary grades students can become buddies to peers in special education or ESL classes. Both types of children learn about the diversity of people that make up their school and community. Reflecting on the experience by describing it to another class or to a friend by letter could also strengthen writing, composition, and presentation skills.

Community-Based Programs for Out-of-School and Dropout Youth

These programs could be operated by youth organizations. A community-based organization could operate a community service program for dropout youth based on a youth corps concept. Programs should involve youth in meaningful and valued service in the community and provide some kind of tutorial service, basic life skills workshops, and/or preparation for the GED.

Adult Volunteers in School

The fourth type of program involves adult volunteers in schools, or partnerships of schools and public or private organizations, to improve education of at-risk youth, school dropouts, and out-of-school youth. A partnership could design a mentoring program that included a community-service component. Adult mentors and youth could organize special community service activities that include community members, parents, teachers, and businesses.

HIGHER EDUCATION INNOVATIVE PROJECTS

There are hundreds of programs in higher education institutions involving thousands of students doing community service. Some of these programs have effectively integrated principles of service learning whereby, among other things, students are encouraged to reflect on service and to learn about the underlying causes of a problem. To serve soup to the homeless is wonderful, but students must be encouraged to ask why there are so many homeless and what can be done to prevent and solve the problem (and what specifically they can do to help).

Funding

There is \$5.6 million available for grants under Higher Education Innovative Projects. Grants are expected to range from \$25,000 to \$250,000 per institution, with even larger grants made to consortia. The largest grants will be made to programs that best meet the criteria of quality, innovation, replicability, and sustainability and agree to help other programs.

Institutions of higher education are eligible to apply directly to the Commission for funds. We are also allowing consortia of these institutions to apply: two or more institutions might apply jointly; we are also allowing consortia to be put together with nonprofit and public institutions, including States. Although States have no special status in applying for funds, we urge applicants to consult with their State and to integrate their service programs into the State's Comprehensive Service Plan.

Eligible Programs

The commission has authority to make grants in six areas:

- Enabling the institution to create or expand community service activities for students attending that institution;
- Encouraging student-initiated and student-designed community service projects;
- Facilitating the integration of community service into academic curricula, so that students can obtain credit for their community service activities;
- Encouraging students to participate in community service activities that will engender a sense of social responsibility and commitment to the community;
- Encouraging students to assist in the teaching of individuals with limited basic skills or an inability to read and write; and to provide for the training of teachers, prospective teachers, related education personnel, and community leaders; and
- Training teachers and community leaders in how to organize school- and community-based service activities.

There are other ways that colleges and universities can help in building the community service movement, which is one reason the Commission has encouraged those of you preparing State plans to reach out to the higher education field. Institutions can help in areas such as evaluation, and in designing programs that create partnerships with elementary and secondary schools.

AMERICAN CONSERVATION AND YOUTH SERVICE CORPS

The Commission believes that corps programs are a proven means for providing meaningful service experiences and education opportunities for young people. Since the Civilian Conservation Corps of the 1930's, corps have been tackling unmet conservation, social, and community needs. Today, corps are building nature trails, organizing and running recycling programs, rehabilitating low-income housing, running after school programs for pre-schoolers and elementary school children, teaching children how to read, organizing activities for senior citizens, and much more. There is clear, documented evidence of the substantial value that corps offer communities, States, and our country.

The Commission will allocate \$22.5 million to create new full-time conservation and youth service corps and to expand existing corps. This includes both full-time year-round programs that are 6 months or longer and summer programs that operate for three months. Full-time means at least 30 hours per week of work and educational activities.

Distribution of Funds

In general, funds available for this program will be granted by States, which in turn will provide subgrants to State and local corps. Local applicants will therefore apply to their States for funding. In those States that do not apply for funds, local applicants may apply directly to the Commission. All funds will be granted on a competitive basis, so no State or local corps is assured of funding. Specific criteria for funding are covered in the applications, but all applicants should also focus on the four major elements: quality, innovation, replicability, and sustainability.

States may use the funds either to fund local corps or to fund State-run corps and local corps. In all cases, States must allocate a "reasonable" portion of the funds to local corps. The Commission has intentionally left this portion vague, but a State's funding strategy will be a major consideration for the Commission in assessing applications. States wishing to run their own corps and fund local corps must fill out both narrative portions of the State version of the Corps application.

Corps Diversity

In designing programs, applicants should pay particular attention to the backgrounds of participants to be recruited for the program. A diverse group should include both males and females, participants from many racial, ethnic, and economic backgrounds, and disabled participants.

Benefits and Participants

Participants receive certain tangible and intangible benefits for serving in conservation and service corps. These benefits are outlined in detail in the applications and regulations.

In addition to in-service education and training, participants receive a living allowance of up to the poverty level for a family of two and a post-service education and training benefit worth up to \$100 per week of service or \$5,000 per year, whichever is less. The living allowances should be established by program agencies at a level that will enable participants from low-income families to participate, taking into account the cost of living in the area, the age of participants, whether the program is year-round or summer, and the number of hours the participant is serving.

The living allowance may be reduced if participants receive room and board from the program; technically, the living allowance should be paid into an account from which the costs of the room and board are paid. The post-service benefit could also take different forms: the corps program could arrange for a tuition reduction at universities within the State, provide scholarships, or pay in cash. However, the program will be required to state in the application its plan for ensuring that the post-service benefits are used solely for education. The benefits may be broken if the additional living allowance or post-service benefit is supported with funds from non-Federal sources.

Program agencies are encouraged to use Federal funds to provide additional benefits such as health insurance and child care.

Coordination With Other Organizations

Program agencies are required to coordinate their projects with related Federal, State, local, and private activities. This could be accomplished through a local advisory board or a series of meetings with representatives of appropriate organization and programs, such as JTPA or other job training and placement programs, child care, community colleges, schools, and youth organizations.

Limitation on Placement

Participants may only be enrolled for 24 months. They may perform a specific activity for no more than six months. The term "specific activity" will be defined narrowly. For example, doing the same type of work in two different locations or doing different work at the same location would all be considered different specific activities.

Federal Employee Status

Except in two narrow circumstances, participants will not be considered employees of the Federal Government and therefore will not be subject to the laws governing Federal employment. The two exceptions are:

- For purposes of compensation for work-related injury, and
- For purposes of the Tort Claim Act, but only if the program agency is an agency of the Federal government.

The Tort Claims Act immunizes Federal employees from liability for negligence when they are engaged in their official duties. However, it will not apply to participants in programs operated by State or local government, or in private non-profit organizations, regardless of the fact that they receive Federal

funds. Therefore, most program agencies should arrange to have liability insurance that covers participants. It is possible that the Commission will try to arrange group liability and group health insurance for all funded programs, if sufficient interest is shown.

Roles for Senior Citizens

In addition to serving as special corps members – who receive the same benefits and are subject to the same requirements as regular corps members – senior citizens may be involved in corps programs as volunteers or through a joint project between corps and a senior citizens' organization. Up to two percent of funds may be used for this purpose. Seniors could make an important contribution to the program – working alongside corps member on a service project, serving as mentors, tutors, or supervisors, or as a liaison to other seniors and senior organizations that could use the services of the corps.

NATIONAL AND COMMUNITY SERVICE PROJECTS

The central purpose of Subtitle D programs is to encourage and test programs that can “serve as an effective model for a large-scale national service program.”

Critical Requirements

First, every one must be a plausible model for a large-scale national service program. It cannot simply be a valuable program in a particular State or locality, nor can it be dependent for success on small scale. It must have great promise of being a nationally relevant “leader program.”

Second, every program must be designed in a way that allows for drawing clear lessons – for testing specific characteristics of possible national service models, for conducting systematic evaluation, and for demonstrating replicable approaches.

In view of all this, the Commission will concentrate the funds appropriated for Subtitle D on relatively few programs – the very best applications it receives– in order to ensure sufficient resources for adequate tests of the programs receiving grants. Tentatively, it anticipates funding 4 to 8 programs, which would mean grants for individual programs in the range of \$1 million to \$7 million.

Range of Programs

The Commission seeks a wide range of program proposals. The Act requires that funded program be diverse geographically, including both urban and rural States. Some of the programs may include only full-time participants and others only part-time participants, but at least one-fourth must include both, as well as special senior participants.

One State might propose an outstanding program on the corps model, whereas a second might propose an equally good one that places all participants with local public and private organizations that make community service participants an important part of their delivery systems. A third state may propose a promising program that involves medical professionals in a health corps, involves some post-secondary youth in innovative kinds of service with the frail elderly, and offers a variety of individual placement opportunities to still other participants.

Some States may see valuable ways to use participants in their program to leverage other community service activities such as service-learning in the public schools, or use of short-term or intermittent volunteers in other service institutions. Other States may propose to get greatest impact by having all of their participants work together – possibly in a single area such as literacy or early childhood education, or possibly in several areas.

Eligibility and Designated Program Focus

Only States and Indian Tribes are eligible to apply for funding, although they can enlist other government and private organizations in their programs. Participants are to engage in service to meet unmet needs in the areas of education, the environment, public safety, or other human services, especially those relating to poverty.

Participants

Three kinds of participants may be enrolled in a program:

- Full-time participants will engage in activities of the program at least 40 hours a week for one to two years (excluding vacation and holidays).
- Part-time participants will serve an average of 9 hours a week for three years. (Incidentally, in recruiting part-time participants, programs should give priority to people who are employed.)
- Special senior participants must be at least 60 and may serve full- or part-time, for any length of time.

Also, Subtitle D – unlike the other Subtitles – is not restricted to youth, so the Commission might consider funding one or two programs that are not focused on youth. This might make sense especially for part-time programs.

Participant Benefits

In return for service, participants are to receive some tangible and intangible benefits:

Full-time participants

A full-time participant is to receive a living allowance worth up to the poverty line for a family of two, as well as a post-service benefit worth \$5000 per year of service. This benefit may be used for a variety of post-secondary educational expenses. (Half of the benefit is to be funded by the Commission, from the grant that the Commission provides, and the other half by the State or other public and private sources. You should be aware that a variety of private sources, including national and community foundations and business corporations, may be interested in contributing to such valuable tests.) Full-time participants must also receive in-service education that will enable them to obtain high school diplomas, if they have not yet received them.

Part-time participants

A part-time participant receives no living allowance from Commission funds but is to receive a post-service benefit worth \$2000 per year of service – half from the Commission funds and half from State or other non-Federal funds. Again, the post-service benefit may be used for expenses of post-secondary education; for the part-time participants, they may also be used for down-payment and closing costs for a first home.

Special senior service participants

Special senior service participants are ineligible for post-service benefits. However, they may receive living allowances, even if they serve only part-time. The allowance is to be pro-rated based on the number of hours they serve.

The Act and regulations define specific training requirements and require each program to provide participants with opportunities to reflect on their experience.

Participant Diversity

The Act calls for “an ethnically and economically diverse group of participants,” including economically and educationally disadvantaged individuals, college-bound youth, individuals with disabilities, youth in foster care who are becoming too old for foster care, and employed individuals. Part-time programs are required to give

preference to people who are employed and to enroll people who have completed higher education and have valuable special training and skills – for example, doctors and nurses, lawyers and teachers, and engineers and members of skilled trades.

Examples of What the Commission Would Like to Learn

Participants

What kinds of community service opportunities attract various kinds of participants (for example, the economically disadvantaged? people with post-secondary and advanced degrees?) Are participants net additions to the ranks of service participants in their communities or are they just doing different service than they would be doing otherwise?

Program activities

What kinds of productive work can various kinds of service participants do? What placement, supervision, and other program arrangements have the greatest productivity? What program arrangements have the greatest influence on the value of participant services? On participant satisfaction and learning?

Impacts on participants

In what ways does participant behavior change – for example, impacts on job and education choices or on occurrence of behavior problems? How about their attitudes and values – for example, their self-esteem, their commitment to service, their career interests, their capacity for empathy with people different from themselves?>

Impacts on the community

Are the services provided effective at meeting community needs? Are they cost-effective? Are the organizations in which the participants work changed in some useful way? Has anything significant happened in the community as a whole as a result of the existence of the program and the work of the participants?

Technical Assistance Meetings Questions

Questions and Answers

The questions below were received at the Commission's technical assistance meetings held in January 1992, during telephone technical assistance meetings, and in general phone inquiries to the Commission. Some of the questions have been rephrased for clarity and conciseness.

Please note that we strongly recommend that all applicants read the regulations governing the grant process. They were published in the Federal Register on Thursday, February 13, 1992, and are available in any public library.

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GENERAL QUESTIONS

Deadlines

- Q: When are applications due to the Commission? Are there different deadlines for States and local applicants?*

The application deadline is the same for all applicants. All proposals must be received by the Commission (or be postmarked by) March 23, 1992.

- Q: Which applicants must register their intent to apply?*

States must have informed the Commission by February 3, 1992, if they intend to apply for Serve-America (Subtitle B, Part I) and Conservation and Youth Service Corps program funds. If a State applies under these two programs, a local applicant cannot apply to the Commission for these programs but may apply to the State for funding, if the State receives a grant.

No notification (by anyone) is required to apply for Higher Education Innovative Projects (Subtitle B, Part II) funds, but an applicant for that program must be either an institution of higher education or a non-profit or governmental organization applying in consortium with such an institution. Only States and Indian Tribes may apply for Subtitle D (Full- and Part-Time National and Community Service Projects), and no notification is required. Local applicants and Indian Tribes do not need to declare an intention to apply for funding. However, in order to plan ahead, staff would appreciate having a note from any local applicants who intend to apply.

- Q: When will the final regulations appear in the Federal Register?*

Thursday, February 13, 1992.

Application

- Q: If a state applies for only a few subtitles, can non-state applicants apply for the others?*

Yes. Local applicants may always apply for the Higher Education program, so long as the applicant is an institution of higher education or is applying in consortium with such an institution. With regard to Serve-America and Conservation and Youth Service Corps, local applicants may apply for either program if the State does not apply for that program, regardless of whether it decides to apply for other programs. Only States and Indian Tribes may apply for Subtitle D funds.

- Q: Who is available at the Commission to answer questions?*

We hope to hold weekly phone conferences to answer questions. Please call the Commission office at (202) 724-0600 to schedule participation in a conference call. Commission staff are available at other times to answer questions.

- Q: If I am interested in having a specific program in my local community, of what benefit would it be for me to encourage or help my State to submit a State application?*

States have priority for funding under Subtitle B, Part I, Subtitle C, and Subtitle D. If local applicants do not work with their State, they risk losing funding for their projects.

- Q: Can a program submit its application under Higher Ed, Serve-America, and American Conservation and Youth Corps (if all seem relevant)?*

Local applicants may apply under more than one program. However, double funding of projects with Commission funds will not be allowed.

- Q: When will a grants handbook be available?*

Before grants are made, hopefully by May 15, 1992.

- Q: *Given the budget problems most States are facing, how much emphasis are you going to place on the ability of States to carry out these programs in this era of declining resources?*
Sustainability is one of the four key criteria for funding.
- Q: *Can we attach appendices?*
Yes, if necessary to support the proposal, but please keep them brief.
- Q: *Were the public comments incorporated into the revised regulations and applications?*
Yes, many suggested changes were incorporated.
- Q: *Can we incorporate an existing ACTION grant into our proposal?*
Yes, but you may not use any federal funds as matching funds.
- Q: *How important is community needs assessment as part of the application?*
It will be considered as an indicator of quality, one of four major criteria on which funding decisions will be based.

Funding/Budget

- Q: *Just because a community is not poor doesn't mean that it has no problems. How strict is your commitment to funding only projects that serve low socioeconomic status communities?*
The Commission is not required to fund only low-income communities, but we do expect to focus on communities with the greatest needs, however those needs are defined.
- Q: *Is it possible for assistance to be provided to a private non-profit organization to conduct activities that are the same or substantially equivalent to activities of another local private non-profit?*
No.
- Q: *Were the funds allocated for CNCS during FY 1991 carried over into this year's funding?*
No.
- Q: *How do you get grants for the second or third year of a program?*
Continuation grants will depend both on the amount of future appropriations to the Commission and on the performance of funded programs. Grantees will have to submit a continuation grant application updating the information in their original proposal and discussing progress made.
- Q: *For second and third year funding, will preference be given to local organizations in States that did not apply for funding the first year but which apply for funding in subsequent years?*
No; States will always receive priority for funding.
- Q: *Is it better to propose an increasingly larger program over three years with an increasing budget request or does the sustainability criterion suggest a declining request level would be more competitive?*
In general, a declining budget would be counted toward the sustainability criteria, but a new startup might actually require an increasing budget. In either case, the narrative should explain the reasoning behind the budget request.
- Q: *If a private foundation has made a one-time or short-term planning or start-up grant to enable a community-based organization or State agency to position itself to be a strong contender for funds from the Act, will it be allowable to use Commission funds to continue the program?*
Yes, the supplementation requirement applies only to public money.
- Q: *Can additional budget line items be added to the budget page?*
Yes.
- Q: *Is there a target for number of volunteer hours per dollar spent?*
No.

- Q: Concerning "Other Federal" on the budget form, does "to be acquired" mean other Federal funds expected to be applied for and/or other Federal funds expected to be awarded? It could apply to either one.

Participants

- Q: Please clarify the role of participants and non-participants and how they should be addressed in the application.
As defined in the regulations (§2500.2), a "participant" is an individual enrolled in a program that receives assistance from the Commission. Participants are not considered employees of a program. A "non-participant volunteer" is an individual who is not a participant enrolled in a program but who assists a program funded by the Commission by providing volunteer services. Applications should explain both numbers and roles of participants and non-participant volunteers. Examples are given in the preamble to the regulations.
- Q: Would you see any problem with targeting quite specifically to a group such as "minority males?"
Applicants must conform with Federal non-discrimination policies; however, this would not preclude making special efforts to recruit members of minority groups. Applicants should keep in mind the participant diversity criteria included in the regulations. Single-sex or single-race programs would generally not be funded.

National Organizations and Collaborative Efforts

- Q: Can a national youth service organization form linkages nationwide or must this be done on a State by State basis?
This depends on the program. A national organization could form a consortium to apply for Higher Education funds, but the other programs would generally be funded State by State.
- Q: What is the Commission's position regarding multi-State collaborative projects?
They are acceptable under Subtitle B, Part II, in a collaborative effort among higher education institutions, Subtitle D, and possibly under other subtitles if other program conditions are met.
- Q: Will applicants who demonstrate collaborative support from funders receive additional consideration for Commission support?
It depends upon the quality of the proposal, but it could help to show sustainability.
- Q: Will clearinghouses be funded in FY92?
The Commission has not yet reached a conclusion on clearinghouses. It has concentrated its efforts thus far on conducting the major grant competitions. The Board will probably discuss this at its March and May meetings.
- Q: Are funds available to develop or enhance partnerships between national organizations which are promoting or will promote volunteerism at the local level?
Only if they want to apply to operate a program. If they work with a local partnership (one or more), they could apply through the State in which the organization is located or in a consortium with an institution of higher education.
- Q: How can national youth-serving organizations that utilize volunteers best inform affiliated agencies about the funds available?
They should encourage their affiliates to contact their State Lead Agency. They may be able to serve as sponsoring organizations under Subtitle D programs. They may want to involve youth themselves in service under Subtitle B, Part I, which allows 15% of programs to be community-based. They may want to work through Subtitle C programs. They may want to work in consortium with an institution of higher education to apply for funding under Subtitle B, Part II.

Evaluation

- Q: How structured should the evaluation be? Should there be comparison or control groups?*
The evaluation should be a formal, scientifically valid evaluation, but comparison or control groups are not necessary.
- Q: What plans and thoughts, if any, have been given to an electronic information communication system to network the dissemination of information?*
The Commission has not yet developed a strategy for disseminating information but is open to suggestions as to how it might best do so.

Application Review

- Q: Who will review and evaluate proposals?*
Staff, outside reviewers, and the Board will review proposals. Outside reviewers will be screened to ensure their impartiality. The Board will make all funding decisions.
- Q: How will State applications be evaluated? Will more weight be given to interrelated efforts or to individual program proposals?*
State applications will be evaluated according to the quality, innovation, replicability and sustainability of all of their programs. Reviewers will be given a copy of each section submitted by the States as well as a copy of the State Comprehensive Plan. Note that "inclusion in the State Plan" is listed in the criteria for funding for some programs. It is the intent of the legislation to encourage and promote integrated state plans, so it is probable that the review panels will give preference to interrelated programs.
- Q: Will the Board of Directors actually read and evaluate applications or will they simply approve (or disapprove) recommendations of the staff or others contracted to evaluate applications?*
The Board of Directors will play an active role in reviewing the proposals and will not simply ratify the recommendation of staff or outside reviewers.

The Commission

- Q: Who are the six (6) ex-officio members of the Commission?*
The Secretaries of Education, Labor, Agriculture, Health and Human Services, and the Interior, and the Director of ACTION.
- Q: Is there an Indian representative on your board?*
No.
- Q: What is the relationship between the Commission's programs and those under ACTION?*
Although they are both dedicated to community service, they are administered separately.
- Q: How does the Commission make sure that youth input is being considered in the planning and evaluation process?*
The Board of Directors is in the process of establishing a youth advisory board for that purpose and plans to involve young people in the proposal review panels.

SUBTITLE B, Part I: SERVE-AMERICA

Application

- Q: *How can local creative initiative be part of a State plan when local applicants can only apply after States have received funding? Might States lose out without project innovation?*
Though a State may not know exactly what local projects will be proposed, the State Comprehensive Service Plan should be a strategy blueprint for service. The State would then try to fund local projects that support that strategy. This should be reflected in the State's application.
- Q: *One major obstacle is finding suitable placements for youth in community organizations. How does Serve-America's "quality" measurements address this side of the community service equation?*
This is one of several items that will be considered under quality. It also is relevant to sustainability: if it is hard to find placements, the program may not be viable over the long term.
- Q: *Should we include descriptions of program models in our 5 page narrative or as an appendix?*
All information relevant to programs should be included in the narrative. If appendices are used, they should be short and to the point.
- Q: *Is a college or university considered a non-profit agency that may apply for Serve-America funding to develop service-learning K-12 programs?*
Yes, if it is not for profit.

Funding/Budget

- Q: *According to the statute, if more than \$20 million is available to the Commission for Subtitle B, Parts I and II, the amount available to States for Serve-America funds is set under a formula. How much can each State receive?*
Attachment A is a table of minimum allotments for States under Serve-America. The amount shown for each State is the minimum amount a State will receive if it meets the Commission's criteria. States that apply for a Planning Grant may receive up to 25% of their minimum allotment. States that do not fully meet the Commission's criteria may also be awarded planning grants instead of the full operating grant amount. It is also possible that programs that qualify as "leader" programs will be awarded grants larger than their minimum allotments.
- Q: *In States not applying, are local organizations eligible to receive up to the full amount of the State allocation?*
If a State does not apply for Serve-America funds, local applicants within that State (who can apply directly to the Commission) will have priority for that State's allotment. However, there is no guarantee that the local applicants within the State will receive the entire allotment of funds.
- Q: *In States that apply for Serve-America funds, how will those funds be granted to local applicants within the State? Is there a Commission-designed process? Does the Commission have any say in which groups will be funded by States?*
States will design and implement their own grant-making processes. However, States can fund only those projects that conform with Commission criteria. Please refer to §2501.5 of the regulations.

- Q:** *How much of the Serve-America funds can Indian Tribes receive, and is that amount reflected in the Table? Are those funds awarded competitively?*
Up to 1% of the funds are reserved for Indian Tribes and U.S. territories (excluding Puerto Rico). That amount has already been deducted from the total available for States, so it does not show up in Attachment A. Funds for Indian Tribes and U.S. territories will be awarded on a competitive basis. Like a State, an Indian Tribe may receive additional amounts (if any State does not receive its full formula allotment), if it proposes an exemplary program.
- Q:** *Can Indian Tribes apply for planning grants, and how would they be funded? Can local organizations apply to the Commission for planning grants? Can local applicants apply for operating grants from the Commission if their State applies for a planning grant?*
Indian Tribes may apply for planning grants, though the Commission has set no formula for the amount of an award. Local applicants may not apply for planning grants, and they cannot apply for operating grants to the Commission if their State applies for a planning grant. States, however, may use their planning funds to assist local programs in planning.
- Q:** *Can States provide planning grants to local applicants under Serve-America?*
Yes.
- Q:** *The proposed regulations state that if my Serve-America proposal is not in compliance, the Commission can assist me. What do you plan to do for me?*
The Commission may provide guidance on bringing the proposal into compliance with the criteria, if the changes required seem readily achievable.
- Q:** *If a State receives its full allotment and intends to use part of the allotment for planning, do the planning grant guidelines regarding what can and cannot be done with the money apply to the State's planning activities?*
Yes; please keep in mind that no more than 10 percent may be used for planning activities.
- Q:** *Do Chapter One restrictions apply to funds granted by the Commission?*
No.
- Q:** *In the application, does the State need to specify who will receive the funds at the local level?*
No, States need only explain their criteria for selecting local programs for funding and how they will reach out to the community. See §2501.5 of the regulations.
- Q:** *Does the 10% figure for "building State capacity," which includes training costs, preclude local programs from expending their funds on training additional youth and teachers in their communities?*
No.
- Q:** *Is there a "preferred" ratio for personnel/staff cost vs. actual direct service costs?*
No.
- Q:** *Will funds go directly to the State Lead Agency or will they go to the State Education Agency (SEA)?*
Funds will go to the lead agency, which is required to pass them through to the SEA or its designee.

Non-Federal Match Requirement

Q: Does the increasing State match requirement for Serve-America assume increases in activity each year? Will the federal share of actual dollars decrease each year, or will it remain the same while the State match is increased each year – with the total dollars (State and federal) increasing each year?

Federal contributions could increase and the size of the program could grow, depending on appropriations. However, applicants should keep the sustainability criteria in mind.

Q: Are matching funds required for a planning grant?
No.

State Education Agency

Q: Under Serve-America the State Education Agency (SEA) is the administering agency. If the designated State Lead Agency is not the SEA, will the money from the Commission flow to the lead agency and then to the SEA, or can it flow from the Commission to the SEA?
It will flow from the Commission to the lead agency and then to the SEA.

Q: Does the SEA develop the Serve-America grant proposal?
Yes, if the State applies for funding. The SEA may or may not be the lead agency.

Q: Does the SEA have final approval in the State's internal granting process?
Yes, if it elects to administer the program.

Q: Does the SEA administer it solely?
Not necessarily. However, it is up to the SEA to determine which other entity or entities will participate in the administration of the program.

Q: If the State does not apply, is the SEA required to participate in Serve-America or any other part – i.e., review proposals, make grants, etc.? If the State does not apply, can the SEA apply directly to participate in Serve-America or receive funds for its own projects or programs?
The SEA has no duties in a State that does not apply for funds. SEAs may not apply to the Commission if the State has declined to apply for funds.

Program

Q: Please explain the difference among "leader," "capacity-building," and "developmental" programs.

The Commission expects programs will fall into one of three categories.

- Leader programs rank highly on the four elements of quality, innovation, replicability, and sustainability, have local impact, and could provide national leadership by serving as a model and facilitating replication of the program. In general, these programs will receive relatively large grants in order to strengthen their ability to expand and contribute to the development of the field of community service.
- Capacity-building programs are promising programs that include evidence of the four key elements and, with a moderate-sized grant, could be expanded and improved to achieve eventual leadership status.

- Developmental programs are innovative programs with quality leadership that are in the early phases of development. A relatively modest "seed" grant - or technical assistance - could enable a developmental program to achieve its potential to meet the four key elements.

Q: Are "leader programs" already identified?
No.

Q: Can you be funded year 1 for capacity building, and years 2 and 3 for a developmental grant to launch a new program?
Yes.

Q: Will the criteria for determining grant size effectively give an edge to existing programs with demonstrated success, or would new, innovative, feasible proposals also have the potential for maximum funding?

The Commission is interested in both concepts. A new program could receive a grant larger than its formula allotment if it ranks highly in the areas of quality, innovation, replicability, and sustainability.

Q: What exactly is meant by "pre-service training?"
Training that occurs before service begins. For example, training for tutors prior to their placement with children.

Q: Why are stipends not allowed?
The legislation does not allow them.

Participants

Q: Are college students considered "adult volunteers" regarding the 10% of funds for adult volunteer programs?
Yes.

Q: Will schools be eligible for funds under the Adult Volunteer and Partnership Program?
Yes. Local educational agencies applying in partnership with public or private non-profit organizations may receive Adult Volunteer and Partnership Program funds.

Q: What is "school aged?" Are college students of all ages included?
Under the Serve-America program, students from kindergarten to senior high school and out-of-school youth up to age 27 are eligible to participate.

Private Schools

Q: Can private schools participate in Serve-America "if they serve low income or disadvantaged youth?" Is there a definition of "serving low income" for private schools?
Private schools that qualify as non-profit organizations serving disadvantaged youth qualify for the 15% of funds reserved for community-based programs. There is no definition of "low-income."

Q: Do non-public schools receive services through the SEA's only?
No. See the above question and §2501.1(c)(2) of the Regulations.

Evaluation

- Q: What percentage of funding is a reasonable amount to spend on evaluation efforts?*
It is expected that 2% to 4%, or more, of funds awarded would be used for evaluation.
- Q: Should independent evaluation be contracted or do those who developed the program evaluate it?*
Projects are expected to formulate evaluation strategies that best serve the needs of the project and the Commission's requirements. More information on the Commission's roles and expectations on evaluation will be forthcoming.
- Q: If a State has already invested funds in youth service for several years, could available funds left over from States which didn't apply be used to evaluate that State's work?*
No, the Commission will provide evaluation funds only to programs that it has funded.

SUBTITLE B, PART II: HIGHER EDUCATION

Eligibility

- Q: Can an institution of higher education apply both for funds under the State plan and directly to the Commission?*
Yes, but it cannot receive double funding for a project.
- Q: Should States apply for funds with a higher education consortium or would it be better to have individual campuses apply?*
There is no definite advantage to applying individually or as a consortium. Note that States must apply in consortium with one or more institutions of higher education. The Commission is interested, however, in encouraging institutions of higher education to work with the State to promote the youth service movement. Ways the State could assist include teacher training, evaluation, etc.
- Q: What organizations are eligible to receive funds under the program? Does an intent to apply need to be filed with the Commission?*
Public or private institutions of higher education (including community and junior colleges, tribal universities, technical colleges, and undergraduate and graduate universities, among others), or consortia thereof, are eligible to apply directly to the Commission for funding. States, Indian Tribes, public agencies, and non-profit organizations may also apply for these funds if they are in partnership with at least one institution of higher education. Organizations that want to operate programs in more than one place should either submit a separate application for each program (with a partner) or form a consortium with all of the member schools. Either the non-profit organization (or State or Indian Tribe) or the institution may act as the applicant. A student group may also apply in partnership with an institution, though the application should be submitted by the institution unless the student group is a formally registered non-profit. Applicants for Subtitle B, Part II, funds are not required to file an intent to apply, but it would be helpful to the Commission staff.
- Q: If the college applies, will groups within the college be barred from applying?*
They may apply as long as the applicant comes from an institution of higher education.
- Q: Should non-profits that work directly with institutions of higher education apply under the Higher Ed program?*
Yes, they must.

- Q: *If an institution of higher education does not participate as part of a State plan that includes a consortium of higher education institutions, but instead submits a proposal independently, do they need to justify why they did not participate as part of the State Plan? Are they required to obtain the State's endorsement of the proposed activity? What weight would the State's endorsement (or lack thereof) have on a proposal submitted under the Higher Education program?*

The Commission encourages collaboration among institutions of higher education and States, but it is not required. Endorsements or justifications of independent applications are also not required. State support for proposals could show strong sustainability, though community or other support could be just as important.

Application

- Q: *How does an organization apply for funds?*
All applicants except States and Indian Tribes should use the stand-alone Higher Education Innovative Projects application form. States and Indian Tribes should submit applications for these funds under their consolidated applications. The application materials are available from the Commission.
- Q: *Can a university submit more than one application?*
Yes, although the Commission would prefer a consolidated application.
- Q: *Can a university apply both through a consortium and separately?*
Yes.
- Q: *Does an organization with headquarters in one State which carries out programs in multiple States apply through their base State?*
Such an organization may apply either to the State in which it is headquartered, through the States in which programs are located, or through a consortium.
- Q: *What is the advantage of applying under a consortium?*
Larger grants are available for consortia. However, funding levels for consortia are likely to be proportional to the number of institutions involved in the consortium.
- Q: *What evidence is required to prove that you are in a consortium?*
Applicants are asked to list the members of the consortium. No proof of membership in such a consortium is required, other than signing the application. Belonging to a consortium means that the institution will have a role in the operation of the program – such as the participation of its students in the program.
- Q: *If the Commission rejects a Higher Education proposal, will it be sent to the State for consideration?*
No.
- Q: *In the Higher Education section of a State's application, is it possible to describe a process for identifying consortia without indicating the specific colleges?*
In order to apply for Subtitle B, Part II, funds, a State must form a consortium with at least one institution of higher education. It could then use a subgranting process to award funds to other members of a consortium.
- Q: *Can a higher education institution apply to more than one program – for example, under both parts I and II of Subtitle B? Similarly, could a program involving college students working with school-age children obtain funds under parts 1 and 2 of Subtitle B?*
Yes. College students would be considered regular participants under a Higher Education grant and adult volunteers under a Serve-America grant. Of course, an institution of higher education wishing to apply for funding under Subtitle B, Part I, must have a community-based organization or local educational agency as a partner.

- Q: *If a school is involved in a broad range of issue areas, should the proposal target one issue or should it be broad based?*
The Commission does not have a stated preference. It will judge an application based on the criteria of quality, innovation, replicability, and sustainability.
- Q: *Can a national service-learning organization operating in schools in five different States develop a national proposal which includes all branches?*
Yes, if the proposal is submitted in consortium with an institution of higher education.
- Q: *How much documentation would the Commission like to see in the application?*
Keep it brief and to the point.
- Q: *Please give an example of an institution of higher education in consortium with a State.*
A State social services department working with a university located in the State assigns college students studying child development at the university to work with teen mothers.
- Q: *If the State has applied, should the institution of higher education notify the State Lead Agency about its project so it can be included?*
Although there is no requirement that higher ed applicants work with the State, linkages between organizations and cohesion with a State's Comprehensive Plan reflect positively upon an application.
- Q: *Are there specific instructions on the applications for consortia? How many of the programs do you want to hear about in an application?*
The Higher Education program application does not provide special instructions for consortia, except with respect to eligibility. Large consortia do not necessarily have to describe every program that is a part of the proposal. They may discuss one or two (or more) representative programs and provide information on how funds will be allocated among programs, the range of types of participants, and any general or common information about the programs. Applicants are asked to provide a list of the members of the consortium, a letter of support from each, and budget information.

Program

- Q: *Could existing innovative programs that want to expand be funded or will you fund only new programs?*
Both will be considered for funding.
- Q: *Will applications have an advantage if they show their program does not duplicate existing community resources, like volunteer information systems, or will the Commission favor "complete packages" on college campuses?*
It is a requirement that programs not duplicate existing resources.
- Q: *What does "the program is integrated into the academic program" mean?*
It is included in the course curriculum.
- Q: *Is it possible to request modest stipends for agencies that supervise our students?*
Yes. Such costs should be reflected in the budget.
- Q: *Does "teacher training" include "professor training?"*
Yes.
- Q: *Among the activities that are not appropriate, "partisan/political" was not listed. Could you please comment about such?*
Political activity is specifically prohibited in the regulations. See §2506.5 of the regulations.

Q: *How is this program different from FIPSE?*

The FIPSE program – Innovative Projects for Community Service – is administered by the Department of Education through the Fund for the Improvement of Post-secondary Education. It is focused on innovative ways to reduce student loan indebtedness through service. The focus of the Commission's program is finding ways to involve more students in service. The program regulations or criteria for funding are different for the two programs.

Participants

Q: *Must students participating in a Higher Ed project be enrolled full-time?*

No.

Q: *Can the Commission fund projects designed for students who may not yet be enrolled in the institution?*

Yes.

Q: *Do you have a minimum number of hours of credit for student participation?*

No.

Q: *Can college students who tutor high school students receive scholarships?*

Yes.

Q: *Must students earn academic credit for their involvement?*

No. However, under the sustainability criterion, integration into an ongoing course would be a plus.

Q: *If a higher ed institution provides students with a stipend, will it affect students' federal financial aid benefits?*

No.

Q: *Do participants have to be U.S. citizens?*

Not for this program.

Q: *If a college gives academic credit for literacy training, can the participant use the post-secondary benefits to help defray the tuition costs?*

Yes, through a Subtitle C or D program, but not under Subtitle B, Part II.

Q: *What type of benefits can we give our students with Commission funds?*

Under Subtitle B, Part II, stipends, transportation costs, meal reimbursements, and other out-of-pocket costs may be funded.

Funding/Budget

Q: *Are the costs of the faculty member's time for development of curriculum, teaching a course in service/volunteer methods, or supervising students in a volunteer activity considered "administrative costs?"*

No. They are program costs.

- Q: May the indirect costs waived by a university serve as part of the university's matching contribution?*
Indirect costs may count as a match under certain circumstances. Matching contributions must be directly related to the proposed project. For example, if an institution is contributing the rent and utilities directly related to housing and servicing the proposed project, those costs may be listed as matching contributions. General indirect costs may not be considered matching contributions unless they are pro-rated among the Commission-funded program and other programs covered by general indirect costs. If the institution has no mechanism for pro-rating indirect costs, they may not be used as part of the match.
- Q: Getting volunteers to a site is a major obstacle for us. Will the Commission fund: cost of a vehicle to transport volunteers; insurance for that vehicle; maintenance; gas costs and money per mile; and a student work/study driver?*
Yes, but for any large equipment cost, there must be good justification in the narrative.
- Q: Is the Commission willing to fund full-time staff of existing programs that wish to expand, yet no longer have the funds for full-time staff such as a student literacy corps administrator?*
Yes.
- Q: Will the grant fund equipment like computers?*
Yes, if they are necessary to carry out the project. However, they should not be the sole aspect of the project proposed to be funded.
- Q: Is there a maximum grant size for consortia of universities that are integrated into the State's plan?*
No, but applicants should be realistic regarding their grant requests given the limited amount of funding available.
- Q: Will there be a cap or an allotment to higher education institutions per State?*
All Higher Education proposals are evaluated and funded on a competitive basis. There is no set cap.
- Q: If a consortium of colleges and universities applies separately from a State submitting a unified plan under this section, would the Commission fund both?*
It might fund both.
- Q: Is it true that the Commission is looking to fund only programs that deal with disadvantaged youth? Is this your priority?*
The Commission is interested in programs targeting disadvantaged youth, but in general it hopes that programs will involve diverse participants.
- Q: Please give examples of possible "in-kind" matches.*
Contributions of faculty supervisor's time; free photocopying; business or foundation donations of equipment.
- Q: Are the dollars that have been set aside for Higher Education projects regulated by the geographic distribution of the funds?*
The grants will be made purely on a competitive basis.
- Q: Are any portion of internships or independent study courses allowable expenditures (i.e., travel, materials, etc.)?*
Yes, if they are part of the community service project proposed to be funded.

Assurances

- Q: How and from whom should assurances come that no paid employees are being displaced in a project asking for funds?*
Programs should consult with any local labor organization performing work similar to that which participants will perform.

SUBTITLE C: CONSERVATION AND YOUTH SERVICE CORPS

Eligibility

- Q: Can local corps proposals be part of the State application?*
Yes.
- Q: If a local school system wants to run a corps program, would it apply for a Serve-America or a corps subgrant from the State?*
It could apply for both, but double funding of programs is not allowed.
- Q: Can an institution of higher education apply for American Conservation and Youth Corps grants?*
Yes, if it is a public or nonprofit institution. It must apply to the State if the State is applying under Subtitle C.
- Q: Can programs be school-based?*
Yes.
- Q: If a State declines to apply, can a State-level conservation corps apply independently?*
Yes.
- Q: If Indian Tribes choose not to apply directly to the Commission for Subtitle C funds, could they be considered local applicants and receive a grant from the State?*
Yes.
- Q: Could a corps program eligible for funds under Subtitle C also be eligible for funds under Subtitle D?*
Yes.

Application

- Q: Should the State application indicate which local corps applicants would receive funding under the State grant program for corps?*
It is not required; States need only indicate the process they will use to determine which programs to fund and add a general description of the types of programs they intend to fund.
- Q: Can the winning local applicants be chosen after Act monies for State grant programs are received?*
Yes.
- Q: Can the State application include proposals for more than one State level corps?*
Yes.

- Q: *Do you need information on State agency staff and or program directors in the application?*
For State-operated corps, background on the leadership will help the "quality" of the application.
- Q: *Are there any additional guidelines or issues that apply to a program involving foster care adolescents?*
No.

Funding/Budget

- Q: *What is the maximum grant to a State under the corps program?*
For programs that meet the criteria for "leader" programs, the anticipated range for full-time programs is \$1 million to \$2 million; for summer-only from \$500,000 to \$1 million. For programs that meet the criteria for "capacity-building" programs the range for full-time programs is \$500,000 to \$1 million; for summer-only \$100,000 to \$500,000. For programs that have potential but do not yet meet the highest standards, seed grants are available for full-time programs from \$100,000 to \$500,000; for summer-only \$25,000 to \$100,000. These figures are an approximation. There may be exceptions that fall outside these ranges.
- Q: *Does the small number of projects to be funded and the dollar amount estimated for each make it difficult for smaller States to receive funding?*
All proposals will be judged competitively. Smaller States will not be at a disadvantage. There is no set limit on the amount a State or local applicant can request, but \$2 million is the suggested maximum.
- Q: *How many grants will be awarded?*
The number of grants will depend on the quality of applications.
- Q: *If a State successfully receives stop-gap funding from private sources to begin a summer corps (in addition to the matching funds requirement) can funds received from the Commission be used to reimburse those funders?*
Yes, as long as the funds are being used to refund post-award expenditures.
- Q: *Will funds be distributed in time for 1992 summer corps activities?*
The Commission is aiming for notification to corps programs by the beginning of June, but we cannot promise an exact date for distribution of funds since this is the Commission's first year of grantmaking.
- Q: *Can full-time, year-round programs have a part-time component supported out of funds from the Commission?*
Yes.
- Q: *Will planning grants be awarded under Subtitle C?*
No.
- Q: *What is considered a reasonable portion of the State grant that is to be set aside to assist local corps programs within the State?*
The Commission declined to set a fixed percentage of funds that must be used for substate grants. The Commission anticipates that circumstances will vary from State to State depending on the cost of the State-operated program, the number of qualified local applicants within the State, and the amount of the award to the State.
- Q: *If we propose four different programs, will the Commission fund all four or award a flat amount to be divided? Or will just one program get funded?*
The Commission will determine which of the programs are appropriate for funding and the amounts they will receive.

- Q: *Might the Commission support a State that believes new programs are not needed but that wants to expand existing programs?*
Yes.
- Q: *On the budget page in the application it says to list salaries and wages – is this to include corps member stipends?*
Yes, the living allowance and benefits should be included as program costs in the budget.
- Q: *Should we complete an estimated budget for three years even if we are only applying for one year of funding?*
No.
- Q: *Is the amount of funding per State based on number of State-operated corps programs?*
There is no pre-set amount for States. All corps programs are funded competitively.
- Q: *The Act encourages corps programs to provide health insurance but none of them can afford it. Can corps use Subtitle C money to provide health insurance for ALL participants in their corps, not just those covered by the grant?*
Corps may use a portion of their funds for health insurance but the grant would not fund health insurance exclusively.
- Q: *Are “leader” programs just new programs?*
No, programs that qualify as “leader” programs may be either new programs or existing programs which meet the criteria. In fact, it is more likely that an existing program will meet the criteria.

Program

- Q: *Our State could easily emphasize conservation or human service, or both equally, in a new Statewide corps program. Are there any guidelines for the mix of conservation and service to be funded?*
The number of conservation corps and youth service corps to be funded will vary by State; however, the Commission is required to fund an equal number of each type of program across the entire country.
- Q: *Can a full-time program carry out a combination of conservation and youth service activities?*
Yes.
- Q: *What constitutes an activity under Subtitle C?*
An activity is defined narrowly. If a participant does construction work at one site and then at another site, it would be considered two different activities. Similarly, if a participant does clerical work at a homeless shelter and then serves food at the same shelter, it would be considered two different activities.
- Q: *In a State where no local corps yet exist, can the State conservation corps provide the service of its own crews to local sites in lieu of launching a subgrant program to support new local corps?*
Yes.
- Q: *Can corps worksites be located at nursing homes or hospitals that might be organized for profit, if these are the only work sites of this type in small communities?*
Assistance for profit-making organizations is prohibited.
- Q: *If a housing rehabilitation project and corps decide to offer exterior painting for privately owned low-income and elderly homeowners, does this qualify as service delivery?*
Yes.
- Q: *Is there an advantage to starting a new corps over expanding an existing one?*
No, not if the organization applying has a track record administering related programs.

- Q:** *What is meant by full-time service in the youth corps?*
There is no minimum hour requirement, but in general we expect programs to run more than part time.
- Q:** *Could a part-time (9-20 hours per week) year-round peer leader program with a stipend for engaging youth in their community to serve other youth qualify for Subtitle C funds?*
Yes.
- Q:** *How long must a summer program last?*
From two weeks up to three months.
- Q:** *What is the relationship between special corps members and the joint projects with senior citizens' organizations?*
Under the Youth Corps program, senior citizens may be involved in three ways, at the discretion of the grantee. First, they may serve as Special Corps Members, as provided for in §2503.21(c). As Special Corps Members, they will be subject to the same requirements and receive the same benefits as regular corps members. Second, they may serve as mentors for youth participants through a joint project between a youth corps and senior citizens organizations, as provided for in §2503.23. Third, they may serve as non-participant volunteers.

Participants

- Q:** *Under Subtitle C, can year-round corps members be full-time students?*
Yes.
- Q:** *Can a year-round corps program be school-based and include some individuals still enrolled in high school?*
Yes, but you must make sure that students do not drop out of school to join a corps program.
- Q:** *Is there a specific age group that should be targeted for Youth Service Corps programs?*
At the time of enrollment, participants can be ages 16-24 for a full year program and ages 15-21 for a summer program.
- Q:** *Can corps include adjudicated/court-referred youth service?*
Yes, but if that is the only group from which corps members are recruited, it would probably not be very diverse.
- Q:** *Are programs that combine out of school youth/drop outs with in-school youth on the verge of dropping out okay?*
Yes.
- Q:** *Should the makeup of my corps roughly reflect the community it is serving?*
Not necessarily.
- Q:** *How narrowly should we interpret "community?" For example, is my community simply the inner city or my city boundaries, or the metropolitan area?*
The interpretation of community is up to the applicant.
- Q:** *Do youth have to be operating in "crews" or are one-on-one projects acceptable?*
As long as a team of youth corps participants performs some program activities together, even if they do not work jointly on a service project, they are considered a "crew."
- Q:** *Must applicants use a certain portion of funds to target economically disadvantaged youth?*
No specific portion is included in the regulations. However, the Commission expects applicants to use a reasonable amount for this purpose.

Stipends and Other Benefits

- Q: Please clarify what is meant by "living allowances."*
Each participant shall receive a living allowance of not more than 100% of the poverty line for a family of two. Program agencies have the flexibility to establish the amount of the living allowance. Please see the regulations (§2503.25) for a detailed explanation.
- Q: Are living allowances/stipends for youth excluded from income eligibility if their families are on AFDC?*
No.
- Q: What is the maximum amount available from the Commission for post-service benefits?*
Equal to \$100 a week or a maximum of \$5000 - whichever is less.
- Q: If the State has established lower post-service benefits than recommended by the Commission, must they be higher for those participants funded with Commission funds?*
No.
- Q: Can summer corps pay living allowances?*
Yes, the weekly living allowance can be up to the poverty level for a family of two, pro-rated (the same restriction that applies to year-round corps).
- Q: Must summer corps programs provide a post-service benefit under Subtitle C?*
Yes, even if it is just a small benefit.
- Q: Should we pro-rate the year-end post-service benefit for summer programs?*
Yes. It may be up to \$100 per week.
- Q: Can federal money be used to pay crew leaders, if crew leaders are paid 10% higher than the poverty rate for a family of 2?*
No. The additional 10% would have to come from non-federal sources.
- Q: Are participants entitled to post-service benefits even if they do not achieve program standards?*
No.
- Q: Why don't special senior service corps members receive post-service benefits?*
They are prohibited from receiving them by statute.
- Q: Are there any tax exemptions for post-service benefits and living allowances?*
No.

Timeline

- Q: When will States be given an indication as to whether or not they will receive funding?*
The Commission hopes that funding notification will come during June 1992.
- Q: Should money be requested now to plan and operate a youth corps in summer 1993?*
Yes, this may be done.
- Q: Does the Commission have a preference for funding summer instead of year-round programs?*
No.
- Q: Can we apply for three years of funding for a summer program?*
Yes.

Non-Federal Match and Indirect Costs

- Q: Does the non-federal match have to be new funds or can existing funds be applied as the match?*
Existing non-federal funding for the program can be used.
- Q: Can the time of adult volunteers be used as the State's match?*
Yes, so long as the adult is a non-participant volunteer assisting with operation of the program. The fair market value of their services should be used to value that volunteer's contribution.
- Q: Our State will propose 4 programs. Must each program have a 25% minimum match or just the overall State proposal for Subtitle C?*
The overall grant to the State must be matched. The State may pass on the matching requirement to the local applicants.
- Q: Are JTPA funds allowable for matching funds?*
No, they are federal funds.

Administrative/Legal

- Q: Are corps members considered federal employees?*
No.
- Q: Who decides the "youth unemployment rate?" How binding will this be?*
The Department of Labor provides these figures, and they are binding.
- Q: Who is covered under the Tort Claims Act?*
If the Commission funds a corps operated by a federal agency, the participants in that corps are covered. Other participants are not.
- Q: Are corps programs required to use the JTPA certification process?*
No.

SUBTITLE D: NATIONAL AND COMMUNITY SERVICE

Application

- Q: Are National Service Demonstration programs to be only 1 year, or do we submit up to three-year plans?*
Submit a three-year plan.
- Q: In the context of a State application, would a Subtitle D program design be more competitive if it coordinated with programs under other subtitles?*
There is no yes or no answer to the question. It would depend on specific program design and circumstances. In general, the Commission encourages links between various kinds of community service programs, whether funded by the Commission or not. However, not every Subtitle D program will necessarily benefit by such links.
- Q: Could a model program from several tribes be considered?*
Yes.
- Q: Can a State submit multiple program models that complement one another as national models?*
Yes.

Q: *Can the State identify a community-based model for national service and develop an application with that group?*
Yes.

Q: *Can we submit a proposal 1/2 for full-time and 1/2 for part-time participants?*
Yes.

Funding/Budget

Q: *Can the State apply for a three-year grant and assume available funds will increase for expansion within the State?*

The Commission anticipates funding programs for three years, assuming sufficient Congressional appropriations and good performance by the program operators. Some programs may require no more than three years for testing, while others may take longer.

Q: *How many grants will be made under Subtitle D?*

The Commission anticipates making four to eight grants under Subtitle D – though the actual number will depend on the quality of applications and the funding required by the most promising programs.

Q: *If a State proposal is only partially funded, will the Commission recommend which particular section will be funded?*

The Commission will resolve any such issues on a case-by-case basis.

Q: *Is a Request for Proposals (RFP) process for subgrants to local organizations appropriate for Subtitle D?*

The Commission does not require States to make subgrants, but they may do so, and they may use an RFP.

Q: *Is the Commission giving priority to funding Subtitle D programs that serve youth or engage youth?*

The Commission is interested in funding youth-related programs, but it may fund some without a focus on youth.

Q: *Our State has a dynamite idea for a Subtitle D program, but we're in a tight budget squeeze. Can we get a waiver on the matching requirements for Subtitle D post-service benefits?*

The requirement may be reduced as specified in the regulations under §2504.10.

Q: *We have an idea that would require compensating participants at a rate higher than the federal funds cover. Can we use the difference to cover part or all of our matching requirement?*

Yes, if it is from nonfederal sources.

Q: *Can existing programs get funding under Subtitle D, or is this Subtitle for new programs to be created?*

The Commission will consider the extent to which a proposed program builds on existing programs, but the Act calls for the "the creation" of programs, so there must be important new elements.

Q: *If a State applies for a larger grant than the Commission is willing to fund, will the State be knocked out of the competition, or will the Commission consider funding the proposal for a lesser amount?*

The Commission would consider the substantive merit of the proposal and then determine the amount it would award to the grantee.

Q: *Elsewhere in the grant applications there is a 5% administrative cap and a 10% capacity-building cap--do they also apply under Subtitle D even though they are not mentioned?*

The 5% administrative cap applies but the 10% capacity-building cap does not apply.

- Q: *Can multi-state organizations apply for Subtitle D funds?*
Yes.
- Q: *Is there a provision for planning grants under Subtitle D?*
No.
- Q: *Is the match requirement waived for Special Senior Service Participants, especially since there is no post-service benefit?*
Yes.
- Q: *If a comparison study were done between participants living outside their home community and those living at home, how much funding could be applied to housing those outside their local communities?*
The Commission has defined no limitation, but the applicant ought to consider the cost and value of this expenditure compared with others.

Program

- Q: *What is the Commission's idea of "large-scale?" How many participants do they envision?*
The programs funded are supposed to test models for "a large-scale national service program" involving thousands of people nationwide. Chances are good that the programs funded will only involve a few hundred participants, of course.
- Q: *Are you asking volunteers to make a three-year commitment, or can we replace volunteers over the three-year model?*
For full-time programs, participants may be replaced each year. For part-time programs, participants are expected to make a three-year commitment for part-time programs. Dropouts might be replaced, depending on program design. Volunteer (non-participant) time is not covered under Commission regulations.
- Q: *Must full-time participants be enrolled a minimum of 52 weeks one year, or can they operate on a nine month school year?*
Programs should operate during the full year, excluding vacation time, which may occur during the summer.
- Q: *Must the State directly operate the program?*
No.
- Q: *What does the three-week training session entail? Should it be included in the budget? Who will run and pay for it?*
The Commission will work out the details on the training session with successful applicants. You do not need to include it in the budget.
- Q: *What is the difference between replication and duplication of program effort?*
Replication is the recreation of a model program. Duplication is the creation of a service program that performs functions previously performed by paid workers.
- Q: *Is the emphasis in the program on training or on the individuals to be served? Should training be career oriented?*
The programs should have significant positive impacts both on the participants and on the people served. The Commission has not yet defined any specific training content. See §2504.14 of the regulations for broad requirements regarding content.

Participants

- Q: *Can the focus be specifically on disabled participants?*
Yes.
- Q: *Can Youthbuild be included?*
Yes.
- Q: *Can college students participate or qualify as "part-time" participants?*
Yes, but employed people must receive priority.
- Q: *Can an existing State employee be assigned to work on national and community service areas if that person's previous position is filled by a paid staff replacement funded by the State?*
Yes. This would not violate the non-displacement requirement.
- Q: *What mix of full-time, part-time and special senior service participants is the Commission looking for?*
At least 25 percent of programs must include all three types of participants. Other programs may have only part-time or only full-time participants.

Benefits

- Q: *Please provide details about post-service benefits. Must the State provide them if a participant has been dismissed? Do benefits reflect participant performance? For how many years after service can graduates draw on their benefits? Can they be tuition waivers?*
The full post-service benefit is to be provided to all participants who complete the period of service satisfactorily. The State may limit the number of years after service that the benefits may be claimed, and it may provide them in the form of tuition waivers. The State may provide prorated benefits to participants released from service for compelling personal circumstances, but is not obliged to provide post-service benefits to drop-outs.
- Q: *Please provide clear guidelines regarding how long post-service benefits are to be held for participants and in what manner benefits are to be distributed. Are they given directly to the participant, or directly to the post-secondary institution chosen by participant?*
Each State must resolve these issues.
- Q: *A post-service benefit for a part-time participant is paid when? For example, could the \$2,000 benefit earned after year one of a three year commitment for a part-timer be paid at the end of the first year?*
Yes.
- Q: *Can a State limit the post-service benefit to tuition grants?*
Yes.
- Q: *Can stipends/living allowances be provided under Subtitle D funds? §2504.12 of the regulations seems to say that participants can get a living allowance under Subtitle D. Is this the case? Can stipends be provided?*
Yes, stipends in the form of living allowances can be provided for full-time participants and full- and part-time senior service participants.
- Q: *Is a State required to have the match committed for post-service benefits before it submits the proposal?*
No.
- Q: *Can we pay living allowances to part-time participants under Subtitle D?*
No.

Timeline

- Q: Are the part-time programs limited to the summer months or can they be organized as 9 hours per week/ 4 Saturdays per month, etc.?*
Part-time programs are not limited to summer months. Programs may structure service hours in various ways to achieve the 9-hour-per-week average.
- Q: If part of the purpose of Subtitle D programs is to leverage other resources, why don't we count other federal funds as part of our match?*
It is not permissible according to the statute.

Replicability and Sustainability

- Q: How will results/successes/failures be communicated to other participants and potential participants?*
The Commission has a statutory responsibility to evaluate and report on the effectiveness of Subtitle D programs. The strategy for accomplishing this task has not been decided.
- Q: Can replication within the State be built into the application?*
Yes.
- Q: Is sustainability as important in Part D as the other parts?*
Yes.

SUBTITLE E

- Q: Which three of the five programs mentioned under Subtitle E (demonstration projects for rural youth, employer-based retiree volunteer programs, governors' innovative service programs, Peace Corps/Vista training program, and Foster Grandparent/Head Start) will be funded?*
This has not yet been decided. The Board will discuss this subtitle at the March Board meeting and may make a decision in May.

INDIAN TRIBES

Application

- Q: Do Indian tribes apply directly to the Commission or through a State agency?*
They can do either or both.
- Q: Can Indian Tribes be included in the State Comprehensive Plan? Or do they need to develop their own Comprehensive Plans?*
Indian Tribes may apply directly to the Commission or to the State (if the State applies). Indian Tribes do not have to develop a Comprehensive Plan, nor must they be included in a State plan.
- Q: Do tribes apply for each program separately or is there one application for all?*
Indian Tribes should submit a consolidated application, just as States do.

- Q: *If a tribe doesn't apply for Serve-America but the State does apply, can a tribe-operated school apply?*
The school could apply to the State for funding.
- Q: *Do Indian tribes need 501(c)(3) tax status?*
No.
- Q: *Our non-profit organization serves several Indian Tribes in California. We have letters of support from all of them. Can we apply directly for funding?*
No. The Indian Tribes themselves must apply directly for funding.
- Q: *What demographic data will be required in the application?*
The same data as from States and local applicants.
- Q: *In evaluating Subtitle C proposals, will you use the tribe's youth unemployment rate for young people instead of the State's figure?*
The Commission will use the Indian Tribe's unemployment rate or a proxy provided by the Bureau of Labor Statistics.

Funding/Budget

- Q: *Please explain the 1% set-aside. Is this relevant to each of the four areas of funding? Are Indian Tribes included in the State allotment or is there a separate fund? Is it a restricted amount?*
Please see the beginning questions of the Serve-America section. Funds are specifically reserved for Indian Tribes only under Serve-America and Subtitle C.
- Q: *Some tribes apply indirect cost rates to Federal programs. Because tribes can apply as a State, what recognition is given to indirect cost. Can a tribe (State) apply indirect cost?*
Indirect costs may count as a match under certain circumstances. Matching contributions must be directly related to the proposed project. General indirect costs may not be considered matching contributions unless they are pro-rated among the Commission-funded program and other programs covered by general indirect costs.

STATE PROPOSAL AND COMPREHENSIVE STATE PLAN

State Lead Agency

- Q: *Does each agency have to sign off on assurances or just the State Lead Agency?*
Only the lead agency signs off on the assurances (by signing the application).
- Q: *Who appointed the lead agencies?*
State governors.
- Q: *Within a State, will lead agencies compete against each other for funds?*
Only one agency, designated by the Governor, may apply to the Commission for funding on behalf of the State. The lead agency, however, may allocate funds among several agencies. States receiving operating grants will develop their own grant-making process.

State Advisory Committee

- Q: Is the State Advisory Committee a condition of funding? When must it be in place?*
A State Advisory Committee is not mandatory. Other methods for ensuring broad-based input into the Comprehensive State Plan can be used.
- Q: Is there any minimum composition for the membership on a State Advisory Committee?*
There is none required by the Commission, although the regulations include a recommended composition. See §2500.4(c) of the regulations. Each State must decide how best to get knowledgeable input from a diversity of people.
- Q: What does the Commission mean by broad-based? Diverse? Must advisory boards include youth?*
Broad-based means diverse according to the economic backgrounds, ages, race, ethnicity, ability, gender and political affiliation of individuals. It also means diverse according to the type of organizations represented.

Comprehensive State Plan

- Q: Will the Commission fund development of the Comprehensive State Plan?*
No, although a State may use planning funds under Serve-America to complete development of its Serve-America plan.
- Q: How does a not-for-profit organization in a State find out about the Comprehensive State Plan in that State?*
Contact the State Lead Agency. The Commission has the list.
- Q: Will the Comprehensive State Plan be looked at in total?*
Yes.
- Q: Does the narrative in each Subtitle need to discuss the State planning process or is it enough to be included in the State plan?*
Each Subtitle does not need a section describing the State planning process.
- Q: Do States have to know which programs within the State they will fund when they submit their comprehensive state proposal?*
States do not have to know which programs they will fund when they submit the proposal. However, the State must ensure that local applicants will be funded according to the provisions of the Act. When the State receives an award from the Commission to conduct a grant program, the State may define the contents and procedures for local applicants to follow when they intend to operate a project with a State grant. The State does not have to issue a formal request for proposals, but should solicit applications from an eligible, broad-based, group of public and private nonprofit organizations.
- Q: How is the coordination of programs within the State to be demonstrated? What programs does the Commission expect to be coordinated?*
The Commission hopes that States will find ways to stimulate increasing community service in many areas, and that complementary activities be planned and carried out in a coordinated way. Programs that may be coordinated include volunteer and community service programs, job training, education, childcare, and other human service programs.
- Q: Is the State required to involve a broad-based group as advisors or decision-makers?*
As advisors and as applicants, in the case of Serve-America or Youth Corps.

Application

- Q:** *If a State's application is rejected in whole or in part, will it get a chance to revise and resubmit its application? For instance, if a State applies for an operating grant in Serve-America – and should really have applied for planning – will it be given a second chance?*
The Commission might award a planning grant to a State that has applied for an operating grant, but States will not get a chance to revise and resubmit applications.
- Q:** *May a State change or amend its "letter of intent to apply" after the letter has been submitted to the Commission?*
No. If it has declared that it will not apply, it cannot decide to apply later. If a State has declared its intent to apply and does not follow through, local applicants may still apply for Commission funds, but they will not receive an extension of the deadline.
- Q:** *Should the "criteria" listed in the application be part of the State's criteria for assessing local applications for funds?*
Yes. If the State is planning a subgranting process, the State should explain how it will carry this out according to the criteria listed in the application and the regulations.
- Q:** *Can States provide draft Requests for Proposals as appendices?*
Draft RFPs are not required in the application but are certainly permitted. To limit the length of the application, a description of the process should be included in the narrative, not in an appendix.
- Q:** *"Innovation" and "new" are sometimes relative to the geographic area in question. If a program model is untested and untried in State X, but has worked in State Y will the Commission consider it "innovative" in State X?*
Yes. The Commission would also be interested if the program uses an innovative method of adapting/replicating the program.
- Q:** *Can a State apply to run a grant program for campus-based service targeted to a specific State need (e.g., K-12 school reform)?*
Yes, in partnership with at least one higher ed institution.
- Q:** *What does a State lose if it doesn't apply?*
Under Subtitle B, Part 1, there is no disadvantage to States that do not apply this year because they may still qualify for their formula allocation next year. However, under the other subtitles, a State's funding prospects for the next year may be diminished because the bulk of the Commission's second-year funds will first fund the continuation of projects. The remainder will go to new projects.

Funding/Budget

- Q:** *If a program has already been successful in several communities, is it eligible for continuation funding or is it better to apply for new program funding?*
In general, the Commission will not be providing funds to continue existing programs at existing levels. It may fund programs that expand or replicate established programs or innovate in important ways. Proposals will be judged by the criteria.
- Q:** *Can local organizations get funding or should we do everything possible to encourage our State to adopt our proposal as a State proposal?*
For every program other than Higher Education, it is better to go through the State.
- Q:** *How much will be available for the second year of grants?*
It depends on Congressional appropriations.

- Q: *Can States receive funds for leadership programs and developmental programs or just under one of these sections? Also, are the amounts allotted under these sections fixed or can they increase?*
A State may receive just one grant under each subtitle. It might receive a leader program grant under one and a development grant under another. The amounts are not fixed..
- Q: *Will an effort be made to fund programs in every State whether or not the State itself applies?*
For Serve-America, yes. For the other Subtitles, no.
- Q: *How do you intend to disburse funds to the States?*
With a letter of credit.
- Q: *Can the State Lead Agency that is preparing the Statewide plan receive any administration dollars if they are not actually operating any program?*
The State Lead Agency may use administration funds in order to make pass-through grants to other State agencies and to local applicants. However, the five percent may only be taken once at the State level; therefore, if the State Lead Agency takes 5% of the grant for administrative expenditures, no other State agency can fund administrative costs with Commission funds.
- Q: *Will the State Lead Agency be the central fiscal agent to distribute funds?*
Yes.
- Q: *If a State cut its funding for a program during the previous fiscal year, can the program receive funding from the Commission this year?*
Programs must meet the supplementation requirement found in §2506.2 of the regulations.
- Q: *How can we find out the total amount of funds our States can expect to receive?*
The allotments for Subtitle B, Part I (Serve-America) are by formula (see the Serve-America section of these questions). The other subtitles are awarded competitively, so there is no set amount a State can receive.
- Q: *What constitutes a State operating a program directly?*
A program that is run directly by a State agency or under contract to the State.

Planning Grants

- Q: *Please describe further the plan-to-plan option for States.*
It must be a specific blueprint, indicating major activities, how high-quality, diverse inputs will be obtained, and reasonable timetables for completion of the Comprehensive State Plan.
- Q: *Are States that submit a plan to plan at any disadvantage for doing so?*
It depends on quality of effort – a really good plan to plan would be better than a poor Comprehensive State Plan.

Subtitle C

- Q: *The Act says that funds must be given to an equal number of urban and rural areas. Does this mean rural and urban States?*
The Act requires that equitable treatment be given to rural and urban areas, so this will depend on the rural/urban distribution within the State. Equal numbers of these programs are not required.

- Q: Given the Commission's intent to fund summer corps programs and the need to collect information on participants, how soon does the Commission plan to issue its reporting requirements?*
The Commission intends to issue initial data reporting requirements prior to the awarding of grants, but they will probably be modified later, once the Commission has been able to engage a specialist evaluation organization and consult with grantees.

Timeline

- Q: Should the State's comprehensive plan cover a period of three years, even though we're only applying for a one-year grant?*
This decision is up to the State.
- Q: Given that planning grants are for a one-year period, what shall be the enabling factor to allow for second-year implementation?*
The program must meet the requirements for an operating grant, and adequate Congressional appropriations to the Commission must be available.
- Q: Is it mandatory that States apply for three years?*
No.
- Q: Will the Commission end in three years?*
No. We expect the Commission to continue indefinitely, but that depends on Congressional reauthorization.

Non-Federal Match Requirement

- Q: If a State currently provides grants for college education to low income students, can it be used as the State's match or a post secondary school benefit?*
If the scholarship funds are targeted specifically for participants in the program, then it would count as a match. However, if the scholarship is awarded to all low income students regardless of their participation in the program, it does not qualify as a match..
- Q: If a program is largely supported by corporate contributions, would the Commission require those corporations to contribute the same amount in subsequent program years in order not to avoid jeopardizing future Commission funding in years 2 and 3 ?*
No. Federal funds cannot supplant other public dollars, but there is no restriction on supplanting private funds.
- Q: Does the funding for living allowances, insurance, child care, etc., require a State match?*
No. The match under Subtitle D is required only for post-service benefits.

ADMINISTRATIVE QUESTIONS

Timeline

- Q:** *What is the grant year?*
The grant year is defined as one year from the receipt of Commission funds.
- Q:** *Will grantees be allowed to carry over funds from one fiscal year to the next?*
FY92 funds can be carried over to FY93, although the Commission does not expect this to be necessary.
- Q:** *In the area of non-supplementation, the draft application asks for the amount spent in the State in the "previous year." How are you defining previous year?*
Normally, the State's fiscal year that ended immediately prior to the grant, or the one currently underway.
- Q:** *During what time frame does the non-federal "match" need to be provided? Does evidence of the match need to be provided prior to receipt of grant funds, or at time of application?*
Evidence of the matching funds does not have to be provided at the time of application, but it must be provided at some time during the grant year.
- Q:** *Is there a deadline when all monies must be spent?*
By September 30, 1993.
- Q:** *How long must the program continue after development?*
There is no set time, but sustainability is an essential element for selection.

Administrative and Indirect Costs

- Q:** *Please give examples of Administrative costs.*
Examples of administrative costs include: costs associated with overall program administration; salaries and benefits for director and administrative staff of existing organizations that sponsor a funded program; and insurance that protects the grantee (e.g., liability insurance). Non-administrative (direct service) costs include: costs relating to service delivery (services that directly benefit participants); salaries and benefits of staff who train, place, and supervise such participants; costs of providing living allowances and usual in-service education and training for participants; insurance that benefits participants; and evaluation of the program as required by the terms and conditions of the grant. Of course, particular costs charged to the proposed program might be pro-rated (with documentation) between direct services and administration. If personnel, equipment, or other resources are shared between the proposed program and programs not funded by the Commission, the costs must be pro-rated.
- Q:** *Does the State have to use its 5% administrative funds to fund the grievance process?*
The State may use both administrative funds within the administrative cap, and its matching funds, but it may not use direct service delivery funds.
- Q:** *Does the 5% administration cost cap apply to total project costs (or, for States, to the entire amount the State may receive)?*
The 5% administrative cap applies to all funds received from the Commission.
- Q:** *Are evaluation costs considered as program costs or as administrative costs?*
Program costs.
- Q:** *The Northern Mariana Islands are exempt from matching requirements up to \$200,000. If we use this exemption for this program, will it be held against us by the Commission in evaluation of our proposal?*
No.

Matching Funds

- Q: *Please clarify matching requirements.*
The match required is on the total cost of a project, including administration costs. The matching funds cannot come from other acquired federal funds. "In-kind" funds are acceptable. In-kind funds could be donated office space, corporate grants, donated time of non-participant volunteers, etc., but may not include the donated time of participants. Indirect expenditures may also be used for the match, as long as they are pro-rated appropriately.
- Q: *Are matching fund requirements calculated only on Commission funds or total federal funds?*
Total federal funds.
- Q: *If a State applies under any program, can the match come from the State? Can the State require the match in its subgranting process?*
The State can fund the match with non-federal funds and/or it can ask local applicants to provide a match in the subgranting process.
- Q: *Can participants' registration fees be used for a portion of the agency's program matching grant funds? (For example, if students pay a registration fee to attend an event which furnishes them with a service opportunity.)*
Yes.
- Q: *Do matching funds have to be new money?*
Matching funds may be in cash or in-kind, from public or private non-federal sources. They need not be new dollars. However, applicants should be aware that Commission funding must supplement, not supplant, public funding for any funded program.
- Q: *The Commission has recommended using non-federal funds to meet costs not allowable under those programs with federal funds. If a cost is not allowable with Commission funds, could it still be used to meet a matching requirement?*
Yes.
- Q: *Can a State and local revenue system for youth service and youth development be used as a match for all Subtitles of the Act?*
Any State or local funds that are budgeted as part of program costs may be used as a match.
- Q: *Can existing funds for the programs be used as the match if the Commission's grant is intended for program expansion?*
Yes.

Employment

- Q: *Are full-time participants employees or private contractors of State/federal government?*
They are not considered federal employees; participants in State programs may or may not be employees of the State, depending on State law.
- Q: *What is the rationale behind contacting the labor organization "each" time participants are placed? Could the local organizations sign off on an annual work plan?*
Yes. Congress included this requirement, just as they included the nondisplacement provision, to prevent volunteers from displacing people from paid jobs.
- Q: *What are our obligations to provide reasonable accommodations under the Act as it pertains to compliance with the Americans with Disabilities Act? If we do not comply will our federal funding be cut?*
Yes, grantees are required to comply with all federal laws.

- Q: *Please explain why the minimum wage law applies to "volunteers" in a corps program. Wages and volunteerism are contradictory.*
Corps members are participants and they receive pay in the form of living allowances, therefore they may be covered by minimum wage laws. Non-participant volunteers receive no living allowances and would not, of course, be covered by minimum wage laws.

Insurance and Liability

- Q: *Are workers' compensation and liability insurance required?*
State law controls whether or not workers' compensation and/or liability insurance are required.
- Q: *To what degree is student liability an issue with respect to students' providing services on behalf of a social or community service organization, and should provisions be made in the application for student liability insurance coverage in case of accidents?*
The liability issue is left to the grantee. Grantees may use program funds for insurance, and this use should be reflected in the budget.

Grievance Procedures

- Q: *Do the regulations require that States establish a grievance procedure before they apply for a grant?*
No, not until they receive a grant.

Accountability and Oversight

- Q: *Please comment on the audit requirements and/or fiscal accountability for in-kind matching portions of project costs.*
Recipients are required to keep documentation regarding the value of services in case they are audited. Further detail is provided in the Uniform Administrative Requirements.
- Q: *What kind of record keeping and data collection will be required of grantees?*
Uniform Administrative Requirements will be available by the time grants are issued, which will list the record-keeping and data collection requirements.
- Q: *The Act consistently maintains eligibility by private not for profit organizations and most involve "partnership" with local schools. Does OMB circular A-102 apply?*
Yes.

NARRATIVE SUPPLEMENT TO THE APPLICATION MATERIALS

A SUMMARY OF THE TALKS AT THE TECHNICAL ASSISTANCE MEETINGS

INTRODUCTION

This packet has been prepared to help applicants better understand the grants process and the programs under which the Commission is making grants. The following descriptions are a synthesis of the materials covered at the Commission's Technical Assistance Meetings, held in Washington, Dallas, and San Francisco at the end of January.

Most of the questions an applicant might have are answered either in this description or in the application materials themselves; nonetheless, the Commission understands that each situation is different and that new questions will arise. The Commission welcomes the opportunity to go over any areas about which an applicant might have further questions. However, Commission staff are few, so we urge the applicant to review this packet, the application materials, and the regulations covering the grants process (45 CFR Chapter XXV) before calling or writing to us.

OPENING MESSAGE FROM THE EXECUTIVE DIRECTOR

Our country is in a serious situation, and the talents of all of our citizens are needed. If we aren't part of the solution we are part of the problem.

Fortunately, we have a historic opportunity to try new approaches. The National and Community Service Act represents a chance for all of us to be creative and to support those great people in the country who are weaving community service into the fabric of their lives. This is our chance to do it on a national scale.

We are here to help those of you on the front line make that vision a reality.

The Commission is committed to doing the best job it can in making sure that we aid quality programs and that the funds distributed will have the largest impact. I know that many of you have had a lot of experience with Federal grants, and we will welcome your suggestions on how we can do a better job. This is our *first year* and if, after going through the process, you have ideas on how we can improve, please do not hesitate to let us know. We will listen.

PURPOSES AND GOALS OF THE NATIONAL AND COMMUNITY SERVICE ACT

1. Renew the ethic of civic responsibility in the United States
2. Encourage citizens, regardless of age, income, or ability, to engage in full-time or part-time service to the nation
3. Involve youth in programs that will benefit the nation and improve their own lives
4. Enable young adults to make a sustained commitment to service by removing barriers created by high education costs, loan indebtedness, and the cost of housing
5. Build on the network of existing Federal, State, and local programs and agencies to expand full-time and part-time service opportunities for all citizens, particularly youth and older Americans
6. Involve participants in activities that would not otherwise be performed by paid workers
7. Generate additional volunteer service hours to help meet human, educational, environmental, and public safety needs, particularly those relating to poverty
8. Encourage institutions to volunteer their resources and energies and encourage service among their members, employees, and affiliates
9. Identify successful and promising community service initiatives and disseminate information about them
10. Discover and encourage new leaders, especially youth leaders, and develop individuals and institutions that demonstrate that a successful life includes serving others.

STRATEGIES

To reach these goals, the Commission has embarked on three major strategies:

Establish Models

Find and support on-going successful new promising programs and provide a framework for the dissemination of good ideas on service programs.

Support People and Build Infrastructure

Recognize and support the talented people on the front line, whether they are teachers in the classroom, coordinators of State wide efforts, senior citizen volunteers, youth corps directors, or student leaders of college programs.

Build Coalitions

Forge links among States, grass-roots organizations, local governmental agencies, and Federal agencies. Connect with those interested in education reform and youth development.

PROGRAM OVERVIEW

This year \$73 million is available to the Commission. All but \$5.5 million is allocated by law to make grants under and evaluate our four major programs. The remaining \$5.5 million may be used for the five small demonstration programs authorized under Subtitle E, and for activities such as training, technical assistance, and clearinghouses. Subtitle E is not discussed in this information packet and the applications may not be used to apply for Subtitle E funds. The Commission will announce information about that subtitle later in the year.

The four major programs were designed by Congress to create a continuum of service both by age – involving everyone from kindergartners to senior citizens – and by time commitment – from a few hours a week to full time for a year or more.

There will be 5 types of applications – one for States, one for Indian Tribes, one for applicants (other than States) for the higher education program, and 2 for local applicants (in States that do not apply for these funds) for the Serve-America and Conservation and Youth Service Corps programs. Because integrated, comprehensive service strategies will best lead to a coordinated approach to service, the Commission is focusing on States as the major organizer and distributor of funds. Thus for most programs, States will be awarded the lion's share of

funding. States will then redistribute these funds to local programs on a competitive basis according to criteria set forth by the Commission. This distribution plan is more fully developed through an introduction to the four programs, which are:

Serve-America

This program provides \$16.9 million for school- or community-sponsored programs to involve school-age youth in service or to bring adult volunteers into schools. States must have notified the Commission by February 3, 1992, if they intend to apply for this program. If a State receives a grant, it will be required to use 85 percent of funds to make grants to local applicants within the State. The remaining 15 percent will be used for administration and planning at the State level. If a State does not apply, eligible local applicants – which generally will be partnerships of local educational agencies and nonprofit community organizations – may apply directly to the Commission for funding. Indian Tribes, which by statute are defined as those Native American groups officially recognized by the U.S. Government, may apply for these funds directly from the Commission and have no notification requirement. Other Native American groups may apply to the State in which they are located as local applicants. Officially designated Indian Tribes that do not wish to apply directly to the Commission may apply as local applicants to the State(s) in which they are located.

Higher Education Innovative Projects for Community Service

This program provides \$5.6 million for campus-based student community service projects or teacher training in service-learning methods. Institutions of higher education, consortia of these institutions, and consortia of higher ed institutions and public or private nonprofit organizations may apply. States, Indian Tribes, and other groups may apply for these funds only in consortium with institutions of higher education. The lead applicant need not be the institution of higher education. There is no requirement that applicants notify the Commission about their intention to apply.

American Conservation and Youth Service Corps Programs.

This program provides \$22.5 million to create or expand year-round or summer youth corps, through which teenagers and young adults serve and receive job and skill training, living allowances, and scholarships. States must have notified the Commission by February 3, 1992, if they intend to apply for this program. Indian Tribes need not notify the Commission of their intention to apply. States (but not Indian Tribes) will be required to use a reasonable portion of funds to support at least one local program within the State. If a State does not apply for funds, then public or private nonprofit organizations within that State may apply directly to the Commission.

National and Community Service Program

This program provides \$22.5 million to test models of possible national service programs that engage people 17 and older in full-time or part-time service. They receive education or housing benefits when they fulfill their service commitments. These programs will be heavily evaluated. States and Indian Tribes may apply directly to the Commission. Local applicants are not eligible to apply for these funds but may be part of a State-sponsored project.

GENERAL INFORMATION FOR ALL PROGRAMS**The Four Essential Elements of Every Program**

No matter what the program, applicants should assure that their projects or programs focus on these four areas:

Quality

- a) **Program:** The program will offer valuable services in the communities where they are needed most, and where programs do not exist or where existing volunteer service programs are too limited to meet community needs. It will provide productive, meaningful, educational experiences for participants which incorporate service-learning methods and involve the participants in the design and operation of the program. It will involve individuals from diverse backgrounds (including economically disadvantaged youth), who will serve together and explore the root causes of community problems.
- b) **Leadership and Management:** The principal leaders of the program are well qualified for their responsibilities. The program has sound plans and processes for recruitment, training, supervision, participant support, evaluation, administration and other key activities.

Quality of programs will given the most weight in evaluating applications. The following elements will be given approximately equal weight.

Innovation

The programs will advance knowledge about how to do effective community service in a way that will be widely applicable beyond the original site.

Replicability

The program can be replicated and is designed in a way that permits transfer of valuable approaches to other programs.

Sustainability

The program enjoys strong, broad-based community support and shows evidence of financial resources available to continue the program once Commission funding has ended.

How the Commission Will Categorize Program Applications for Funding

Because our resources are limited, the Commission needs to invest strategically in programs that will best meet the objective of supporting a national service movement. Therefore, it expects to invest funds in programs that fall into one of these very general categories:

- **Leader programs** are well-developed and could be a resource to others and could be expanded into a large-scale model with a large grant. The four essential elements above will be in full evidence in such programs.
- **Capacity-building programs** are sound and established, and some might develop into leader programs.
- **Developmental programs** are just getting started, show promise, and could use a small "seed" grant to get established.

Grant Process Timetable

February 3, 1992: States must have notified the Commission of their intention to apply for funding under Serve-America or American Conservation and Youth Service Corps programs.

March 23, 1992: Applications are due to the Commission for all programs.

Exactly when grants will be awarded is not yet known, but the Commission hopes to distribute funds by June. Because this is the first funding cycle for the Commission, factors not yet foreseen may delay funding. The Commission will make every effort to prioritize grants by urgency so that, for instance, a summer youth corps program can receive funding in time for its program.

Length of Grants

This year, it is expected that the Commission will award grants for one year. State applications and proposals for the higher education program may include three-year plans; funding may be renewed if the grantee makes satisfactory progress and the Commission receives sufficient appropriated funds.

Matching Grants and Other Sources of Funding

Every program that the Commission funds must provide matching grants from non-Federal funds. Specific matching grant percentages are found in the applications under the appropriate section program section.

The Commission encourages applicants to explore other funding opportunities, both public and private. By securing a variety of funding sources, programs are more likely to continue if one source of funding is cut off. In addition, combining different sources of funding helps States and organizations to better leverage all of those funds.

Serve-America programs might look to parent-teacher organizations, school-business partnerships, funds for activities through State drug-free school dollars, and State general education or magnet school funding. Institutions of higher education might look to alumni groups. Conservation Corps could tap into job training funds. Local, regional, and national foundations provide funding for many types of programs.

Proposal Narrative

Because of the similarities in program design, the required narrative statements for the four programs contain many similar elements. They include:

Expected Impacts

- “Meaningful” service to be performed and how it benefits the community
- Benefits for participants, both tangible (such as a scholarship or GED training) and intangible (such as development of leadership skills)
- Numbers (The number of participants and other volunteers who will become involved in service through the program; the number of participants who have not previously been involved in service; the number of hours they will serve; etc.)
- Who and where (Who the participants and volunteers are: What are their demographic characteristics? Will the service be performed in communities that have great needs but limited resources?)

Program design

- Recruitment plan (How will a diverse group that includes the economically disadvantaged be recruited?)
- Involvement of participants and others from the community in the design of the program (including any local advisory committee)
- Training and supervision of participants and volunteers
- Reflection (How will participants learn from their service experiences?)

Evaluation

- Key evaluation questions to be answered
- Types of data to be collected and analysis to be performed
- Ways the program will be a useful model for others

More on Evaluation

There are two types of evaluation that will be conducted under this program:

- Evaluation by the Commission to be done by independent evaluation specialists
- Evaluation by grantees of their own programs

Information about evaluation can be found in the applications, and there will be more detailed guidelines by March. The Commission regards evaluation as critical both to improving programs by learning what works best, and to showing that these programs are worthy of continued Federal support or expansion.

STATE PLANNING

The legislation is designed to promote a coordinated State approach. The Commission hopes to see many individuals and organizations involved in planning at the State level. It hopes to see linkages between the various programs proposed to be funded, and it hopes to see new collaborations as a result. The Commission expects that that specific program proposals will be part of an OVERALL STRATEGY to allow more people to become involved in service.

Therefore, there are several requirements that apply to States, but not to other applicants. These are:

- **A Consolidated Application.** States must submit under a single cover an application that covers all of the major grant programs for which they want to receive funds. Because each program proposal will be evaluated against other State and local proposals for that program, it is possible that a State will not receive funds for all programs for which it applies.
- **A Designated Lead Agency** to administer and receive the grant. Any entity legally able to receive Federal funds can be selected by the governor -- the lead agency does not have to administer any of the programs. It may simply pass through the funds to other agencies or organizations.
- **A Comprehensive State Plan**, which includes information about the proposed programs and the State's overall strategy for expanding commitment to service. The plan will be taken into consideration along with the specific program proposals. In response to comments, the Commission has added a "plan to plan" option for States that are not far enough along to complete a plan before March. In lieu of the fully developed plan, the State can submit a description of efforts that have already been undertaken and those that will be conducted over the next year, including a timetable for completion of the Comprehensive State Plan.

States are required to solicit broad-based and local input in developing their proposals in a bipartisan or nonpartisan manner. State advisory boards are one option. However, if a State chooses, it may use an existing board or other methods, such as public hearings to involve a broad-based group in planning.

The Comprehensive Service Plan

The Commission's desired goal is to increase the likelihood of creative, inventive, collaborative expansion and development of the field by requiring States to submit their applications for funding in the context of a Comprehensive Service Plan.

Approach the issue in an effective, non-bureaucratic fashion. If you could be the service czar in your State, what would you like to see happen – regardless of what level of support you may or may not get out of the Act? What do you already have going for you and how can you strengthen, expand, improve, and influence others? Who has resources they can bring to the table? How can you create win/win partnerships that minimize turf battles? How can you get people to move outside of their bureaucratic boxes to work together for the greater good?

States' Approach So Far

Many States initiated their planning and constituency building process with a one- or two-day open invitational meeting. These have involved anywhere from 35 to 150 people. The Commission encourages lead agency representatives to consider such meetings or even an eleventh hour early March series of open forums or hearings around your State. After holding meetings with public agencies, non-profit and community-based organizations, and youth, a draft State Plan can be drawn up.

If a State feels that it is unrealistic to develop a Comprehensive Service Plan in the short time before proposals are due, it can still come up with a creative strategy for developing a timetable for developing a comprehensive plan. States can involve all the key constituencies: schools, colleges, public and private community agencies, religious and foundation communities, corporations, unions, legislators, and representatives of groups that will benefit from service, especially young people themselves.

Use the challenge of the Comprehensive Service Plan to find and elevate the leaders and social entrepreneurs in your State. Be creative in developing a broad-based infrastructure and identify the best and most promising models your State has to offer.

Creativity

It is critical to explore creative uses of existing funds. States can follow one another's lead in redirecting resources to support their service strategies. For example, some States may devote an increasing share of their summer youth employment funds to support local youth corps, or dedicate community development block grant funds to urban housing renovation by young people, or program their drug prevention and education funds to positive peer counseling and peer education approaches.

SERVE-AMERICA

Through Serve-America we have the unique opportunity to successfully address many of our nation's concerns regarding improving education for all young people and strengthening relationships between schools and communities. It will also provide opportunities for instilling and in many cases renewing values of responsible citizenship. Adults have a responsibility to assure that our children and youth develop into responsible, caring, contributing citizens of not only this diverse society but of the world. The programs supported through Serve-America, and other sections of this Act, can help to meet that responsibility.

Because almost all States have declared their intention to apply for Serve-America funds, this section will focus primarily on States' obligations and strategies for developing proposals. Local applicants, who almost exclusively will apply to their States for Serve-America funding, will nevertheless find this section helpful in understanding the overall process and the types of programs to be funded.

Funding

Approximately \$16.9 million is available this year to support the Serve-America program. The District of Columbia, Puerto Rico, and States submitting successful applications can receive grants according to a statutory formula based on the Department of Education's Chapter 1 Basic Grant formula and the number of school-age children in a State. If a State does not apply, local applicants will compete for that State's share of funds. Indian Tribes and extra-State territories such as Guam and Palau are reserved not more than 1 percent of the total funds, though they may receive more if any State's allocation is not granted. The specific criteria for funding programs are discussed at length in the applications.

Planning and Distribution of Funds

The State proposal for Serve-America programs should be part of the State's Comprehensive Service plan.

The State Education Agency (SEA) is responsible for the development and administration of the State plan for school-aged programs. Locals will then apply to the SEA for operating grants. If a State chooses not to apply for a grant, locals may apply directly to the Commission for grants.

Types of Grants

A State or Indian Tribe may apply for two general categories of grants:

Planning grants

A State that is not ready to design or implement a full-scale Serve-America program might consider applying for a planning grant. In addition, States that are rejected for operating grant funds may be awarded funds for a Planning Grant. States planning to apply for Planning Grants should be aware that the maximum they can receive is 25 percent of their formula allotment. (In addition, if a State applies for a Planning Grant, local organizations within the State will be precluded from applying to the Commission for the current year.

Activities under planning include:

- Providing pre-service and in-service training for teachers and supervisors
- Developing service-learning curricula, including age-appropriate learning components for service-learning
- Assisting schools and communities in forming local partnerships
- Establishing effective outreach and dissemination of information
- Devising appropriate methods for research and evaluation of programs

Operating grants

Operating Grants to States must be redistributed to programs in the State and/or to State-level planning functions according to certain percentages, as follows:

- | | |
|--|---------------------------|
| • Planning Activities | No more than 10% of funds |
| • School-Based Service-Learning Programs | No less than 60% of funds |
| • Community-Based Programs for Out-of-School Youth | No less than 15% of funds |
| • Adult Volunteers in Schools | No more than 10% of funds |
| • Administration | No more than 5% of funds |

School-Based Service-Learning Programs

States may apply for the creation and/or expansion of School-based service-learning programs. Service-learning is a method of teaching and learning that engages students in community service projects where they can apply academic concepts, develop and practice decision-making and critical thinking skills while addressing service needs in their community. Through this instructional method they learn the practical application of academic subjects and learn about themselves and how to care about others. Reflection is an essential element of service-learning.

Service-learning can be part of a specific course or can be integrated school-wide using service themes to support different units of academic study. For example, a course in American government or civics could include service projects focused on assisting new immigrants in the community. Activities for students might include tutoring in English as a second language or American history and government. Students could thus learn the importance of literacy in being able to participate effectively in a democracy, as well as the fundamentals of American government.

An example of a service theme that might be integrated into the curriculum on a school-wide bases is homeless and hunger. Using an interdisciplinary approach, students and teachers could decide to serve a meal at a homeless or soup kitchen in the community. The academic activities might include:

- Language Arts: Students could write individual or group letters to obtain the resources needed to first write to the shelter or soup kitchen volunteering their services.
- Math: Students could figure out how much food would be needed to serve one meal and what it costs. (And they could prepare and serve the meal, comparing their estimates with the actual experience.)
- Science or health: The students and teacher could discuss the different kinds of food needed each day for good proper nutrition. Or they could study the importance of plants in feeding and clothing people and keeping healthy. Or they could study the effects of global warming on the plants and their implications for the production of food.
- Social Studies: Students could Investigate the economic factors that have led to increased poverty and homelessness in the last ten years in their community and across the country. Part of this activity could include writing to Federal and State agencies for statistics on unemployment and housing.

In the early elementary grades students can become buddies to peers in special education or ESL classes. Both types of children learn about the diversity of people that make up their school and community. Reflecting on the experience by describing it to another class or to a friend by letter could also strengthen writing, composition, and presentation skills.

Community-Based Programs for Out-of-School and Dropout Youth

These programs could be operated by youth organizations. A community-based organization could operate a community service program for dropout youth based on a youth corps concept. Programs should involve youth in meaningful and valued service in the community and provide some kind of tutorial service, basic life skills workshops, and/or preparation for the GED.

Adult Volunteers In School

The fourth type of program involves adult volunteers in schools, or partnerships of schools and public or private organizations, to improve education of at-risk youth, school dropouts, and out-of-school youth. A partnership could design a mentoring program that included a community-service component. Adult mentors and youth could organize special community service activities that include community members, parents, teachers, and businesses.

HIGHER EDUCATION INNOVATIVE PROJECTS

There are hundreds of programs in higher education institutions involving thousands of students doing community service. Some of these programs have effectively integrated principles of service learning whereby, among other things, students are encouraged to reflect on service and to learn about the underlying causes of a problem. To serve soup to the homeless is wonderful, but students must be encouraged to ask why there are so many homeless and what can be done to prevent and solve the problem (and what specifically they can do to help).

Funding

There is \$5.6 million available for grants under Higher Education Innovative Projects. Grants are expected to range from \$25,000 to \$250,000 per institution, with even larger grants made to consortia. The largest grants will be made to programs that best meet the criteria of quality, innovation, replicability, and sustainability and agree to help other programs.

Institutions of higher education are eligible to apply directly to the Commission for funds. We are also allowing consortia of these institutions to apply: two or more institutions might apply jointly; we are also allowing consortia to be put together with nonprofit and public institutions, including States. Although States have no special status in applying for funds, we urge applicants to consult with their State and to integrate their service programs into the State's Comprehensive Service Plan.

Eligible Programs

The commission has authority to make grants in six areas:

- Enabling the institution to create or expand community service activities for students attending that institution;
- Encouraging student-initiated and student-designed community service projects;
- Facilitating the integration of community service into academic curricula, so that students can obtain credit for their community service activities;
- Encouraging students to participate in community service activities that will engender a sense of social responsibility and commitment to the community;
- Encouraging students to assist in the teaching of individuals with limited basic skills or an inability to read and write; and to provide for the training of teachers, prospective teachers, related education personnel, and community leaders; and
- Training teachers and community leaders in how to organize school- and community-based service activities.

There are other ways that colleges and universities can help in building the community service movement, which is one reason the Commission has encouraged those of you preparing State plans to reach out to the higher education field. Institutions can help in areas such as evaluation, and in designing programs that create partnerships with elementary and secondary schools.

AMERICAN CONSERVATION AND YOUTH SERVICE CORPS

The Commission believes that corps programs are a proven means for providing meaningful service experiences and education opportunities for young people. Since the Civilian Conservation Corps of the 1930's, corps have been tackling unmet conservation, social, and community needs. Today, corps are building nature trails, organizing and running recycling programs, rehabilitating low-income housing, running after school programs for pre-schoolers and elementary school children, teaching children how to read, organizing activities for senior citizens, and much more. There is clear, documented evidence of the substantial value that corps offer communities, States, and our country.

The Commission will allocate \$22.5 million to create new full-time conservation and youth service corps and to expand existing corps. This includes both full-time year-round programs that are 6 months or longer and summer programs that operate for three months. Full-time means at least 30 hours per week of work and educational activities.

Distribution of Funds

In general, funds available for this program will be granted by States, which in turn will provide subgrants to State and local corps. Local applicants will therefore apply to their States for funding. In those States that do not apply for funds, local applicants may apply directly to the Commission. All funds will be granted on a competitive basis, so no State or local corps is assured of funding. Specific criteria for funding are covered in the applications, but all applicants should also focus on the four major elements: quality, innovation, replicability, and sustainability.

States may use the funds either to fund local corps or to fund State-run corps and local corps. In all cases, States must allocate a "reasonable" portion of the funds to local corps. The Commission has intentionally left this portion vague, but a State's funding strategy will be a major consideration for the Commission in assessing applications. States wishing to run their own corps and fund local corps must fill out both narrative portions of the State version of the Corps application.

Corps Diversity

In designing programs, applicants should pay particular attention to the backgrounds of participants to be recruited for the program. A diverse group should include both males and females, participants from many racial, ethnic, and economic backgrounds, and disabled participants.

Benefits and Participants

Participants receive certain tangible and intangible benefits for serving in conservation and service corps. These benefits are outlined in detail in the applications and regulations.

In addition to in-service education and training, participants receive a living allowance of up to the poverty level for a family of two and a post-service education and training benefit worth up to \$100 per week of service or \$5,000 per year, whichever is less. The living allowances should be established by program agencies at a level that will enable participants from low-income families to participate, taking into account the cost of living in the area, the age of participants, whether the program is year-round or summer, and the number of hours the participant is serving.

The living allowance may be reduced if participants receive room and board from the program; technically, the living allowance should be paid into an account from which the costs of the room and board are paid. The post-service benefit could also take different forms: the corps program could arrange for a tuition reduction at universities within the State, provide scholarships, or pay in cash. However, the program will be required to state in the application its plan for ensuring that the post-service benefits are used solely for education. ^{and training} ~~The benefits may be broken if the additional living allowance or post-service benefit is supported with funds from non-Federal sources.~~

Program agencies are encouraged to use Federal funds to provide additional benefits such as health insurance and child care.

Coordination With Other Organizations

Program agencies are required to coordinate their projects with related Federal, State, local, and private activities. This could be accomplished through a local advisory board or a series of meetings with representatives of appropriate organization and programs, such as JTPA or other job training and placement programs, child care, community colleges, schools, and youth organizations.

Limitation on Placement

Participants may only be enrolled for 24 months. They may perform a specific activity for no more than six months. The term "specific activity" will be defined narrowly. For example, doing the same type of work in two different locations or doing different work at the same location would all be considered different specific activities.

Federal Employee Status

Except in two narrow circumstances, participants will not be considered employees of the Federal Government and therefore will not be subject to the laws governing Federal employment. The two exceptions are:

- For purposed of compensation for work-related injury, and
- For purposes of the Tort Claim Act, but only if the program agency is an agency of the Federal government.

The Tort Claims Act immunizes Federal employees from liability for negligence when they are engaged in their official duties. However, it will not apply to participants in programs operated by State or local government, or in private non-profit organizations, regardless of the fact that they receive Federal

funds. Therefore, most program agencies should arrange to have liability insurance that covers participants. It is possible that the Commission will try to arrange group liability and group health insurance for all funded programs, if sufficient interest is shown.

Roles for Senior Citizens

In addition to serving as special corps members – who receive the same benefits and are subject to the same requirements as regular corps members – senior citizens may be involved in corps programs as volunteers or through a joint project between corps and a senior citizens' organization. Up to two percent of funds may be used for this purpose. Seniors could make an important contribution to the program – working alongside corps member on a service project, serving as mentors, tutors, or supervisors, or as a liaison to other seniors and senior organizations that could use the services of the corps.

NATIONAL AND COMMUNITY SERVICE PROJECTS

The central purpose of Subtitle D programs is to encourage and test programs that can “serve as an effective model for a large-scale national service program.”

Critical Requirements

First, every one must be a plausible model for a large-scale national service program. It cannot simply be a valuable program in a particular State or locality, nor can it be dependent for success on small scale. It must have great promise of being a nationally relevant “leader program.”

Second, every program must be designed in a way that allows for drawing clear lessons – for testing specific characteristics of possible national service models, for conducting systematic evaluation, and for demonstrating replicable approaches.

In view of all this, the Commission will concentrate the funds appropriated for Subtitle D on relatively few programs – the very best applications it receives– in order to ensure sufficient resources for adequate tests of the programs receiving grants. Tentatively, it anticipates funding 4 to 8 programs, which would mean grants for individual programs in the range of \$1 million to \$7 million.

Range of Programs

The Commission seeks a wide range of program proposals. The Act requires that funded program be diverse geographically, including both urban and rural States. Some of the programs may include only full-time participants and others only part-time participants, but at least one-fourth must include both, as well as special senior participants.

One State might propose an outstanding program on the corps model, whereas a second might propose an equally good one that places all participants with local public and private organizations that make community service participants an important part of their delivery systems. A third state may propose a promising program that involves medical professionals in a health corps, involves some post-secondary youth in innovative kinds of service with the frail elderly, and offers a variety of individual placement opportunities to still other participants.

Some States may see valuable ways to use participants in their program to ^{support}~~leverage~~ other community service activities such as service-learning in the public schools, or use of short-term or intermittent volunteers in other service institutions. Other States may propose to get greatest impact by having all of their participants work together – possibly in a single area such as literacy or early childhood education, or possibly in several areas.

Eligibility and Designated Program Focus

Only States and Indian Tribes are eligible to apply for funding, although they can enlist other government and private organizations in their programs. Participants are to engage in service to meet unmet needs in the areas of education, the environment, public safety, or other human services, especially those relating to poverty.

Participants

Three kinds of participants may be enrolled in a program:

- Full-time participants will engage in activities of the program at least 40 hours a week for one to two years (excluding vacation and holidays).
- Part-time participants will serve an average of 9 hours a week for three years. (Incidentally, in recruiting part-time participants, programs should give priority to people who are employed.)
- Special senior participants must be at least 60 and may serve full- or part-time, for any length of time.

Also, Subtitle D – unlike the other Subtitles – is not restricted to youth, so the Commission might consider funding one or two programs that are not focused on youth. This might make sense especially for part-time programs.

Participant Benefits

In return for service, participants are to receive some tangible and intangible benefits:

Full-time participants

A full-time participant is to receive a living allowance worth up to the poverty line for a family of two, as well as a post-service benefit worth \$5000 per year of service. This benefit may be used for a variety of post-secondary educational expenses. (Half of the benefit is to be funded by the Commission, from the grant that the Commission provides, and the other half by the State or other public and private sources. You should be aware that a variety of private sources, including national and community foundations and business corporations, may be interested in contributing to such valuable tests.) Full-time participants must also receive in-service education that will enable them to obtain high school diplomas, if they have not yet received them.

Part-time participants

A part-time participant receives no living allowance from Commission funds but is to receive a post-service benefit worth \$2000 per year of service – half from the Commission funds and half from State or other non-Federal funds. Again, the post-service benefit may be used for expenses of post-secondary education; for the part-time participants, they may also be used for down-payment and closing costs for a first home.

Special senior service participants

Special senior service participants are ineligible for post-service benefits. However, they may receive living allowances, even if they serve only part-time. The allowance is to be pro-rated based on the number of hours they serve.

The Act and regulations define specific training requirements and require each program to provide participants with opportunities to reflect on their experience.

Participant Diversity

The Act calls for “an ethnically and economically diverse group of participants,” including economically and educationally disadvantaged individuals, college-bound youth, individuals with disabilities, youth in foster care who are becoming too old for foster care, and employed individuals. Part-time programs are required to give

preference to people who are employed and to enroll people who have completed higher education and have valuable special training and skills – for example, doctors and nurses, lawyers and teachers, and engineers and members of skilled trades.

Examples of What the Commission Would Like to Learn

Participants

What kinds of community service opportunities attract various kinds of participants (for example, the economically disadvantaged? people with post-secondary and advanced degrees?) Are participants net additions to the ranks of service participants in their communities or are they just doing different service than they would be doing otherwise?

Program activities

What kinds of productive work can various kinds of service participants do? What placement, supervision, and other program arrangements have the greatest productivity? What program arrangements have the greatest influence on the value of participant services? On participant satisfaction and learning?

Impacts on participants

In what ways does participant behavior change – for example, impacts on job and education choices or on occurrence of behavior problems? How about their attitudes and values – for example, their self-esteem, their commitment to service, their career interests, their capacity for empathy with people different from themselves?>

Impacts on the community

Are the services provided effective at meeting community needs? Are they cost-effective? Are the organizations in which the participants work changed in some useful way? Has anything significant happened in the community as a whole as a result of the existence of the program and the work of the participants?



The Commission
on
National and Community Service

Facsimile Transmission

The National Press Building, Suite 452
529 14th Street, NW
Washington, D.C. 20045
Phone: (202) 724-0600
Fax: (202) 724-0608

Please deliver to: *Shirley*

Organization:

Fax Number:

Phone Number:

From: *Catherine*

Date: *9-30*

We are transmitting a total of 3 pages, including this cover page.

Re:

Please Note: The information contained in the facsimile message is privileged and confidential, and is intended only for the use of the individual named above and others who have been specifically authorized to receive it. If you are not the intended recipient, you are hereby notified that any dissemination, distribution, or copying of this communication is strictly prohibited. If you have received this communication in error, or if any problems occur with the transmission, please notify us immediately at the telephone number above.

Message:

Shirley:

*This is draft timeline - we
are meeting Fri am 9:30 - 11:00
to discuss / change it +
the process for doing applications.
You (or Garry) are welcome -*

Catherine

REGULATIONS AND APPLICATIONS DEVELOPMENT TIMELINE

DATE	STATE REGS/TA	PROGRAM REGS/APPS
By Sept. 28		First drafts completed Policy questions identified
By Oct. 4	Draft regs to Terry	Individuals work as assigned Meet to resolve policy questions
By Oct. 5		Meeting on applications(9:30) (determine process)
By Oct.6-7		Meeting on regs.
By Oct. 8	State regs to OMB	
By Oct 10	Identify TA team members Identify TA meeting sites	
By Oct. 11		Draft regs to Terry
By Oct. 14		Draft applications ready
By Oct. 15	TA resource materials outlined	
By Oct. 22	OMB approval received Forward regs to CFR	Draft regs/apps to OMB
By Oct. 31	Interim Final Regs in CFR State NOFA in CFR	
By	TA resource materials ready	
By Nov. 5	SEE TA TIMELINE FOR TA DATES/TASKS/CONTENT	OMB approval received Forward regs to CFR
By Nov. 20	State TA meetings held	
By Nov. 15		Proposed regs in CFR
NOV - DEC		COMMENT PERIOD
by Dec. 15		Identify TA meeting sites
By Dec. 31		TA resource materials outlined
By Jan. 10		Final regs in CFR
By February 15		Program TA meetings held

Assumptions:

1. President will make special request to OMB for two week turnaround
2. It will take about ten days from the time we forward the regs for publication in the Federal register before they can appear.



The Commission on National and Community Service

Facsimile Transmission

The National Press Building, Suite 452

529 14th Street, NW
Washington, D.C. 20045
Phone: (202) 724-0600
Fax: (202) 724-0608

Please deliver to: EXECUTIVE COMMITTEE:

- TOM EHRLICH
- FRANCES HESSELDEN
- REATH CLARK KING
- SHIRLEY SAGAWA

Organization: CNCS

Phone: —

Fax: —

From: CATHERINE MILTON
CLARA SHIN

Date: SEPT 24, '93

We are transmitting a total of 11 pages, including this cover page.

Re: DCAI GRANT COMPETITION FUNDING RECOMMENDATION

Please Note: The information contained in this facsimile message is privileged and confidential, and is intended only for the use of the individual named above and others who have been specifically authorized to receive it. If you are not the intended recipient, you are hereby notified that any dissemination, distribution, or copying of this communication is strictly prohibited. If you have received this communication in error, or if any problems occur with the transmission, please notify us immediately at the telephone number above.

Message:

MEMORANDUM

September 21, 1993

To: Executive Committee

From: Catherine Milton and Clara Shin^{cs}

Subject: Defense Conversion Assistance Program Grant Competition
Funding recommendations

As you know, the Commission has completed the peer review, staff review, and program discussions with project directors of the highly ranked applications for the Community Service - Defense Conversion Assistance Program (CS-DCAP) funds. We received 81 applications. The review process was particularly detailed, more so than usual, because this program breaks new ground by linking community service with issues related to military downsizing. The primary objectives of the peer review were to: (1) appraise each application; (2) provide program development recommendations for the recommended finalists; and (3) formulate questions for the discussions with project directors of the grant competition finalists as approved by the Commission Board. The review meeting extended from September 7-10, 1993.

On September 11, 1993, the Commission Board approved eight applications for further consideration, authorizing the Executive Committee to make final funding decisions. The eight programs selected as finalists were:

- Cities in Schools, Virginia;
- Washington Service Corps, Washington;
- Aroostook County Community Action Program, Maine;
- Greater Miami Service Corps, Florida;
- Marquette-Alger Intermediate School District, Michigan;
- Sacramento County Parks and Recreation Department, California;
- State of California, California Conservation Corps, California; and
- Trustees of Boston University, Massachusetts.

The project directors of these grant competition finalists came to Washington, DC for further program discussions. The purpose of the program discussions was to clarify issues raised during the review process concerning: (1) the proposed program; and (2) the applicant's organizational capacity to administer the proposed activities. Commission staff and peer reviewers participated in the program discussions. Applicants were asked to respond to specific issues in these general areas:

- The process used to identify economic and community needs
- The process used to identify the need for the proposed program activities
- The impact of the program on participants and the community, and the proposed ways to measure the impact
- The nature of partnerships and collaboration as relevant to the application
- The qualifications and background of the project's leadership
- The management structure
- The program design and activities
- The connection of the program to the effects of military down-sizing
- The recruitment, selection, training and supervision of participants/volunteers
- The relationship of budget figures to the program design and expected impact

Based on the peer review, staff review, and program discussions with the finalists, Commission staff is recommending four programs to the Executive Committee for funding. They are:

- Washington Service Corps, Washington;
- Greater Miami Service Corps, Florida;
- Sacramento County Parks & Recreation Department, California; and
- Aroostook County Community Action Project, Maine.

In general, these programs are located in areas that have been hardest hit by the defense downsizing. Three of the programs are responding to needs arising from base closures, and one is targeting the adverse effects of a navy shipyard downsizing. The service activities that are being proposed to respond to the identified needs are high quality, and each program involves displaced or retired military and civilian personnel, young people whose family members have been affected by the military cutbacks, and other area residents. Moreover, the leadership and management, as evidenced in the program discussions, represent many years of experience in administering service programs. The total recommended budget amount for the programs is \$6,750,000. For more specific information, a program description of each application recommended for funding is attached.

If you approve the four recommended applications for funding, we will have approximately \$2 million remaining. ACTION has submitted a concept paper to implement a VISTA/DoD Reinvestment program (see attached). We believe the program has merit and potential, although we will have to discuss structural issues with them over the next several weeks. In the meantime, we are recommending the funding of that effort for up to \$2 million, contingent on further discussion.

If you have any questions, do not hesitate to call. Please note that grant awards must be made by September 30, 1993. Thus, we are asking that you fax your vote

to the Commission by Friday, September 24 or Monday morning, September 27, and mail in your original signature. Thanks.

cc: Eli Segal

_____ Yes, I approve the recommended applications and the VISTA/DoD concept paper for funding.

_____ No, I do not approve the recommended applications or the VISTA/DoD concept paper for funding.

Signature

Sacramento County Parks & Recreation Department

Amount recommended: \$2,000,000 (revised budget coming)
Match amount: \$2,146,381
Stipended participants: 100
Non-stipended participants: 60+
Program duration: 10/93 - 10/95
Area affected: Sacramento County, California
Mather Air Force Base

Program Overview. Sacramento County Parks & Recreation Department, with the Sacramento Local Conservation Corps (SLCC), proposes to recruit and train young people to assist in converting 1440 acres of Mather Air Force Base (AFB) into a regional park. The land was conveyed to the County by DoD. Mather AFB, scheduled to close September 30, 1993, is the first base to close in North California and the second in the State. Since 1987, base employment will have dropped from approximately 7800 jobs to less than 70 jobs by 1994.

The conversion of the base into a regional park is an important component of the overall reuse plan for Mather AFB. The park will preserve and enhance critical natural resources. In addition, the coordination of environmental contamination remediation with development will result in significant costs savings to DoD, and in long term water conservation for the County.

Program participants will gain skills in resource protection, conservation, environmental restoration and remediation, and construction. Participants will be involved in: (1) service activities; (2) a comprehensive education program; (3) internship placements; and (4) long-term public/private sector job placement opportunities.

Military Involvement. The applicant will hire retired or displaced military and/or civilian personnel as program supervisors. Local retired military organizations will provide access to retired military personnel in the area. Additionally, half of the existing SLCC staff is comprised of former or retired military personnel. Moreover, SLCC will work in cooperation with DoD, the Air Force, and environmental regulatory agencies to implement the reuse plan.

Program Impact. The program will: (1) result in long-term environmental benefits for Sacramento County, including the restoration of natural resource land and wildlife conservation; (2) provide program participation opportunities for area youth and retired or displaced military or civilian personnel; (3) result in the development of a master plan for the entire park site; and (4) create socio-economic benefits including improved air quality due to the environmental restoration activities, and the enhancement of base and adjacent area property.

Aroostook County Community Action Program

Amount recommended: \$2,000,000 (revised budget coming)
Match amount: \$ 534,420
Stipended participants: 150
Non-stipended participants: 100+
Program duration: 10/93 - 3/95
Area affected: Aroostook County, Maine
Loring Air Force Base, Maine

Program Overview. The Aroostook County Community Action Program, using a model developed by the Maine Conservation Corps, proposes to develop a youth community service and volunteer program to sustain services that are currently provided with the assistance of Loring Air Force Base personnel. Loring AFB, currently being downsized, is scheduled to permanently close by September 1994. Loring AFB is the County's single largest employer.

Program activities, intended to assist in the transition away from defense dependency, will include: (1) building and construction; (2) conservation and ecology; and (3) social services. The building and construction component will involve training in occupational trades and renovation. Projects will include: (a) converting half of a high school into an elementary school as the school district will lose 85% of its enrollment once the base is closed, and (b) refurbishing a recreational facility as LAFB facilities will be closed. The conservation and ecology component will focus on converting 100 miles of abandoned railroad lines, on base property, into recreational trails to be used for cross-country skiing, hiking, and other activities. This reuse of base property is part of an effort to generate economic development in the area. The social service activities will focus on sustaining projects traditionally carried out by base personnel, including the Special Olympics, the Loring Winterama, and other community projects.

Program participants will be trained in such skills as: organization, volunteer recruitment, building construction, trail development and maintenance, and bridge construction. Participants will also be involved in leadership development training, career guidance workshops, and educational courses.

Military Involvement. The program was developed in conjunction with the Loring Readjustment Committee. The Committee assisted in identifying needs created by the base closure and formulating strategies to alleviate those needs. Additionally, Youth-CAP will recruit supervisors and mentors from the local retired military personnel organizations.

Program Impact. The proposed program will: (1) provide social services traditionally offered by Loring military personnel; (2) convert buildings to meet those needs resulting from the military cutbacks; and (3) result in the conversion of Loring AFB land into recreational use.

Washington Service Corps

Amount recommended:	\$2,000,000 (revised budget coming)
Match amount:	\$ 760,246
Stipended participants:	60
Non-stipended participants:	100+
Program duration:	10/93 - 9/94
Area affected:	Kitsap County, Washington Puget Sound Naval Shipyard

Program Overview. The Washington Service Corps will serve residents most directly affected by the downsizing of Puget Sound Naval Shipyard and the Naval Submarine Base, and employ 60 young people from families affected by the Shipyard layoffs and hiring freezes. DoD is the primary employer in Kitsap County, and Washington ranks third nationally for potential economic dislocation from reduced defense budgets. Service program components include: economic diversification, physical renovation, food/shelter services, crime and drug intervention, and domestic violence alleviation services.

The economic diversification component involves participants assisting the non-profit Economic Development Council to develop a business incubator program that will help displaced individuals open new businesses. The physical renovation component involves renovating areas vacated because of the Shipyard downsizing so as to appeal to new businesses. The other components respond to needs exacerbated by the increasing strain on human service agencies due to the layoffs. Participants, targeting children from families affected by the downsizing, will assist the County and the YMCA in school-based activities such as drug, crime, and gang intervention, tutoring, and recreation. They will also assist food banks and renovate emergency shelters. To respond to rising domestic violence rates, the YWCA will train participants to assist battered spouses and their families to procure needed services, and to conduct follow-up. Participants will also participate in education and skills training, cultural diversity training, team and leadership development, and career development.

Military Involvement. Program participants will be from families adversely affected by the military cutbacks. Additionally, program supervisors, participants, and program evaluators will be recruited from those individuals who are recently discharged or retired military or civilian personnel.

Program Impact. Program participants will: (1) employ 60 young people from families affected by the Shipyard layoffs; (2) assist 20 new businesses through the business incubator program; (3) remodel, landscape, and restore deteriorated facilities and parks in 5 locations; (4) renovate at least 10 emergency shelters, and assist 4 food banks with food collection and distribution; (5) assist in developing school-based activities for young people in families affected by the downsizing; and (6) assist families with domestic violence alleviation.

Greater Miami Service Corps

Amount recommended: \$750,000 (revised budget coming)
Match amount: \$227,833
Stipended participants: 20-40
Non-stipended participants: 20+
Program duration: 10/93 - 9/95
Area affected: Dade County, Florida
Homestead Air Force Base

Program Overview. The proposed program will involve young people who would have enrolled in a military program, or members of families impacted by the closure of Homestead Air Force Base in addressing needs created by military cutbacks. The needs to be addressed by the program include: (1) providing structured and meaningful work experiences for young adults who would have enrolled in a military program, and (2) preparing land on Homestead AFB for civilian use. Homestead AFB was South Dade's second largest basic industry. Annual expenditures supported 11,401 local jobs and an additional 2,701 off-base jobs. The 1993 closure process will continue into October and possibly through the end of the year.

Program participants will be involved in reuse projects on Homestead AFB. Activities will include beautification, renovation, reforestation, and aquatic weed/fish management. Corpsmembers will assist in building facilities for a community college and other organizations on Homestead AFB. Participants will also be involved in land feasibility studies. At the same time, participants will be involved in pre-employment internships and trade apprenticeships. The application also proposes to conduct a feasibility study for Greater Miami Corps residential facilities on Homestead AFB which staff is recommending not funding.

Military Involvement. Displaced or retired military or civilian personnel will participate in the program as team leaders, and will be recruited to provide mentoring, counseling, and support services to service teams. Additionally, program participants will be recruited from retired Homestead AFB families and reserves living in the affected area. Priority for positions will be given to those individuals previously employed by the base.

Program Impact. The proposed program will result in: (1) preparing identified land on Homestead AFB for civilian use; (2) providing service opportunities for those individuals affected by the closure of Homestead AFB; and (3) the provision of skills training and mentorship of program participants.

VISTA\DOD Reinvestment

Program Purpose: To assign VISTA volunteers to provide assistance and support services to military and civilian personnel and their families in communities impacted by DOD base closures. It is anticipated that a major negative impact of the defense downsizing will be limited services for many active duty personnel currently receiving assistance from military community and support centers. The military support centers provide guidance and assistance to personnel to prevent them from crossing the threshold into poverty. The hardship of transition will find many families in a poverty status. VISTA Volunteer assignments will also be developed to ease the burden of transition and to enable affected military and civilian personnel to enroll in a full-time volunteer service program.

Program Concept: A) To develop projects sponsored by non-profit organizations, such as veteran support groups, and public agencies, including Veterans' Administration hospitals, which focus on provision of support services to low-income veterans, and discharged civilians and their families. (This component has been developed in coordination with the Department of Veterans' Administration, Office of Volunteer Services.) B) To assist in establishing Jr. ROTC Career Academy programs within high schools in areas affected by downsizing which will provide training and career development opportunities for low-income youth. (This concept has been developed in coordination with the Office of the Assistant Secretary of the Army, Manpower and Reserve Affairs.)

A. Support Services The recent reduction in active duty military personnel with an anticipated increase of new veterans unable to find civilian employment and/or housing will place even greater demands on services currently provided by the Veterans Administration. It is anticipated that a substantial number of military personnel will, by virtue of leaving the military, become homeless and low-income.

Veteran's Administration outreach services and non-profit veteran support organizations and public agencies will use VISTA Volunteers as volunteer coordinators and resource mobilizers to expand and develop new support services. Two existing VISTA projects could serve as prototypes for the type of activities envisioned under the DOD Reinvestment initiative:

In Little Rock, Arkansas, the Veterans' Administration Medical Center VISTA project is assisting 250 homeless veterans to organize a committee of jobless/homeless veterans who will focus on identifying employment opportunities for homeless veterans, including those in domiciliary programs, as they prepare for independent living. VISTA Volunteers will form an alliance with existing job search services for purposes of referral and resource sharing.

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In Brooklyn, New York, VISTA Volunteers assigned to the Black Veterans for Social Justice, a private non-profit organization, enlist the support of community residents, churches, and the private sector to deal with the problems of sub-standard housing and homelessness facing veterans and their families. Activities include small business development, construction/renovation of homes and shelters, and relocation assistance.

Veterans' Administration outreach services and non-profit veteran support organizations could use VISTA Volunteers as volunteer coordinators and resource mobilizers to expand existing and develop new support systems. VISTA Volunteers could recruit retired military personnel to provide guidance and technical assistance on skills training, job development, and transitional family support services for military and civilian personnel in areas where actual base closings exist.

Military recruiting commands would assist in recruiting volunteers for VISTA service, including referrals of youth who are medically unqualified for military service.

B. JR. ROTC Career Academy:

The Office of the Assistant Secretary of the Army, has established a memorandum of agreement with "Cities In Schools, Inc.," a national non-profit organization to assist Department of Army military and civilian employees and their families in transition from Army service into local Cities In Schools programs sponsored by local Chambers of Commerce. Cities In Schools, Inc. (CIS), in operation since 1977, is the nation's largest non-profit dropout prevention program. The CIS network currently includes 69 independent local programs in 131 communities at 433 educational sites.

The national CIS organization is a public/private partnership supported by a variety of private businesses, foundations, and individuals as well as a number of Federal agencies. In prior years, CIS has been a VISTA sponsor utilizing VISTA Volunteers as resource mobilizers and volunteer coordinators in fulfilling their mission.

DOD Reinvestment funds could support VISTA Volunteers in partnership with the Department of Army and Cities In Schools to establish collaborative efforts between parents, teachers, students and business leaders. VISTA Volunteers would serve in supporting roles as volunteer coordinators, resource mobilizers, fund-raisers, planners, and coordinators of part-time volunteers and as program developers assisting the Department of the Army implementing its JR ROTC program. VISTA Volunteers would coordinate job search skills activities, skills training, individual assistance and counseling, and workshop and semi-

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through the Army Career and Alumni program.

Department of the Army agreement with CIS seeks to identify and encourage members leaving its civilian and military work force who, by training, experience, and educational background, represent candidates to become VISTA Volunteers.

In addition to candidates identified through military recruitment efforts, the VISTA program would provide its own national and local recruitment base for volunteers if needed.

The following grid provides suggested areas for VISTA Volunteer placements under the Support Services program concept based on discussions with ACTION State Offices, the Veterans' Administration, and the Department of Defense. It assumes placements in the range of 105-155 volunteers at an average cost in FY 94 of \$12,375, or a total of \$1.3 - \$1.9 million.

State & Location	Number of VSY's/cost	Sponsor Type	Programming Initiatives
	FY 94 average cost per VISTA Volunteer- \$12,375 (amounts will vary by location)	Non-profit organizations; VA hospitals; veterans volunteer groups; public agencies	Housing Employment Educ/training Support Groups Emer Serv, Job Dev & Re-training
Alabama	15-20		
California	20-40		
Georgia	10-15		
Mississippi	15-20		
Pennsylvania	15-20		
Texas	15-20		
Virginia	15-20		

Additionally, the DOD memorandum of agreement with Cities in Schools specifies a minimum of 23 sites. We project at least 3 VISTA placements per site, or a total of 75-100 volunteers. Using the \$12,375 cost factor, the CIS budget would range from \$930.0 to \$1.2 million.

The total cost of supporting both the Support Services and Cities in Schools initiatives would range from \$2.2 million to \$3.1 million.

SARLEY

FBI
- Susan

THE WHITE HOUSE
WASHINGTON

Dick -

Would you please
draft a response
for ETI? Thanks.

Susan



→ Dick Stanfenger
for draft/reply
e Shirley

**Department of Economic Development
State of Missouri**

Mel Carnahan
Governor

September 13, 1993

Joseph L. Driskill
Director

Eli Segal, Director of National Service
White House Office of National Service
The White House
Washington, DC 20500

Dear Mr. Segal:

The state of Missouri is applying to the Commission on National and Community Service for federal disaster relief to assist with the clean up of damage caused by the flooding of the Mississippi and Missouri Rivers and their tributaries. Any funds awarded through the Commission will be delivered locally through the Missouri Youth Service and Conservation Corps.

The Missouri request for funding is part of a multi-state application being prepared jointly to provide relief through the use of corps in the affected states of Missouri, Iowa, Kansas, Minnesota, and Wisconsin through the supplemental emergency allocation expected for Subtitle C of the National and Community Service Act of 1990. Through this application, each state is requesting an equitable distribution of the \$2 million allocated by Congress to the Commission.

This approach has been chosen under guidance from the National Association of Service and Conservation Corps (NASCC) to better ensure each participating state with the opportunity to receive some form of funding to provide service to communities and persons devastated by flooding.

However, while the concept of the joint application has merit provided it does improve each state's chances for some funding, it does not provide an equitable degree of relief to the states affected by the flooding. None of the states participating in the joint application have been as severely affected as Missouri.

To date, 85 of Missouri's 114 counties and the City of St. Louis have been declared as federal disaster areas by President Clinton. Preliminary estimates of the damage, and the labor necessary to provide assistance would require a minimum of 125 corps members to be integrated with existing relief efforts. A conservative estimate of necessary funding for these corps crews is \$1 million.



Mr. Eli Segal
September 13, 1993
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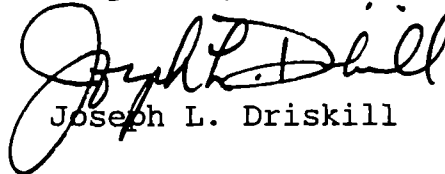
Only Iowa could be categorized as having received damage remotely similar as Missouri from the states participating in this coalition to receive supplemental Subtitle C funding. However, Iowa is seeking flood related assistance under Subtitle C for the second time, having been solicited by the Commission (along with Minnesota and Wisconsin) during the month of July 1993. From that process Iowa has received an initial Subtitle C award exceeding \$200,000.

Missouri's statewide corps was not contacted by either the Commission or NASCC regarding use of statutorily required reserve of Subtitle C funding for federal disaster relief. Only after contact was initiated by the Missouri Youth Service and Conservation Corps were our needs included in plans for the supplemental allocation.

The state of Missouri hopes plans for any supplemental allocation for disaster relief beyond the congressionally approved \$2 million through Subtitle C will include distribution of funding awards based upon the relative need of the applicant(s).

Thank you for your continued support of Missouri's effort to respond to the flooding of 1993.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Joseph L. Driskill". The signature is stylized with a large, looping initial "J" and a long, sweeping underline that extends across the name.

Joseph L. Driskill

DETERMINED TO BE AN
ADMINISTRATIVE MARKING

INITIALS: RLCR DATE: 01/03/13
2013-0124-S

CONFIDENTIAL-MEMO

*Shirley -
a pretty cautious
-late. Please keep
confidential
RA*

TO: RICHARD ALLEN

FROM: ELSA NEWMYER
DCJCC STUDENT COMMUNITY SERVICE COORDINATOR

SUBJECT: THE DISTRICT OF COLUMBIA JEWISH COMMUNITY CENTER'S
(DCJCC) PROBLEMS IN WORKING WITH THE DC SERVICE CORPS

DATE: APRIL 28, 1993

As you requested, I am writing this brief summary of my dealings with the D. C. Service Corps in order to highlight some of the issues that the National Service Program will have to deal in working with local agencies. I would like to say from the outset that, though I have been tremendously frustrated in my financial dealings with the Corps, I have been very impressed by the dedication of many of the young Corps members whom I have met.

In the Fall of 1992 I met with Ruby Anderson at the Commission on National and Community Service to learn about acquiring money for the DCJCC'S Student Community Service Program. I was directed to the D. C. Service Corps, which was in charge of distributing much of the Commission's funds in the District. In early December, I spoke with Keith Canty, the Executive Director, who suggested that I write a grant proposal immediately, because his agency had \$60,000 from the Commission to disperse to student community service programs for this school year. He was particularly interested in a program that would bring together public and private school students in joint community service programs, something my program could easily accommodate.

I submitted a proposal in mid-December for \$20,000 to offer community service programs at six District public schools. Initially, I was told that the grant would be accepted, but by early January, I was told to rewrite the proposal for \$10,000, to involve three Washington public schools. I subsequently met with Sonya Garland, a Point of Light Ambassador to the Corps, who was trying to ensure that the Commission's money was wisely spent. She accepted our proposal. (If ever you want to pursue this subject further, Sonya Garland, who has become tremendously distressed by the politics she witnessed, can certainly fill you in on the details.)

By early February, since we had still received no formal notification of the grant's acceptance and no money, I pursued the matter. I was told at that time, by Keith Canty, that the matter was now out of the Corps' hands, whose only role was to distribute the funds. A committee of the Washington D.C. school system was in charge of deciding which grants to accept.

It was only in late February that I actually spoke to someone in the school system about the DCJCC's proposal. At that time, she assured me that we would receive the money. A couple of weeks later, when no letter had yet arrived, I called her again. At that time, she told me that we would receive \$8,000 for this school year in order to

construct a community service program in only one public school. When I mentioned that we had already met with students from a second school, she told me to include that school in next year's request.

In early April, we received notification of our grant's acceptance and the first half of the money. It is my understanding that ours was the first program funded by the school committee. While the school system should, of course, have a vested interest in seeing that the Commission's money is wisely spent, particularly in light of the District's new student community service graduation requirement, the school committee wasted the first year of the program's funds by not distributing the money until so late in the school year. Considering the immense problems facing the young people of this city, to deny them any constructive avenue for their involvement is hard to swallow. The students deserve better.