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National Service & REGO [Reinventing Government]

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THE WHITE HOUSE
WASHINGTON

Memorandum:

Date: June 7, 1993

From: Sarah Whitman
Office of National Service

To: Elaine Kamarck
Office of the Vice President

Subject: National Service and Reinventing Government

We think that there is a tremendous opportunity for the Vice President to be able to showcase the success of reinventing government through the National Service initiative, which exemplifies the principles the Vice President has championed (see the attached memorandum).

We would like to invite the Vice President to spend 10 to 15 minutes at one of our morning staff meetings in the next couple of weeks (1) to share with him how the new Corporation for National Service will streamline government and reduce waste and (2) to have the Vice President tell us how we can help him going forward with his agenda.

With the passage of the National Service Act possible before Labor Day, the initiative offers one of the earliest opportunities to demonstrate reinventing government through a major new Clinton-Gore program. Additionally, our Summer of Service program (which the Vice President is tentatively scheduled to launch in San Francisco later this month) will thereafter provide him with 12 service sites as venues around the country for summer speaking opportunities on this subject.

THE WHITE HOUSE

WASHINGTON

NATIONAL SERVICE AND REINVENTING GOVERNMENT

The National Service Trust Act of 1993 reinvents government by:

Structure

- Forming a new Corporation for National Service out of two existing agencies, streamlining government and reducing waste.
- Creating a bipartisan Board of experts to jointly govern the Corporation with a chairperson.
- Rewarding excellence in the Corporation through pay-for-performance and other flexible personnel policies.
- Establishing state Commissions that mirror the Corporation in their emphasis on quality, reduced bureaucracy, and "steering" over "rowing."
- Empowering communities, not bureaucracies, and relying on citizens' ideas and initiative, by investing in programs driven from the local level instead of operating them.
- Ensuring competition at every level of the system: programs compete for state and federal approval, and states compete for additional shares of federal funds.
- Establishing a market-like mechanism for programs. All programs must compete for funding on the basis of their quality. No program is guaranteed funding.

Programs

- Creating a clear definition of national service. All programs must meet unmet educational, environmental, public safety or human services needs; provide a positive experience to participants; and not displace existing workers.
- Requiring measurable performance goals in every program, and evaluations to determine whether programs have met those goals.
- Offering flexibility to local programs to meet their goals in the ways they see fit.
- Within nondiscrimination and broad eligibility requirements, allowing programs to select participants to ensure the best fit of needs, skills and interests; at the same time, widely disseminating information to all interested Americans.

+ NSC Notes

- Memorandum to Sarah Whitman

LARRY KOSKINEN'S MODEL

As I mentioned on the phone last week, Larry has developed a model of participant throughput that you should take a look at. I want to be sure we review it at this meeting, so we should lead off with it.

THE CORPORATION'S FY94 OUTCOME MEASURE

I believe that the first strategic question that the Corporation must decide is how many participants you need to have in place next summer, just coincidentally at the time the appropriations committees are meeting to review everyone's FY95 budget requests. If you can live with about the same number as ACTION and CNCS would have generated without your help (i.e., that number plus no more than an additional 20%) then you can afford to proceed with the standard, rational, planning and operating processes that are outlined in the papers you gave me. These, by the way, look quite good; I will have some comments on them, but they are "how to get there from here" if the Corporation will be allowed to develop its operations rationally, with no political demands for showing your "value added" beyond ACTION's volunteers in the first year.

If, however, there is a need to have substantially more participants in place beginning about June of 1994, then you need to look at a radically different, accelerated method of operations. This approach would require the Corporation to relinquish a lot of control during the first year or two of operations, and would undoubtedly color the future of the enterprise. It would also increase the risk of failure, failure being defined as less than perfect control over funds and a lot of news stories about participants with little to do. Whether these are risks worth running is a difficult decision -- one I'm glad I don't have to make.

Assuming for the moment, however, that number of participants on the ground next summer and fall is a determinant of future funding and future political success, then the Corporation should be built around as much delegation, granting, and subcontracting as possible. That is, universities and other not-for-profits must be found to do as much as possible of the Corporation's core activities. Your grant-making authority should be sufficient to cover giving out one or more large grants that would cover a broad variety of activities: press campaigns; recruitment, selection, and placement of participants; drafting plans for training, TA, monitoring, evaluation; and backup assistance in drafting regulations, the materials to communicate with states and local agencies, all materials for distribution, procedures, etc. A good general purpose grantee will also arrange for meetings, do agendas, keep minutes, and so forth.

✓ The last I knew, GSA had an office that would immediately assume responsibility for payroll, accounting, administration of all kinds including facilities, even contract monitoring, budgeting, and Congressional relations. This office is set up

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August 9, 1993
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Biggest question
lower quality
to do it
faster.

Bidward plan - what needs

to help short-term commissions and the like, and one chooses from a list what services one wants, and everything begins to happen.

This obviously assumes that most or all ACTION (and CNCS) staff will be needed to accelerate ACTION's volunteer placements, and will therefore not be available to the Corporation in number.

There are, of course, corporations that contract out many of what would be considered core functions, including manufacturing, advertising campaigns, accounting as well as auditing, and so forth.

The advantage to a small number of large grants for planning, training and TA, etc., is that they can be issued very quickly -- compared to either contracting or hiring up and establishing a new organization. Assembling a bicycle and learning how to ride it while in a race is a trick. Renting the bicycle makes it a lot easier.

LEADERSHIP ATTENTION

You need an open discussion of the roles and tasks of your senior leadership. Obviously, the Corporation's top staff must manage ACTION, the Hill, OMB and the White House, other Federal Departments, the States, the press, the eleemosynary community, major grants and contracts, internal administration, and so forth. Eli Segal must also pay attention to "all of the above." In my experience, however, the relative proportion of the leader's attention to each of these areas is quite different from the overall proportion of leadership attention. I have found it useful to draw pie charts representing approximate allocations of top leadership time and overall leadership time. Usually these show that the head of the organization cannot perform the outside tasks -- representation and negotiation -- and have enough time left for the inside tasks -- day-to-day direction, followup, and so forth. This highlights the need for delegation, usually to a full deputy rather than a chief of staff. In an organization of any complexity, the Chief of Staff spends more time supporting the head of the organization in the outside functions than in internal management.

PARTICIPANT DIRECTION

Marty Beyer and I discussed National Service briefly this week, and she had several observations -- based on years of work with serving organizations both public and not-for-profit, and the volunteers associated with them. First and foremost, she said that serving organizations never budget for either training or supervision. It is therefore necessary to provide for the training. It is also necessary to provide for the supervision. She would argue strongly for local procedures requiring participants organized into teams, so that the team leader would be the immediate supervisor.

She would also echo the need for a technical assistance facility, or a resource bank, that could quickly provide assistance on substantive areas of expertise such as paraprofessional health care, resource development, and community organization.

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⊗ Bob to
look further
at who Eli
needs in
his office.

How many
would be
paid in

She would be pleased to join in a discussion of these or other issues related to volunteers and the serving community.

THE ACT

*Congressional Record
Conference Report*

Since I don't have a copy of the Act that passed the Congress, I don't know how much of what is in the materials is now overcome by events. If you have a copy you can spare, I would appreciate getting it.

ADDITIONAL ISSUES

Attached are my notes from reviewing your documents. If we have time, a quick review of the issues raised would be helpful to me.

+ Operating assumptions:

- KEEP IT SIMPLE, STUPID
- * - need to tell states what a good application would be
- * - state/local monitoring required for national evaluation; state/local evaluation ok for them
- (X) - no need for regional offices: use IT, or HQ in state offices for TA to several states *info*
- (P) - if 7 year rule, then need for good institutional memory, ergo good IT *no more*
- forward funding for 3 years a good idea; need for stability in programs
- quantification of measures proposed should aid selection of an application
- any senior folks from ACTION coming into the tent? CNCS (beyond Board)?

+ Questions:

- + how much control are you willing to give up for accelerated placement?
 - show spectrum: others contracts, others authority, etc.
 - less variation in startup - ashby's law
 - existing programs vs new
 - national direct applications vs state programs
 - national training contract/grant, single TA contract/grant, vs many?
 - timeline for lots of volunteers beginning in June, 1994: what is it?
 - GSA prog ops folks?
 - What does Mike Serlin provide? *- Run's org contracts out local org unit services to folks (NPR)*
- how do we give out planning grants to lots of folks, and still get 20k volunteers out there?
- Do you care that local volunteers in local poor communities will be children of local pols, local workers, etc.?
- + Evaluation contracts/grants:
 - regional?
 - subject matter?
 - combinations?
 - national evaluation contract/grant(s)?
 - with universities? with private firms?
 - if local EVALUATION, at least external (local business, etc)
- + how key is role of IT seen?
 - IT the national office
 - IT the various contractor/grantees at national level

- IT the program community via an ADIC, an internet, a compuserve
- IT the programs via giving out a laptop for records/communication?
- Can we establish a Compuserve or an Internet link asap? a bulletin board? ADIC?
- want to ask Apple for donations? different corporate climate from PC times...
- Describe CNCS at present: folks, volunteers, future, etc.
- + describe the recruiting paths
 - national?
 - local? cf VISTA problems
- + focus on QA, training, TA?
 - get expert help on QA asap
 - get expert help on training, TA, also
- Can a state program and a national program be at the same institution, and linked? Can any combination occur? bad idea...
- tell me about the leadership corps, the professional corps; others?
- Will there be some training that is not at the program site? IE at a state-chosen, or HQ-chosen, location? – should have it.
- have you grant authority? if not, put it in approps bill (for national help)
- ⓐ will you have a national ombudsman for participants? state level? save a lot of aggravation!
- 1st year waiver on any match?
- + **Ten broad categories:**
 - + Governance & Structure
 - + Headshed (Budget, Planning, Evaluation)
 - combined, like small agencies
 - not separate, like departments
 - + Program
 - + categories
 - environment
 - human needs
 - education
 - public safety
 - (other)
 - + what distinguishes a state program from a national competition winner?
 - more ambitious? (if nothing, bad news)
 - larger?
 - newer idea?
 - ie, are "unmet needs" expansion of existing programs or new programs?
 - + Personnel
 - + Goats
 - are state directors in the state civil service where available?
 - + Sheep
 - volunteer outreach, recruiting, selection
 - + volunteer support
 - initial training

- ongoing training
- health care etc
- GED
- volunteer placement ??
- + Finance
 - accounting system etc: See Mike Serlin
- + Private Sector Involvement
 - not donations to program, but adoption of program, volunteers
 - dist local donations from national donations?
- + Regulations
 - Get adopted by Sally Katsen
 - use interim final regulations
 - get committee working (HHS, DoEd, HUD, etc.)
 - State Structure
 - Equipment, facilities, technology
 - Communications
 - Inspector General
- + Other cuts at the issues:
 - + static stuff vs dynamic stuff
 - process for interns
 - relations with Washington
 - relations with others
 - + inside/outside
 - inside the corporation
 - corporation/state relations
 - corporation/volunteer rels
 - corporation/other rels
 - corporation/trainer
 - + process look
 - advertisement
 - outreach/recruitment
 - intake/processing
 - training
 - placement
 - monitoring
 - evaluation
 - outplacement
 - + feedback centers
 - rels with congress, admin, GAO, etc.
 - rels with public
 - rels with state
 - rels with placements
 - rels with volunteers
 - IG
- + Marty Beyer: crucial factors are training and supervision
 - + organizations don't budget for either training or supervision

- gotta have training up front, not on agency's nickel
- Martha's Table: Director has only 2 hours/week for supervision
- gotta provide supervision (older super. the younger, etc.)
- should send them in as teams: to minimize the supervision
- + don't reinvent the wheel; gotta have a resource bank:
 - Jimmy Carter for housing
 - MB for youth
 - someone for parks
- talk to summer youth folks at JTPA: jobs are BS
- could use local senior volunteers as supervisors (eg, Joyce, Bunny)
- gotta know how to ask for donations ("resource development")
- gotta know about community organization: John McKnight (NWU)
- health paraprofessionals
- Visit Latin Am Youth Center -- volunteers get more than salaries out of it
- Mary's Place for home health care; ditto Baltimore
- + **Others to contact:**
 - + Individuals:
 - David Osborne, NPR
 - Frank Reeder, OMB
 - Paul O'Neil, ALCOA
 - Joe Kasputys, PRIMARK
 - Bill Morrill, Mathematica
 - Don Wortman, NAPA
 - Alan Dean, NAPA
 - Barbara Dyer, NAPA
 - Tom McFee, HHS
 - Dwight Ink
 - Wildavski (evaluation)
 - Les Salomon (evaluation)
 - Julie Rogers, other locs for process of grantee selection
 - Peace Corps types for process of volunteer recruitment, selection
 - "whats her name" in Oakland
 - + Organizations:
 - NGA
 - NLC (Don Borat)
 - NASBO
 - Urban Institute?
- + **To ponder:**
 - how to do/where to put culture development?
 - how to develop modularity/expandibility of program (beyond state/local basis)?
 - how to protect local initiatives etc. from states?
 - how to design from outside in?
- + **Needs:**
 - dictionary

- Org Structure
** - Personnel*
- Canon.

+ **To do:**

- + do the two pie charts:
 - how are resources arrayed?
 - how is attention arrayed?
- + multi-level time line:
 - wash NSC activities
 - ACTION volunteer line
 - CNCS volunteer line
 - NSC volunteer line
- flow charts for volunteers
- flow charts for program development
- give Sarah a cc of my homeless RFP