

FOIA MARKER

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Collection/Record Group: Clinton Presidential Records
Subgroup/Office of Origin: National Service
Series/Staff Member: Sarah Whitman
Subseries:

OA/ID Number: 1289
FolderID:

Folder Title:
State Structure

Stack:
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Row:
66

Section:
2

Shelf:
5

Position:
3



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: *Sarah Whitman*

Organization: *CNS*

Fax Number:

Phone Number:

From: *Art Ochoa*

Date:

We are transmitting a total of *7* 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:

DRAFT DRAFT DRAFT DRAFT DRAFT Version 2

Dear Governor:

The ideals of national and community service are not new. These concepts are rooted in the very foundation of our republic. Today, with President Clinton's leadership and strong bi-partisan Congressional support, the American people have been called anew to serve their communities and their Nation. This service will only become reality, however, through the empowering of states to identify and meet their human, educational, environmental and public safety needs.

The central goals of the National and Community Service Trust Act of 1993 are to meet these pressing needs as well as to enhance the lives of participants by enabling them to develop a service ethic, enhancing their bonds to their communities and country, improving their skills and, in the case of the full and part-time program, providing educational awards. This Act provides federal support by the newly formed Corporation for National and Community Service ("corporation") for service programs in the states in the major areas of (1) kindergarten to twelfth grade (2) higher education (3) national service programs to be operated by local nonprofit organizations as well as state agencies.

President Clinton has said that "national service recognizes a simple but powerful truth—that we make progress not by governmental action alone, but we do best when people and their government work at the grass roots, in genuine partnership." The National and Community Service Trust Act presents the states with the opportunity to serve as a catalyst in developing this "genuine partnership." This legislation necessitates the states' taking an active role through the formation of a State Commission on National and Community Service ("Commission"). The Commission board, with your guidance, will develop a state national service plan, as well as applications for Corporation funding, that best address the specific needs of communities within your state.

Now is the time for us to begin reinventing responsive government. To do this, you, as Governor, can assist us by designating a transitional entity that will perform the duties of a State Commission (for a period not to exceed 18 months) and begin the process of developing a permanent State Commission. It is essential for us to know, as soon as possible, the identity of the transitional entity (including a point of contact), so that we can assist you in the planning and implementation process. Attached you will find a brief discussion of the states' roles in the implementation of the National and Community Service Trust Act.

Together, with the American people, we can help renew the spirit of civic responsibility.

States' Role Under the National Service Trust Act

Trust Act Programs

- Serve-America (subtitle B). Divided into two main parts. The first provides program funding for school-aged youth and the other provides funding for college based community service programs. Within the school-aged youth category are two main subparts--school based programs for students and community based service programs for school aged youth
- National Service Trust program (subtitle C). Provides support for both national service programs as well as national service positions. This support may include the payment of post service benefits to repay student loans, to pay for attendance at an institution of higher education, or to pay expenses in an approved school-to-work program.
- Current programs of ACTION.
- The Corporation may fund programs for rural youth, employer-based retiree programs, intergenerational programs, programs involving individuals with disabilities as service providers and programs sponsored by Governors, summer programs.
- The Corporation will provide assistance to establish one or more Clearinghouses. These Clearinghouses will assist service programs in planning and operational issues.

Regulatory and Policy Development

It is important to note that many policies and procedures have yet to be determined by the Corporation. The Corporation is beginning the identification of issues that require regulatory and policy development. In addition, quality standards will be developed which will govern the selection of all national service programs. This summary merely discusses the basic framework of states' role in implementation of the National and Community Service Trust Act.

The Board

The new legislation requires the existence of a State Commission on National and Community Service (7-25 members) in order for a state to receive a grant or allotment under subtitle B or C, or to receive a distribution of approved national

service positions under subtitle C.¹ Members are to be appointed by the Governor. The State Commission membership must include at least one:

- young person (between the ages 16-25)
- national service program representative
- school-based or community-based youth program representative
- intergenerational program representative
- local and state governmental entity representative, including a State education agency representative
- local labor organization representative
- [House Bill only--business community representative]
- [House Bill only--representative of local governments in the state]

The Corporation employee that serves as the Corporation representative to the state shall also serve as a voting member of the State Commission. The Governor may also appoint ex-officio non-voting members. Not more than 25% of the State Commission's voting members may be officers or employees of the state. Board members will serve staggered 3 year terms. The Governor must ensure that membership in the State Commission is balanced according to race, ethnic background, age and gender. Not more than 50% of the members of a state commission, plus one additional member, may be from the same political party.

Transition/Approval of State Commission

For one year after the enactment of the Trust Act, the Corporation may allow a Governor to use an existing state agency to perform the duties of the State Commission if no State Commission exists. In most states, the best entity to conduct an efficient transition is the State Lead Agency under the National and Community Service Act of 1990.

The Corporation may reject a State Commission if the Corporation determines that the composition, membership, or duties of the State Commission do not comply with law.

Duties

- The State Commission will develop a three year national service plan, updated annually, that ensures outreach to diverse community based agencies that serve underrepresented populations.
- The State Commission will prepare two applications for funding under subtitle C. One application will be for formula allocation funding. The other will be for competitive funding.

¹ The chief executive officer of a state may apply to the Corporation for approval to use an alternative administrative entity to carry out duties otherwise entrusted to a State Commission.

- The State Commission will also prepare grant applications for "Serve-America--community-based service programs for school-age youth" (B)(I)(b) funding
- The State Commission will also develop a recruitment and placement system for participants in national service programs that receive funding under the State application.
- The State Commission will also assist the State Education Agency (SEA) in preparing the "Serve America--school based programs for students" (B)(I)(a) application for Corporation funding.
- In addition, the State Commission will assist national service program grantees in providing health care and child care benefits.
- The State Commission will also be responsible for the development of projects, training methods, curriculum materials and other materials and activities related to national service programs that receive assistance directly from the Corporation or from the State using assistance provided under subtitle C.²
- The State Commission will coordinate its activities with the activities of other state agencies that administer Federal financial assistance programs under the Community Services Block Grant Act .
- The State Commission must coordinate its recruitment, public awareness, and training functions with any division of ACTION or of the Corporation, that carries out volunteer service programs in the states. ³ .

Operating Funds

The Corporation may provide partial support for the State Commissions. The amount of all federal assistance may not exceed 85% for the first year the State Commission receives funds, and a smaller percentage for the following years such that by the fifth year, the federal share of support does not exceed 50%.

Staff

The statute is silent on the issue of State Commission employees. The cost of these employees could be part of the funding the corporation gives to the states. Unless otherwise proscribed by the Corporation, a State Commission may delegate non-policy making duties to a State agency or public or private non profit agency. Operations staff may be housed in these organizations.

² A State Commission may not directly carry out any national service program that receives assistance under § 121.

³ This coordination may include the execution of an agreement between the State Commission and the division (of federal government) to carry out the function jointly, to assign responsibility for such a function to the Commission, or assign it to the division.

National Service Participants

National Service participants must be at least 17 years old at the time they begin their term of service, and be recipient of a high school diploma or its equivalent or agree to obtain a high school diploma or its equivalent.⁴ Participants must be citizens of the United States or lawful permanent resident aliens of the United States. Individual programs may also develop eligibility requirements for program participants.

Funding Functions

A 33 1/3% allotment of Subtitle C assistance provided by the Corporation shall be made to the states, District of Columbia and Puerto Rico through the State Commission on the basis of population and an approved state plan.⁵ The State Commission must sub-grant this allotment on a competitive basis. Unless otherwise proscribed by the Corporation, the State may conduct this competitive process either before or after the submission of the application. At least 33 1/3% of Subtitle C funds shall be used to make grants to states, through the State Commissions on a competitive basis. The State Commission must conduct a competitive selection process prior to the submission of its application. At least 60% of the assistance provided to the states under this subtitle will be used to make grants to non-state agency national service programs.

The State Commission may submit an application for Community Based Service Programs for School Aged Youth (B)(I)(b). The Corporation will make grants to States and qualified nonprofit organizations on a competitive basis.

In addition to preparing these applications, the State Commission may coordinate with applicants to the Corporation for funding in other program areas. The State Education Agency is responsible for developing an application to the Corporation for funding under Serve-America Program for School-Based Programs for Students (B)(I)(a). Institutions of higher education or partnerships of such institutions and of other public agencies or nonprofit private organizations may apply to the Corporation for funding under Higher Education Innovative Programs for Community Service (B)(II).

⁴ This requirement may be waived based on an individual education assessment conducted by the program.

⁵ The Corporation can reject a state plan that does not meet the prescribed quality standards.

THE WHITE HOUSE
WASHINGTON

MEMORANDUM

Date: July 20, 1993

From: Sarah Whitman

To: Rick Allen
John Briscoe
Malcolm Coles
Bob Currie
Judy Denny
Chris Gallagher
Laura Gassner
Janet Green
Art Ochoa
Don Gips
Dana Rodgers
Terry Russell
Shirley Sagawa
Frank Slobig
Patty Sullivan

cc: Eli Segal

Subject: State Structure working group

The next state structure meeting will be Wednesday the 21st at 4:00 - 5:30 in room 472 OEOB. I have attached the agenda for the meeting.

Please come to the meeting having reviewed the attached list of tasks that this group needs to complete in order to have a state structure ready for the new Corporation, as well as the letter from the McCormick Foundation. We will finalize the task list and time line, and determine the most useful way to take advantage of the foundation's generosity.

If there is anything else that you would like to add to the agenda, please let me know.

Thank you.

Agenda for State Structure Meeting

- 1. Critique the attached list of tasks that need to get completed by the state structure group and the time frame within which they need to be completed.**
- 2. Discuss interaction and communication with Governors.
Review the draft letter to the Governors. (Provided by Art Ochoa)**
- 3. Discuss the McCormick Foundation proposal to develop a model plan for states' relationships with the new corporation.**

ROBERT R. MCCORMICK TRIBUNE FOUNDATION
435 N. MICHIGAN AVENUE, SUITE 770
CHICAGO, ILLINOIS 60611-4041
312/222-3512

NEAL CREIGHTON
President and
Chief Executive Officer

July 13, 1993

C. Richard Allen
Deputy Assistant to the President
Office of National Service
The White House
Washington, D.C. 20500

Dear Mr. Allen:

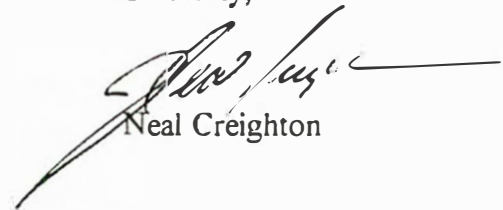
Just a note to follow up on our short conversation when I visited the White House last month with the group from Americans for National Service. If you will remember, we talked about an idea that our Foundation has under consideration for funding. The concept is to develop a model plan for a state to work with the new Corporation that will be established under the pending legislation for National Service. We would use Illinois as the model and have informally discussed this with the Governor.

Of course, there is not much we can do until the actual legislation passes on the Hill. Tentatively, we have discussed an initial meeting of key people in Springfield early in 1994, followed by a conference at our center just west of Chicago several months later. At the conference, we would present a draft plan for discussion. Following the conference we would publish a revised plan as the model. Hopefully, this would be the plan that Illinois would use and it could serve as a guide for the other states. Participation by your office in all phases of the project would certainly enhance the chance that the outcome would be something useful for the country.

I called Sara Whitman as she requested shortly after our visit to the White House. She said she would get back to us at the appropriate time. I imagine that most of your efforts now are directed toward the passage of the legislation. We wish you success in that endeavor.

I appreciate the time you took to brief us when we were in Washington. And, we look forward to working with you in the future.

Sincerely,

A handwritten signature in black ink, appearing to read "Neal Creighton", with a long horizontal flourish extending to the right.

Neal Creighton

THE WHITE HOUSE

WASHINGTON

Sent 7/16/93

July 15, 1993

Mr. Neal Creighton
Robert R. McCormick Tribune Foundation
435 N. Michigan Avenue, Suite 770
Chicago, Illinois 60611-4041

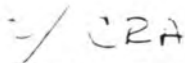
Dear Neal:

Thank you very much for your kind letter. We are, of course, thrilled by the generous interest of the McCormick Foundation in helping to make Illinois a national model for the relationship between a state and the new Corporation for National Service. Although you correctly surmised that much of our attention is focused on the current Congressional consideration of the national service legislation, we also have begun internal consideration of a variety of critical strategic planning issues for the future, including those related to developing effective state commissions.

We will be having the next in a series of internal discussions on that issue in the middle of next week, and I would accordingly look forward to calling you on Friday, July 23, to discuss the subject further.

Once again, thank you for your interest and leadership.

Very truly yours,



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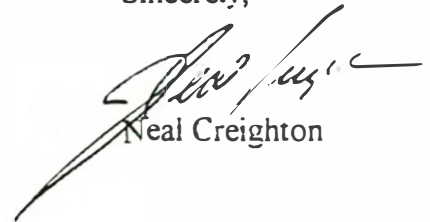
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Richard Allen
C. Richard Allen
Deputy Assistant to the President
Deputy Director, Office of National Service

**Agenda for State Structure Meeting
June 28, 1993**

I. Briefing from Shirley Sagawa and Jack Lew on status of legislation and how it affects state structure decisions.

II. Briefing from ACTION and Commission representatives on strengths and weaknesses of their existing structures.

ACTION - Malcolm Coles, Dana Rodgers

Commission - John Briscoe, Terry Russell

What are the functions now handled by the ACTION state offices? Strengths and weaknesses? Ability to handle (or cooperate with) federal presence at the state level called for in the legislation?

The Commission on National and Community Service operates through state lead agencies. Are these effective transition mechanisms to the new state commissions? Are there other entities that could handle the transition more effectively?

III. Discuss how to set up the state structure

How do we best inspire each Governor to create state commissions quickly and pick the best board members?

What resources do the states need to get established (money, technical assistance)? Do we have these resources? Where can we get them?

How do we avoid fraud at the local level? How do we make sure that money is being spent well and that certain programs do not get preferential treatment?

IV. Discuss federal support structure

What are the responsibilities of the corporate representative in the state structure and what is the overall relationship between state commissions and the corporation beyond the statutory requirements? (eg., What information about the programs will the states need to report to the corporation? Will the commissions assist local programs in meeting their matching requirements?)

To: Sarah Whitman
From: Catherine Milton
Date: July 21, 1993

State Issues

You had requested some brief thoughts on issues that the State working group should be addressing. In no real logical order these are the issues which we think need to be addressed that no one is currently focusing on. The state issues fall into two areas, the state plan/selection process and the infrastructure the state will need 1) to support programs through training and technical assistance and 2) to monitor and audit programs.

The state plan/selection process raises several key issues. First, we will need to prescribe quality standards to the states through regulation. We need to agree on how these standards will be determined, communicated and enforced. Second, what will be in the state plan? Will the formula and competitive pieces of the plan be done simultaneously or separately? Will we require the sub granting process be done before or after the submission of the state plan? Who will evaluate state plans? On what basis/criteria would a state plan and application for the formula allotment be rejected? On what basis will the decisions for the competitive money for states be made? Finally, how will we coordinate with programs applying both at the National and State level? Will programs know if they have been funded at the state level before they apply to the Corporation or will the processes be simultaneous? These are huge issues given that 66% of the money will flow through the state and that this will be the Corporation's main chance to influence the quality of the programs selected.

Determining the infrastructure the state will need to support and monitor programs is a large task that will require tremendous coordination with the program working groups. The larger issue here is what is the most cost effective and efficient way to provide the necessary control and support without creating a large federal or state bureaucracy. It also raises issues of the proper balance between state and federal jurisdiction. Until we have a clearer picture of the best way to monitor, evaluate, train, and provide technical assistance it is hard to determine what the appropriate state infrastructure would like. In addition, the Legislation calls on the states to play a role in recruiting participants and providing health care and day care.

We need to think through the proper federal versus state role in these areas. Once we have a clearer picture, we can begin to determine the appropriate structures for delivering this infrastructure.



ACTION

1100 VERMONT AVENUE, NW
WASHINGTON, DC 20525

July 21, 1993 - *Capacity for fiscal issues.*

- *up to date list of state auditors*

MEMORANDUM

TO: Sarah Whitman
Office of National Service

FROM: *J. Denny* Judith A. Denny
Inspector General

SUBJECT: State Structure Meeting Follow-up

At the July 7, 1993, meeting concerning state structures for the Corporation, I was asked to identify fiscal capacity or expertise deficiencies and other audit problems that individual states may have in handling Federal funds. The General Accounting Office (GAO) and Federal cognizant agencies (for single audits) were mentioned as possible sources of information.

GAO had no helpful information. Information from the Departments of Justice, Housing and Urban Development, and Education was very general. However, we found that the Department of Health and Human Services (HHS) has very useful, specific information.

At HHS, there is a National External Audit Review for the Office of the Inspector General. The office--located in Kansas City, Missouri--reviews all statewide audits conducted under OMB Circular A-128. They review all audit findings, which generally involve broad internal controls, but also include the monitoring of subgrantees.

My deputy, Joe Suszko, talked with Ms. Barbara Bennett, who is in charge of the Kansas City office. Without reviewing her files, she could not say which states had problems in which areas, although she was willing to say that the State of Colorado had many continuing problems. She offered, however, to let us review her files.

We have made arrangements for two auditors from my office to go to Kansas City on July 26 to review the 40 statewide audits done for FY 1992 (and perhaps some of the other 10 reports that are done on a department-by-department basis). I expect that we could have a summary report during the first week in August.

ACTION'S MISSION

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

DRAFT

July 21, 1993

Please call Judy Denny (606-4804) with comments by July 23.

July 26, 1993

Checklist for State A-128 Audit Review

State:
Fiscal Year Covered:
Statewide audit or Department by Department audit:
Date of Report:
Who Prepared the Report:
Qualified Opinion? Special Circumstances?
HHS Assessment (Did the Report Meet A-128 Standards):

Total State Budget:
Total Amount Audited:
Total Federal Dollars:
Total State Dollars:
Number of "Major" Programs:
Dollar Threshold for Definition of "Major" Program:
Dollar Amount of "Major" Programs:
Number of "Non-Major" Programs:
Dollar Amount of "Non-Major" Programs:

Total Number of Findings:

Internal Control Weaknesses

Separation of Duties:
Obsolete Policy Guidance:
Documentation Issues:
Specific Systemic Weaknesses that Impact Grants:
Monitoring Procedures
 For Block Grants:
 Subrecipient Oversight:
Excess Federal Drawdowns:
Others:

Programmatic Findings:
Prior Year Findings:
Questioned Costs:

Findings relating to CNCS programs, if any:
Findings relating to ACTION Programs, if any:
Findings in State lead agencies:

ACTION
REGION III

Regional Office Operating Approach / Business Practices

The regional office located in Philadelphia, PA. operates under the philosophy that all members of the system are integral and contributing members of a proactive unit that seeks to expand opportunities for volunteer service thus enhancing the quality of life within our communities. This enhancement is achieved through the skills and initiative of individuals within the system to include the Regional Office, State Offices, sponsoring organizations, volunteers and communities at large. Region III encompasses the states of Pennsylvania, Ohio, Maryland, Delaware, Virginia, Kentucky, West Virginia and the District of Columbia.

Within this approach, the Regional Office assesses potential opportunities to link resources, both internal and external, to maximize the impact of the ACTION programs within Region III by being aware of a community's needs. The region strives to provide a customer oriented support system to facilitate full utilization of these resources while being responsive to the legal requirements of existing legislation.

Using a systems approach to management allows this philosophy to flourish. This technique empowers staff to develop innovative solutions to problems region wide. Internal systems are continually reviewed for improved methods. Functions in the regional office are interdependent, thereby increasing communication and creativity. The regional office allocates, adjusts and manages resources, both financial and physical, to achieve established goals. The management of resources allows for the rapid identification of under utilized resources to be reallocated which insures the highest return on our investment dollars.

SPECIFIC FUNCTIONS IN THE REGIONAL OFFICE

VOLUNTEER SUPPORT

- * Needs of volunteers ranging from payroll to project interaction are accomplished.
- * VISTA funds in Region III are maximized by the use of flexible budget and forecasting process.
- * Peripheral (administrative support) aspects of federal volunteer service are delivered smoothly, thereby enhancing the volunteers' perspective of the service opportunity.

VOLUNTEER RECRUITMENT

- * Generates a cadre of talented applicants for service.
- * Provides a recruiting and applicant system that is service oriented both to sponsors and to applicants.
- * Is innovative in approach - uses an electronic bulletin board to announce VISTA openings at all universities.
- * Provides opportunities for all people to serve through the recruiting system.

GRANTS MANAGEMENT

- * Performance reviews of grants results in asset reallocation for other opportunities through unexpended balances
- * System of awarding grants allows for dissemination of grant funds quickly, insuring a positive start up and allowing for adjustments based on changing needs.
- * Grants information system allows for more informed decision making process.

FINANCIAL MANAGEMENT

- * Solid management information system creates stability to maximize and reallocate resources to insure cost effectiveness of investment.

PROGRAM PLANNING/SUPPORT/EVALUATION

- * Local, condition sensitive, decision making system to approve projects/grants within a responsive time frame.
- * Comprehensive evaluation system allows for replication of successful demonstration projects region-wide.
- * Utilization of multi state VISTA projects meet common problems within a locality that encompasses several state borders.

TRAINING AND TECHNICAL ASSISTANCE

- * Conferences strengthen volunteer management capabilities of local sponsors.
- * Pre and In-Service Orientations for VISTA volunteers develop skills required to meet the changes within the service experience.
- * Technical Assistance material (e.g. Strategic Planning for Public/Private Partnership) provides necessary methodology for resource capitalization.

MANAGEMENT SUPPORT

- * Principles of span of control, economies of scale and customer oriented behavior are satisfied through the regional structure.
- * Creates a flexible and innovative culture which allows staff to develop innovative approaches to problems.

REPRESENTATION

- * Facilitates the opportunity for Inter-Agency agreements with other federal agencies (e.g. economies of scale without compromising goals).
- * Seeks out regionally based private sector support.
- * Represents the region to promote and stimulate citizen participation.
- * Lessons "Turf" issues. Regional influence is valuable in gaining consensus and developing coalitions.

POTENTIAL SERVICES TO THE INVESTMENT DIVISION

- * Provide support activities for Investment Division to include grants management, fiscal and administrative support.
- * Work in partnership to develop training and technical assistance activities.
- * Assist in recruitment support for the National Service opportunities.

ACTION
THE FEDERAL DOMESTIC VOLUNTEER AGENCY USA
1100 VERMONT AVENUE, NW
WASHINGTON, D C 20525

DOMESTIC OPERATIONS

**A
C
T
I
O
N**

Number of Pages (Including cover sheet) :	6
Date Sent:	7/19/93

Contact Name:	Ms. Sarah Whitman , Office Of National Service
Fax Number:	202 456-6420

Sender:	Dana Rodgers, ACTION Domestic Operations
Comments:	

If there are any problems with this transmission, please call
 Jean Pimble *immediately. 202/606-4806.*

**ACTION STATE PROGRAM OFFICE CAPACITY TO
ASSIST FORMATION OF STATE COMMISSIONS**

- Fully staffed, most ACTION State Program Offices have the capacity to provide support and assistance to newly forming Commissions and to National Service grantees. (Several are already doing so. For example, Georgia, where the State Director is working closely with the Peach Corps, and Arkansas, where State Director Bob Torvestad is working with the Delta Service Corps.)
- ACTION State Offices are generally staffed with a State Director, State Program Specialists, and a State Program Clerk or Assistant. Staffing of professional staff (Director and Specialist) is based on a project caseload of 17-20 projects per professional staff person.
- If all current vacancies are filled, then all 47 State offices would have adequate professional staffing both to administer ACTION projects and also to provide support and assistance to other Corporation priorities.
- Several State Program Offices serve more than one State. These are noted on the attachment.
- Very large States have interests and complexities which do make it difficult for ACTION State staff to have access at very senior levels. For example, the ACTION State Director can and does interact with the Governors of many smaller and even middle size States, but even senior Agency staff cannot routinely access governors in places like California and New York.
- ACTION State staff have experience in working with many of the same entities who will be involved in the Commissions. They have experience in networking and in putting together community service programs involving diverse groups. Finally, they are committed to the idea of the Corporation, and of National Service.

In summary, assuming reasonably full staffing, the State Program Offices have the level of staffing necessary to support Corporation priorities, including establishment of State Commissions. They also have the motivation and the experience including, in a number of instances, work with CNCS grantees.

The major constraint will be some limitations on access in the super-large States, most notably California. It may be necessary to develop a separate strategy for California and perhaps in other large states, if there is initial hesitation on the State's part, or if there is not a clearly established point of contact who does have access to the senior State officials and who is in turn accessible to Corporation staff.

State Program Directors and staff can fill a number of key roles in activating the State Commissions and supporting placement of up to 25,000 National Service participants. These include:

- Convene/participate in meetings with State officials to provide technical assistance on establishment of Commissions;
- Convene/participate in meetings with prospective grantees to provide information/technical assistance on requirements/processes/potentials of National Service grants. This is what State Offices routinely do for potential ACTION grantees. A planned, structured set of such meetings involving both State Commissions and Corporation (State offices and HQ people in key States) should be set up ASAP once the funding level for National Service grants is approved;
- Participate/lead training for State Commission and grantee staff. This already happens - Peach Corps personnel participate in ACTION training for VISTA supervisors conducted by the Georgia State Program Director;
- Assist State Commissions in development of criteria/standards for such generic programming matters as qualifications of National Service participants, training curricula, grantee staff qualifications and approval processes, etc. This would probably involve translating national standards and systems to the State level; and
- Provide technical assistance to the State Commissions in program support and management systems. For example, ACTION is currently redesigning its project site visit system, developing a "menu" of monitoring instruments to be used by State staff in project site visits. This is being designed to be adaptable to other Corporation programs.

All the activities listed above -- and more -- will need to be done on a comprehensive, coordinated basis in all States. The resources potentially available include current ACTION field staff (many of the resources currently exist in ACTION Regional Offices as well as in State Program Offices), current State lead agency and Commission grantee personnel, consultants and contractors, and headquarters staff currently working in ONS, the CNCS and ACTION. Probably all sources will be required to fully accomplish the job.

3

However, when all these assets are assessed, the people now working in ACTION State and Regional Offices collectively possess the working experience, expertise, and number to effectively undertake a substantial portion of the task without incurring additional costs which contractors and consultants would entail.

ATTACHMENT

ACTION has 47 State Program Offices, which are responsible for managing programs in the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands and several Pacific territories.

- Vermont and New Hampshire are handled by a single State Office, located in Concord, NH.
- Puerto Rico has an ACTION State Office, which also manages programs in the U.S. Virgin Islands.
- Virginia and the District of Columbia have a single office, located in Richmond, VA.
- Maryland and Delaware have a single office, located in Baltimore, MD.
- North and South Dakota have a single office, located in Pierre, SD.
- Colorado and Wyoming have a single office, located in Denver. However, one person is outstationed in Cheyenne, WY.
- The Hawaii State Program Office in theory supports programs in Guam, American Samoa, Northern Mariana and other Micronesian entities. However, there are presently no programs outside Hawaii.

Most ACTION Program Offices are located in State capitols. However, there are exceptions:


- New York State (office in New York City, 2 State staff located in Albany.)
- Pennsylvania (office in Philadelphia)
- Kentucky (office in Louisville)
- Florida (office in Orlando)
- Alabama (office in Birmingham)
- Illinois (office in Chicago)
- Michigan (office in Detroit)
- Wisconsin (office in Milwaukee)
- Missouri (office in Kansas City)

- California (office in Los Angeles, branch in San Francisco)
- Oregon (office in Portland)
- Alaska (office in Seattle)



COMMISSION ON NATIONAL AND COMMUNITY SERVICE

CONFIDENTIAL

TO: Sara Whitman
FROM: Art Ochoa 
DATE: 7/20/93
RE: State Transition Ability

Attached is YSA's assessment of States' ability to transition to State Commission structures. This does not reflect the opinion of Commission staff.

Please contact me if you have any questions.

**YOUTH
SERVICE
AMERICA****Memorandum**

TO: Sarah Whitman
Catherine Milton

FROM: Frank Slobig

The attached rundown of the states represents our current collective assessment of where states are at, how well or how poorly they are operating, and how effectively positioned they are to make the transition from the lead agency structure to state commissions. The mid-range group has a great deal of variability to it and could probably be split into sub groups or graded within the group. To a lesser extent the same could be said of the third group.

The correlation with the rating and ranking we did of the state plan updates in March is interesting and generally reinforcing. Depending on what level of detail people feel they need at this point, they may find the state by state analysis we did four months ago useful to review.

Current Assessment of States Ability to Transition to State Commission Structure

Well:

Arkansas	Kansas	Massachusetts
Minnesota	Michigan	New Jersey
Pennsylvania		

Moderately Well:

Arizona	California	Colorado
D.C.	Florida	Georgia
Illinois	Indiana	Kentucky
Louisiana	Maryland	Mississippi
New Hampshire	New York	North Carolina
Ohio	Oregon	Rhode Island
South Carolina	Vermont	Virginia
Washington	West Virginia	

Poor:

Alabama	Alaska	Connecticut
Delaware	Hawaii	Idaho
Iowa	Maine	Missouri
Montana	Nebraska	Nevada
New Mexico	North Dakota	Oklahoma
South Dakota	Tennessee	Texas
Utah	Wisconsin	Wyoming
American Samoa	Guam	Puerto Rico
Virgin Islands		



COMMISSION ON NATIONAL AND COMMUNITY SERVICE

To: State Structure Planning Committee
From: Terry Russell, General Counsel
Date: 7/7/93
Re: State implementation issues

After our last meeting, I had discussions with Commission staff, Youth Service America (YSA), and the National Governors' Association (NGA) about problems and opportunities related to the transition from state lead agencies to state commissions. Below are some preliminary thoughts on what the our State Structure Planning Committee identified as the big transition issues.

Structures for State Implementation of Legislation

While the issue of which "ideal" state structures, either currently existing or to be created, would most smoothly effectuate the transition to the new state structure called for in the legislation is an interesting one, the reality is that in almost all cases, the current state lead agency will be the entity to oversee the transition to the state commission. Since one of our main goals is a speedy and effective transition, it would not be in our best interest to ask states to abandon their lead agencies and designate another transition entity. This would delay the transition process, and in some cases it would involve difficult political battles, as well as regulatory and statutory changes.

Current state lead agencies are the right entities to implement the state commission structures. Lead agencies have existing relationships with other state agencies and officials. In addition, they are also networked with local and regional governments, and state and local nonprofit organizations. Early outreach to these kinds of constituencies is essential to building an effective state commission.

There will be, however, cases where a Governor may wish to designate an alternative transitional agent. Governors should be informed of this possibility in a letter from the newly formed Corporation to Governors that discusses the states role in implementing the legislation and outlines principles of best practice for state planning and development.

Resources Available for State Transition Efforts

We need to ensure that current state lead agencies have the adequate resources and assistance to plan and execute the transition. Perhaps the single most important way we can insure effective and timely transitions to state commissions is to provide adequate technical assistance to the states. Technical assistance could include an implementation guide (currently being discussed with NGA), regional and/or national meetings for the transition entities in the states, conference calls, etc. The overall TA team should include Corporation staff and Board, NGA (and other national association representatives), national nonprofits including Youth Service America and the Points of Light Foundation. This would also increase the likelihood that the TA would cover all key transition areas. Although no one has ever made this transition before, the study of some current state structures may prove useful in identifying what other kinds of assistance is necessary. We have asked Youth Service America, a Commission grantee, to step up its technical assistance research. YSA has agreed to deliver to us, by the end of the summer, case studies on the implementation of the National and Community Service Act in five states. We expect these studies to provide information that will be useful to us in helping states make the transition to the state commission structure. Also, these studies may reveal how other states have used in-state resources to their advantage in implementing the National and Community Service Act.

Challenges

The biggest challenge is going to be dealing with state statutes and regulations regarding the formation of new entities. These regulations and laws may require lengthy processes, or they may prohibit or severely restrict the development of the state commissions. In most, if not all states, there is the need for enabling legislation for state commissions, as well as laws and regulations that govern the appointment of Board members. State budgetary constraints may make the creation of a new entity politically difficult for a Governor or legislature. In addition, a lack of funds may have produced a hiring freeze that would prevent knowledgeable staffing of the new state commission. Also, since state legislatures must "reappropriate" federal funds, this may slow down the implementation process.

The key to a successful transition to the new state commissions is providing technical assistance to the state lead agencies quickly, when the transition planning in the states is beginning. We must be able to provide direction and assistance to the states at both the staff and elected official levels.



The Commission
on
National and Community Service

Facsimile Transmission

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

Please deliver to:

Sarah Whitman

Organization:

Fax Number:

Phone Number:

From:

Catherine Milton

Date:

7-12-93

We are transmitting a total of *6* pages, including this cover page.

Re:

State Lead Agencies for CNCS

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:

Pls discard prior pages of this document. they were incomplete

FROM ACTION DOMESTIC OPERATION TO

Sarah W. Jack

FBI

Catherine



ACTION

1100 VERMONT AVENUE, NW
WASHINGTON, DC 20525

June 17, 1993

MEMORANDUM

TO: Regional Directors

FROM: Gary Kowalczyk *GK*
Acting Associate Director/DO

SUBJECT: State Lead Agencies for Commission on National and Community Service

Attached you will find a roster of contacts within the States who serve as the "Lead Agency" for state participation in the various grant programs sponsored by the Commission on National and Community Service.

While many contacts have already occurred and there are excellent working relationships in a number of states, I want to make sure that all ACTION State Office Directors contact their respective lead agencies to introduce ACTION and its programs, to describe our projects within the State, to seek opportunities to coordinate efforts where appropriate, and to offer to be of assistance.

As the preparations for implementing the National Service Trust Act of 1993 continue, such relationships are very important. Please let me know if you have any questions.

cc: Catherine Milton, Executive Director
Commission on National and Community Service

ACTION State Program Directors

- CC: DS
- AG
- MG
- EA
- NA
- SS
- MC

6/18

ACTION'S MISSION

Call's To stimulate voluntary action...
 secondary phase of the year, the... and the diary.

State Lead Agents

6/9/93

Page 1

Alabama

Mr. Jack Dreher
Governor's Office on Volunteerism
Alabama State Capitol
Montgomery, AL 36130
205-242-7132

Dr. Chris Gimore
Special Assistant - Office of the Governor
The Capitol, Room 2106
Tallahassee, FL 32399-0001
904-488-1372

Arizona

Mr. Jack G. Meentel
Governor's Office
Executive Tower
Phoenix, AZ 85007
602-642-4331

Lynn Thornton
1200 Equitable Building
100 Peachtree Street, N.W.
Atlanta, GA 30303
404-524-3884

Arkansas

Ms. Dale Ann Meyers
Division of Volunteerism
1308 Donaghey Plaza South
Little Rock, AR 72203-1437
501-682-7540

Mr. Charles Tague
Department of Education
1300 Miller Street
Honolulu, HI 96819
808-538-5310

California

Mr. Al Armstrong
California Conservation Corps
1530 Capital Avenue
Sacramento, CA 95814
916-323-8888

Leonard Burns
Idaho Department of Employment
317 Main Street
Boise, ID 83726
208-364-6168

Colorado

Ms. Elaine Arnes
201 East Colfax Avenue
Denver, CO 80202
303-866-8887

Allyson Zuber
Office of the Lt. Governor
100 West Randolph, Suite 16-200
Chicago, IL 60601
312-614-5388

DC

Mr. Benjamin K. Carty
D.C. Service Corps
1511 K St., NW
Washington, DC 20005
202-347-4138

Justin Wood McGill
Room 6202, Indiana Government Center South
302 West Washington Street
Indianapolis, IN 46204
317-222-2804

Delaware

Ms. Lorraine Mahan
State Office of Volunteerism, Div. of State Service Centers
Federal and Water Streets
Dover, DE 19901
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Barbara J. Pugh
Office of the Governor
State Capitol
Des Moines, IA 50319
515-281-8211

State Lead Agents

Kansas

Patricia P. Kelle
Kansas Office for Community Service
Santa Fe Building, North & Quincy
Topeka, KS 66601
813-230-1809

Minnesota

Ms. Mary Jo Richardson
820 Capital Square Building
880 Cedar Street
St. Paul, MN 55101
612-296-1438

Kentucky

H. Gippy Graham
Community Education/Family Support Branch
1706 Capital Plaza Tower
Frankfort, KY 40601
502-684-6117

Mississippi

Dr. Sarah Beard
P.O. Box 771
Water Street Building
Jackson, MS 39206
601-268-3837

Louisiana

Mr. Andy Koppin
Office of Lieutenant Governor
PO Box 44243
Baton Rouge, LA 70804
504-342-2038

Missouri

Mr. Larry Basky
Dept. of Economic Development
221 Main Drive
Jefferson City, MO 65109
314-751-7728

Maine

Mr. Andrew MacLean
Bureau of Child and Family Services
State House Station #1
Augusta, ME 04333
207-287-3831

Montana

Charles Robbins
Office of Governor
State Capitol Building
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Maryland

Ms. Sally Michel
Maryland State Department of Prisons
200 West Baltimore Street-7th Floor
Baltimore, MD 21201
410-333-3427

Nebraska

Ms. Alma Arnold
Office of Urban Affairs
State Capitol, PO Box 94848
Lincoln, NE 68508-4848
402-471-8578

Massachusetts

Susan Friedman
Massachusetts Office of Community Collaboration
1305 North Street-4th Floor
Quincy, MA 02169
617-770-7528

Nevada

Ms. Holly Wilkins-Shannon
Nevada Department of Education
408 West King Street
Carson City, NV 89710
702-897-8128

Michigan

Diana Alpa
Michigan Community Service Commission
111 S. Capital Ave.-Old Plaza Bldg., 4th Floor
Lansing, MI 48906
817-338-1225

New Hampshire

Ray C. Warden
New Hampshire Job Training Council
64 Old Sun Hill Road
Concord, NH 03301-7317
603-228-8828

7/17/1993 17:24 FROM ACTION DOMESTIC OPERATION TO
08/09/93 15:45 202 724 0807

State Lead Agents

6/9/93

Page 3

New Jersey

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Department of Higher Education
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Trenton, NJ 08645-0542
609-633-6628

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Caroline Gordon
The NM Youth Services Project
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Mr. Lou Tizard
Governor's Office for Voluntary Service
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North Carolina

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Governor's Office of Citizen's Affairs
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North Dakota

Ms Anna R. Storer-Shinon
University of North Dakota
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Grand Forks, ND 58202
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RI Department of Elementary and Secondary Education
22 Hayes Street
Providence, RI 02908
401-377-4883

Ms. Mary Kathryn Olson
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1408 Spruce Street
Columbia, SC 29201
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Ms. Deb Helling
Department of Education and Cultural Affairs
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605-775-6478 / 2283

State Lead Agents

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State Capitol
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Wisconsin

Gail Peterson
Department of Health and Social Services
1 West Wilson Street, Room 618
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Texas

Dr. Sylvia Garcia
Texas Education Agency
1701 North Congress Avenue
Austin, TX 78701
512-463-8639

Wyoming

Scott Parks
Office of the Governor
Capital Building
Cheyenne, WY 82002
307-777-7437

Utah

Harley Paulsen
Utah State Office of Education
250 East 600 South
Salt Lake City, UT 84111
801-922-7128

Vermont

Ms. Sheila Bailey
State Department of Education
120 State Street
Montpelier, VT 05620 2501
802-226-2758

Virginia

Ms. Kim Lacy Johnson
Virginia Office of Vocational
223 Governor Street
Richmond, VA 23219
804-385-3790

Washington

Bartem Gooding
Department of Community Development
908 Columbia Street S.W.
Olympia, WA 98504-8300
360-763-8888

West Virginia

W. Jack Neuhouse
West Virginia Department of Education
1600 Kanawha Boulevard, East
Charleston, WV 25305
304-348-2348

July 20, 1993

MEMORANDUM

TO: Sarah Whitman

FROM: Patty Sullivan 

RE: Possible preparatory activities to assure timely implementation of the National Service Trust Act

I've listed below a number of activities that can be completed during the next few months that will help lay the groundwork for the implementation of the National Service Trust Act from a state perspective.

- 1) Continued outreach between the Office of National Service and the nation's Governors. Special efforts should be made to engage Governors other than Romer, who will be leaving the NGA chairmanship in August of 1993. Perhaps efforts could be targetted on lead states or others identified by the Commission as strong service states.
- 2) Development of basic information to educate Governors' staffs on the mechanics of the National Service program. This effort would build on the current materials that have been distributed during the legislative process and could include a short "implementation guide" that would lay out the specific steps that need to be taken by a Governors' office. Such materials should be developed jointly by the NGA, the Office of National Service and where appropriate, the Commission.
- 3) Convene a working group of governors' staff from interested states to help identify the potential barriers to the timely implementation of the National Service program. The Commission could again help to identify states and individuals that would serve on such a working group. Based on the lessons learned from the existing programs, the group could help anticipate the potential problems in implementation and assist in working out some of these problems in advance. NGA could convene the working group from the Governors.

Sarah Whitman

p.2

July 20, 1993

4) Work with the National Conference of State Legislatures, the State Budget Officers and other state related groups to identify potential barriers to implementation from a more technical perspective. For example, what sort of model memorandum of understanding exist between state agencies that have helped to facilitate transfer of funds within state agencies.

5) Develop a long-term strategy to develop broad-based support for the National Service program among the governors. NGA will continue to keep the governors informed on the progress of the legislation and then the implementation of the program. Efforts will also be made to include national and community service as an agenda item at NGA meetings. Informal technical assistance will be provided to encourage governors to incorporate service programs into larger initiatives.



ACTION

1100 VERMONT AVENUE, NW
WASHINGTON, DC 20525

Date: 7/16/93
 To: Sarah Whitman
 Location: Office of National Service
 FAX # 456 - 6420
 # of pgs. (including cover)

From: Judith A. Denny, Inspector General
 Office: Office of the Inspector General
 Phone # (202) 606-4804
 FAX # (202) 606-5290

PLEASE DELIVER AS SOON AS POSSIBLE

Sarah,

My call to you early this afternoon was to discuss the issue in the attached memo.

If we need to get the information next week, we'll have to make travel arrangements as soon as possible. Therefore, I need to know what you think of the timing.

Thanks

Judy

ACTION'S MISSION

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

**ACTION**1100 VERMONT AVENUE, NW
WASHINGTON, DC 20525

July 16, 1993

MEMORANDUM

TO: Sarah Whitman
Office of National Service

FROM: *Jenny*
Judith A. Denny
Inspector General

SUBJECT: State Structure Meeting Follow-up

At the July 7 meeting concerning state structures for the Corporation, I was asked to identify fiscal capacity problems that individual states may have in handling Federal funds. The General Accounting Office (GAO) and Federal cognizant agencies (for single audits) were possible sources of information.

GAO had no helpful information. Information from the Departments of Justice, Housing and Urban Development, and Education was very general. However, we found some very specific and useful information from the Department of Health and Human Services (HHS).

At HHS, Barbara Bennett is in charge of National External Audit Review for the Office of the Inspector General. Her office--located in Kansas City, Missouri--reviews all state-wide audits conducted under OMB Circular A-128. They review all audit findings, which generally involve broad internal controls, but also include the monitoring of subgrantees.

Without reviewing her files, Ms. Bennett could not say which states had problems in which areas, although she was willing to say that the State of Colorado had many continuing problems.

Ms. Bennett's staff will have the 40 statewide audits done for FY 1992 (and perhaps the other 10 reports that are done on a department-by-department basis) for the next two months before they are archived. She has offered us the opportunity to review these reports in Kansas City.

I propose that my office develop a check-list of relevant issues, with your input. We can send one or two people (probably for two days) to Kansas City in mid-August or early September to review the reports. (Because of the HHS staff's schedule, we would have to go late next week or wait until mid-August.)

Please let me know if and when this information is needed.

ACTION'S MISSION

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