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PART II:

SHAPING YOUR CORPS

CORPS PROGRAM MODELS

Size, structure, sponsorship, funding sources, leadership, and mission all vary from one corps program to another. State governments began to create year-round and summer corps programs in the mid-1970s. Cities and counties began to organize youth corps several years later. In the mid-1980s, numerous operators of summer youth employment programs under the federal Job Training Partnership Act developed local and state youth corps. The early 1990s witnessed the creation of new corps with JTPA funds, National and Community Service Act funding, and other sources.

Nevertheless, corps programs fall generally in line with several models. The elements of those models are listed here.

State year-round corps programs are often:

- Managed by a land-managing or employment and training agency, sometimes through contracts with a nonprofit organization;
- Funded from general appropriations, bonds, and user fees, and contracts;
- Designed to employ young adults 16-25 who are out of school;
- Set up to conduct projects on public lands or in public institutions, and to provide corpsmembers with basic education and life skills training; and
- Set up to involve residential or non-residential crews, or both.

State and local summer corps programs are often:

- Developed by a state department in cooperation with local agencies such as Service Delivery Areas or parks departments;
- Funded through discretionary and local-grant federal JTPA funds and private sources;
- Designed to operate for 8-12 weeks on a small number of projects, and to provide educational services so as to prevent summer "learning loss;" and
- Designed to employ youth as young as 14 in non-residential settings.

Year-round urban corps programs are often:

- Funded by a broad mix of federal, state, and local government funds, as well as private sources and fee-for-service contracts;
- Designed to employ out-of-school youth from 16-23;
- Set up to conduct projects ranging from human service to conservation;
- Operated as a non-profit organization or as part of a larger nonprofit;
- Set up with the cooperation and assistance of city and state government; and
- Designed to provide comprehensive education and support services to corpsmembers.

Variations on all three models exist. Contact NASCC for more information.

TEN BASIC PRINCIPLES -- STATE CORPS

- **Clear structure.** Set forth a clear administrative structure that assigns responsibility for program implementation to a single state agency with adequate capacity.

- **Distribute operations.** Authorize funding levels sufficient to establish youth corps programs of sufficient scale in all regions of the state.

- **Align program with provisions of federal youth service and job training laws.** Set forth programmatic requirements that would qualify the corps for federal assistance under the National and Community Service Trust Act and the Job Training Partnership Act. These include:

  * Clearly define the corps in keeping with the definition at 42 USC 12572
  * Authorize age-appropriate educational activities for participants;
  * Provide for recruitment to reach a cross-section of the community's youth;
  * Dedicate the corps to work projects performed in crews and well-supervised;
  * Provide work, living, and study environments that meet basic standards of health, sanitation, and safety;
  * Allow for necessary support services and benefits -- basic health coverage, transportation, child care, counseling, & housing.

- **Case management.** Include case management services to ensure that participants and their dependents receive adequate health care (immunizations & health screens).

- **Incentives for cooperation.** Require or create mutual incentives for the corps to cooperate with and benefit from other education, training, and youth development programs in the state, especially those receiving federal Job Training Partnership Act funds.

- **Non-displacement.** Require that work projects not displace other regular public or private employees, and require consultation with local labor organizations.

- **No incentive to drop out.** Require that corps take steps to ensure that young people are not encouraged to drop out of school to participate in the corps.

- **Broad range of projects.** Allow the corps to tackle a broad range of work projects.

- **Adequate benefits.** Authorize minimum living allowances as well as a structure to provide post-program benefits (cash stipends, grants, or vouchers) to encourage program completion and to encourage further education and training.

- **Assess effectiveness.** Require the corps to generate and report participant and work accomplishment data that can be used to assess program effectiveness.

Source: Building Youth Corps, Gary Lacy and Alice Yang, Children's Defense Fund, 1990.

STATE CORPS MODELS AND IMPLEMENTATION STRATEGIES

Iowa Conservation Corps

- **Program Model: State Umbrella Agency.** The ICC is a division of the state Department of Economic Development, and operates as an umbrella agency in support of four service programs for youth and young adults, with an overall age range of 14-24. The programs involve 700 corpsmembers year-round, 175 more during the summer, and 100 seasonally.

- **Operations and Funding.** The ICC contracts with school districts as well as CAP, employment and training, and other agencies to operate crews. These agencies contribute a match of at least 35% of project costs. Total budget: $2,000,000.

- **Implementation.** Enabling legislation for a state corps program passed in 1982. Regulations to implement some of the current programs took effect as early as 1975, based on the 15 prior years' experience with summer youth and in-school work experience programs. As amended, the regulations create the office of a state youth coordinator who administers the ICC grant program. For each program, regulations either limit grant size or set out a distribution formula.

Florida Conservation and Service Corps

- **Program Model: State Contract with Nonprofit Agency.** FCSC consists of two elements -- a residential statewide program for 40 young adults ages 18-21, as well as a nonresidential program for 80 participants ages 16-25 operating in Fort Lauderdale.

- **Operations and Funding.** The residential facility, which the first group of corpsmembers renovated, is located in a rural community. Corpsmembers conduct conservation projects on public lands. Eckerd Family Youth Alternatives operates the residential program under contract with the Department of Natural Resources, and contributed capital costs for the residential center. A small staff in DNR's Office of Civilian Conservation monitors corps operations and expenditures. EFYA also operates the Fort Lauderdale Conservation Corps. Total budget: $1,970,919.

- **Implementation.** Legislation creating the Florida corps passed in 1987. The final version of the bill provided that the DNR could request proposals leading to a contract with a public or private nonprofit agency to administer residential and nonresidential conservation corps centers. State officials then developed comprehensive implementing regulations. Fort Lauderdale was one of 15 Urban Corps Expansion Project sites supported by foundation planning and seed grants.

Washington Service Corps

- **Program Model: State/Local Partnership.** The WSC has two components -- a year-round program involving 430 unemployed young adults 18-25 and a summer program for 180 youth ages 14-21 -- and is administered by the Washington Youth Employment Exchange (Job Service) of the state's Employment Security Department.

- **Operations and Funding.** The state identifies and contracts with a wide variety of public and private nonprofit local agencies for placement of individual corpsmembers, who are linked together through a regional crew structure. Work sponsor agencies must provide a 20% cash match to the program. Corpsmembers assist the elderly, refugees, and the disabled, and promote tourism and economic development. The corps provides participants a stipend, and assists corpsmembers' pursuit of further education and training through scholarship grants. The WSC also supports a network of small local corps throughout the state. Total budget: $1,300,000, of which $1.1 million is a state appropriation and $200,000 are local matching funds.

- **Implementation.** The 1987 enabling legislation for the Service Corps is highly detailed. Youth Employment Exchange staff members summarized additional guidelines and administrative requirements for enrollees, supervising agencies, and the service corps in a twelve-page handbook.

California Urban Corps Network

- **Program Model: Decentralized Local Corps Network.** Ten localities are home to independent non-profit, nonresidential urban corps programs that employ 850 year-round and 1040 summer/seasonal corpsmembers ranging in age from 12-26.

- **Operations and Funding.** In all ten urban corps, crews of corpsmembers carry out a wide range of conservation, community development, and human service projects. The corps operate or develop links with basic education and employability development programs. Funding sources include: Fee-for-service projects with land managing agencies; the state Department of Conservation's Bottle Bill recycling program; urban-emphasis funds granted to local programs by the California Conservation Corps; cities, CDBG, and JTPA; and the private sector. All programs operate year-round with young adult corpsmembers; some corps operate parallel programs for junior-high age youth or expand in the summer to include younger participants. Aggregate budget: $23,860,000.

- **Implementation.** Urban corps took shape 1983-1994 through separate, locally-driven planning efforts. Legislation has required the California Conservation Corps to pass through funds to urban corps meeting certain criteria since 1984. Urban corps have applied for and received state recycling grants since 1988. Many of the urban corps have developed close relationships with land-managing agencies that result in revenue-producing projects. Some cities have granted beautification funds to urban corps.

Pennsylvania Conservation Corps / Urban Corps / Summer JTPA Corps

- **Program Model: State and Local Program Network.** A statewide conservation corps for 350 young adults, seven local/urban corps for over 200 young adults, and summer corps in every Service Delivery Area in the state enrolling 5,200 youth operate with the support of PennServe, the state office of citizen service located within the Department of Labor and Industry (DOLI).

- **Operations and Funding.** State agencies and local governments submit project proposals to the state corps for projects of public benefit that will produce revenues for the state (e.g. fee campgrounds and cabins). Urban and summer corps solicit and develop work projects with a range of public and nonprofit agencies, and carry out basic education and employability development programs on-site or in cooperation with a local institution. State corps originally operated with support from bond funding. Urban Corps have received state funding from the Departments of Labor and Industry (JTPA discretionary funds), Education, Public Welfare, Aging, and Community Affairs. Other urban and summer corps funding has flowed from foundations, corporations, local private industry councils and the Commission on National and Community Service.

- **Implementation.** Economic recovery legislation passed in 1984 to establish the state corps. Urban corps received state support through a competitive process. The state provided technical assistance, training, and small grants to encourage SDAs to establish summer corps programs.

Maryland Conservation Corps

- **Program Model: State/local partnership.** The MCC is a statewide program that recently expanded operations from summer-only (700 corpsmembers) to year-round (60 corpsmembers). The Forest, Parks and Wildlife Service of the Department of Natural Resources operates the summer program for youth ages 14-20 in partnership with SDAs across the state, and the year-round program for young adults 17-25.

- **Operations and Funding.** The state applies to all SDAs in the state for JTPA funding to support operation of locally-chosen summer crews, and for assistance in recruiting corpsmembers. During the summer, the DNR provides training, uniforms, materials, supplies and transportation; DNR also helps develop conservation projects on state, county, and private lands. MCC deploys year-round corpsmembers in five sites (one residential). Summer- and year-round corpsmembers also participate in employability development and environmental and basic education activities. Funding comes from the National and Community Service Act (58%), JTPA (20%), state appropriation (11%), and corporations and foundations (11%).

- **Implementation.** The state first implemented the program as one of several parts of its environmentally-focused Chesapeake Bay Initiative.

Wisconsin Conservation Corps

- **Program Model: Independent state agency and corps commission.** The WCC is a statewide nonresidential program for 330 young adults from 18-25. The program operates as an independent state agency attached to the Department of Administration for fiscal and budgetary purposes. The governor appoints a citizen policy board to administer the program.

- **Operations and Funding.** Public and nonprofit agencies submit proposals to receive services from crews organized and staffed at the local level; the corps operates primarily on public land. Corpsmembers who complete one year receive a $500 bonus or a $1,500 scholarship. State appropriations, links to federal and state conservation funds, and a small share of the state's National & Community Service Subtitle C grant combine to produce a budget of $4,400,000.

- **Implementation.** Legislation creating the WCC passed in 1985. The citizen board appoints an executive director who hires central-office and regional staff members. The board also approves policy and project proposals. Board terms are staggered.

STATE CORPS ENABLING LEGISLATION:

TYPES AND SAMPLES AVAILABLE

States have approached the task of drafting corps enabling legislation from many angles, and the resulting laws are yet another reflection of the diversity within the corps network. The following is a list of some of the governing structures that legislation has created for corps programs; samples of these laws are available from NASCC.

Corps operates as part of a state natural resources agency

California Conservation Corps and urban corps****
Florida Conservation Corps#*****
Michigan Civilian Conservation Corps#
Montana Conservation Corps*****
Ohio Civilian Conservation Corps

Corps operates as part of a state employment and training agency

Iowa Youth Corps#
Missouri Youth Service and Conservation Corps#
Oregon Youth Conservation Corps**
Pennsylvania Conservation Corps*, urban corps, and local incubator corps
Washington Service Corps#

Corps operates as a state agency governed by a commission

Arizona Conservation Corps***
Wisconsin Conservation Corps

* Includes provision for bond funding
** Includes provision for amusement tax funding
*** Includes provision for funding through donations
**** Includes provision for "Bottle Bill Float" funding
***** Includes provision for operation by contracting with a nonprofit organization

\# Regulations or guidelines also available

FOR STATES WITH JTPA CORPS PROGRAMS:

DIVISION OF LABOR AT IMPLEMENTATION

Several states now operate a corps program with its basis in the existing job training system, funded in large part by the federal Job Training Partnership Act (JTPA). Several models of summer and year-round corps programs based on JTPA already exist. Whether summer or year-round, these corps typically depend on the joint efforts of state and local agencies. Often, the Service Delivery Area (SDA) fulfills local responsibilities. Sometimes, SDAs contract with local corps or other training providers to field youth corps crews. The division of responsibilities may look something like this:

STATE ROLE: In consultation with local providers, state agencies develop systems, procedures, and standards for a wide range of program issues such as --

- Fiscal and budget management, and dissemination of funds
- Post-program benefits for corpsmembers
- Promotion, public relations, marketing (e.g. brochure)
- Identifying/obtaining commitment of work sponsors
- Crew supervisor training, staff recruiting
- Preparation of an Operations Handbook ** (see next page)
- Administration, MIS, program evaluation, annual reports

The state may also take the lead in helping local agencies communicate and understand the corps model. It can do this with an overview document, a sample corpsmember handbook, public meetings, and a handbook of regulations. The lead state agency also fulfills the external relations role by developing and recommending amendments to corps enabling legislation, and by involving the corps in emergency response training.

SDA ROLE: Participating Service Delivery Areas adopt the principal local role on tasks such as --

- Identify/solicit/contract with program operators
- Conduct staff recruitment and administrative training (perhaps limit to job descriptions, selection criteria)
- Conduct corpsmember recruitment and certification
- Provide local budget/fiscal management & private fundraising systems
- Communicate the model through PIC, public & private agencies
- Conduct outreach to potential work project sponsors (includes development of master agreements with public agencies)
- Conduct outreach to potential corpsmember development component providers (of education, post-program services, support services, and life skills)
- Develop local post-program benefits and placement options

CORPS OPERATOR: If the SDA does not operate the corps program, it may ask its contracting agency to implement the corps locally. This means the contractor will develop local systems and procedures for the following --

- Recruitment and orientation of corpsmembers
- Staffing
- Communicating the model and its local form
- Work program -- criteria and process for choosing/scheduling projects
- Corpsmember development program -- in house or contracted out

OPERATIONS HANDBOOK:

The state can ensure greater local consistency and rapid implementation by preparing a generic handbook or set of forms. The handbook/forms would address:

- Corpsmember recruitment/hiring/orientation/discipline/grievances/ wages/benefits/assessment/evaluation;
- Work project sponsors -- application, contract, hazard analysis, evaluation, reports;
- Administrative functions such as MIS, personnel procedures;
- Practical items such as facility, vehicles, tools and equipment; and
- The preferred or mandated outline for corpsmember development and training.

FOR MORE INFORMATION:

Please refer to the 1993 NASCC technical paper,
Making JTPA Work for the Corps.

STATE CORPS PLANNING RESOURCES:

A BRIEF LISTING

All resources listed below are available from NASCC, either free or at cost.

Sample corps enabling legislation/regulations -- available for numerous states. Free.

Corps Development Action Plan -- useful tool for planning corps implementation. Free.

Corps program annual reports -- reviews and evaluations of state programs. Free.

Urban Corps Expansion Project Resource Book --

A state-of-the-art compendium that explains and provides examples of numerous corps program operations and procedures. Designed for use with urban corps programs but many materials and much commentary are applicable to state corps as well. Available at cost.

Building Youth Corps -- A thorough discussion of the process of forming a state corps program, with numerous examples. Free.

Part III:

FEDERAL FUNDING FOR CORPS UNDER NCSTA

SUMMARY -- NATIONAL AND COMMUNITY SERVICE TRUST ACT OF 1993

The National and Community Service Trust Act of 1993, P.L. 103-82, creates a new Corporation for National Service. Under the Corporation, the ACTION agency and the Commission on National and Community Service will be merged. ACTION's programs were reauthorized as part of the Trust, although they retain an authorization separate from the new "national service" programs which are authorized at $300,000,000 for FY 1994, $500,000,000 for FY 1995 and $700,000,000 for FY 1996. To receive national service funds, states must set up State Commissions, and submit a state plan to the Corporation for National and Community Service. Provisions are made for national organizations, federal agencies, and local and state programs (which want to replicate themselves nationally) to apply directly to the Corporation for funding. The Corporation will be headed by a Chief Executive Officer who shall be appointed by the President, with the advice and consent of the Senate. All board members will also be appointed by the President with the advice and consent of the Senate.

National service participants may enroll for up to two years and will receive up to $4,725 per year in college or job training scholarships or loan forgiveness. With limited exceptions, national service programs must provide all full-time participants with a living allowance equal to or greater than the average annual subsistence allowance provided to VISTA volunteers (currently $7,440 annually). The Corporation shall contribute up to 85% of the level of the average subsistence allowance to a program's living allowance costs.

Funding will be provided to carry out full or part-time national service programs, including summer programs. Funding can be provided for the establishment, operation, or expansion of a program and may not cover a period of more than three years. After three years, renewal is possible. Federal agencies which receive national service funds are allowed to enter into contracts or cooperative agreements with an existing national service program of high quality. The State Commissions and Corporation will both set priorities for the types of national service programs to be assisted.

Eligible national service programs must address unmet human, educational, environmental or public safety needs. Most of the programs which are eligible for funding are in the new Subtitle C. These programs include community corps; year-round or summer youth corps programs; programs that provide specialized training in service learning; service programs that recruit individuals with specialized skills or provide specialized pre-service training; individualized placement programs; campus-based programs; preprofessional training programs; professional corps programs; programs for economically disadvantaged 16-24 year olds which combine service, education, and employment skills and in which participants meet the housing needs of low-income families; national service entrepreneur programs which identify, recruit, and train gifted young adults; intergenerational programs; programs administered by a combination of nonprofit organizations located in low-income areas; community service programs designed to meet the needs of rural communities; programs which seek to eliminate hunger; and such other national service programs as the Corporation may designate.

Other programs which are authorized, but do not have a separately authorized appropriation, include the Military Installation Conversion Demonstration program to provide meaningful service opportunities for economically disadvantaged youth in communities affected by base closures or realignments; the Public Land Corps Act which allows the Secretaries of Interior and Agriculture to create such a Corps or utilize existing conservation corps to carry out conservation projects on public lands, Indian lands and Hawaiian home lands; and the Urban Youth Corps which allows the Secretaries of HUD and DOT to enter into contracts and cooperative agreements with any qualified urban youth corps to perform service projects.

Definition of Youth Corps from NCSTA

USC 12572 **Section 122. TYPES OF NATIONAL SERVICE PROGRAMS ELIGIBLE FOR PROGRAM ASSISTANCE.**

(a) **ELIGIBLE NATIONAL SERVICE PROGRAMS.**--The recipient of a grant under section 121(a) and each Federal agency receiving assistance under section 121(b) shall use the assistance, directly or through subgrants to other entities, to carry out full- or part-time national service programs, including summer programs, that address unmet human, educational, environmental, or public safety needs. Subject to subsection (b)(1), these national service programs may include the following types of national service programs...

(2) **A full-time, year-round youth corps program or full-time summer youth corps programs, such as a conservation or youth service corps** (including youth corps programs under subtitle I, the Public Lands Corps established under the Public Lands Corps Act of 1993, the Urban Youth Corps established under section 106 of the National and Community Service Trust Act of 1993, and other conservation corps or youth service corps that performs service on Federal or other public lands or on Indian lands or Hawaiian home lands), that--

(A) undertakes meaningful service projects with visible public benefits, including natural resource, urban renovation, or human services projects;

(B) includes as participants youths and young adults between the ages of 16 and 25, inclusive, including out-of-school youths and other disadvantaged youths (such as youths with limited basic skills, youths in foster care who are becoming too old for foster care, youths of limited-English proficiency, homeless youths, and youths who are individuals with disabilities) who are between those ages; and

(C) provides those participants who are youths and young adults with--
(i) crew-based, highly structured, and adult-supervised work experience, life skills, education, career guidance and counseling, employment training, and support services; and
(ii) the opportunity to develop citizenship values and skills through service to their community and the United States.

WHY YOUTH CORPS ARE AN ALL-AROUND GOOD OPTION UNDER NCSTA

Full-time corps serving youth and young adults are a great program option because:

- **NCSTA requires using 50% of all state grant funds in areas of need,** and corps have a proven record of serving areas of need;

- **Corps operate with a clear yet flexible program model** (see Parts I and II);

- **Many states already host a corps infrastructure** on which to build;

- **Corps are well-equipped to carry out projects in keeping with the national priorities** -- corps have carried out millions of hours of environmental and disaster relief projects, rehabilitated hundreds of houses, apartments, and shelters, provide a positive crime prevention alternative for youth, and carry out tutoring and child care in many communities;

- **Corps are a proven structure for working with youth and young adults** -- the primary group of intended participants in national service -- and also offer many **intergenerational** opportunities;

- **Corps work projects are a treasure trove of service-learning opportunities;**

- **Corps can easily expand in the summer to serve in-school youth;**

- **Training, technical assistance, and a supportive network** of corps practitioners are readily available through NASCC;

- **Corps operate with documented cost-effectiveness,** making them easier to sell to state legislatures, foundations, and other holders of key pursestrings.

HOW CORPS AND STATE COMMISSIONS CAN WORK TOGETHER FOR MUTUAL BENEFIT

I. If your state is not home to a corps:

- Seed development of a statewide corps program, through a state agency or nonprofit organization;
- Seed development of a network of local corps;
- Seed development of one or two pilot corps programs;
- Use a planning grant to develop a corps, with technical assistance from NASCC.

II. If your state is home to a corps:

- Expand current programs, building on existing infrastructure;
- Provide post-service benefits for participants in existing corps;
- Broaden the geographic scope of the existing corps program, or create new local corps in unserved areas;
- Expand or replicate promising program components;
- Provide opportunities for corps graduates to continue in part-time service while attending school, so as to qualify for part-time AmeriCorps benefits;
- Build the capacity of existing corps by placing AmeriCorps volunteers, VISTA participants, and participants in religious service corps programs in corps staff positions or in the Urban Youth Corps with the Departments of Transportation and Housing and Urban Development.
- Seek a role for corps in your state in the Public Lands Corps, in cooperation with the Departments of Interior and Agriculture.

FEDERAL AGENCY PARTNERS -- AN INTRODUCTION

If your state contains significant amounts of Federal land, or if you identify Federally-assisted transportation, housing, and public works projects that would benefit from an infusion of national and community service energy, you are in luck.

The Public Lands Corps Act and the Urban Youth Corps Act provide Federal agencies with the clear authority to contract with state and local corps programs to carry out a wide range of projects.

N.B. FEDERAL AGENCIES MUST SUBMIT THEIR NATIONAL SERVICE PROPOSALS BY APRIL 15, 1994.

Thus, now is the time to contact relevant Federal officials in your state to forward ideas regarding:

1) Needed projects in your area, and

2) Potential connections between Federal projects and existing or new corps.

For more information on the Public Lands Corps and Urban Youth Corps, please contact NASCC.

SUMMARY -- PUBLIC LANDS CORPS ACT

Section 201-210 of the National and Community Service Trust Act, P.L. 103-82.

Overall: This section of the national service bill establishes a Public Lands Corps within the Departments of Interior and Agriculture, and provides the Secretary of each Department with the ability to establish year-round corps programs for young adults, to contract with state and local corps programs, and to contract for individual-placement resource assistants.

Specifics:

Establishes a Public Lands Corps within the Department of the Interior and the Department of Agriculture for young adults ages 16-25.

Authorizes each Secretary to enter into contracts or cooperative agreements with any qualified youth or conservation corps, and with operators of resource assistant programs.

Authorizes each Secretary to utilize the Public Land Corps or contracted corps to carry out conservation, restoration, or rehabilitation projects, and to establish conservation centers to house participants in residential corps programs.

Instructs each Secretary to provide living allowances, terms of service, and post-service benefits consistent with the National and Community Service Act (NCSA). Makes participants eligible to receive national service educational awards. Also provides for deferral of Stafford Loans while in the corps.

Applies displacement language in NCSA to the Public Lands Corps.

Authorizes each Secretary to pay up to 75% of the cost of projects carried out by corps under contract. No cost share would be required in the case of projects carried out directly by a Federal corps or projects on Indian lands. Authorizes each Secretary to accept donations for operating a Federal corps and carrying out projects.

Makes each Secretary eligible to apply for support of the Public Lands Corps, or for contracting with qualified corps, from the Corporation for National and Community Service.

SUMMARY -- URBAN YOUTH CORPS

Section 106 of the National and Community Service Trust Act, P.L. 103-82

Overall: This section of the national service bill establishes an Urban Youth Corps within the Department of Transportation and the Department of Housing and Urban Development, and authorizes the Secretary of each Department to contract with urban corps programs.

Specifics:

Establishes an Urban Youth Corps within the Departments of Transportation and Housing and Urban Development for young adults ages 16-25.

Authorizes each Secretary to enter into contracts or cooperative agreements with any qualified urban corps.

Authorizes the Secretary of Transportation to make grants to states (for subsequent pass-through to local governments) for establishing, operating, or supporting urban youth corps as they perform service projects related to transportation resources or facilities.

Authorizes each Secretary to utilize the Urban Youth Corps or contracted corps to carry out appropriate projects involving public housing projects or public works resources or facilities.

Instructs each Secretary to provide living allowances, terms of service, and post-service benefits consistent with the National and Community Service Act (NCSA). Makes participants eligible to receive national service educational awards. Also provides for deferral of Stafford Loans while in the corps. Applies displacement language in NCSA to the Urban Youth Corps.

Authorizes each Secretary to pay up to 75% of the cost of projects carried out by urban corps under contract, with the remaining 25% to come from nonfederal sources. Authorizes each Secretary to accept donations for operating a Federal corps and carrying out projects.

Makes each Secretary eligible to apply for support of the Urban Youth Corps, or for contracting with qualified corps, from the Corporation for National and Community Service.

APPENDICES

Technical Assistance Services Available from NASCC

On-site consultation by staff or expert Circuit Riders

Structured Site Visits to exemplary corps

Advice and counsel re: NCSTA applications

Introductions to relevant Federal agency staff

Program assessments/review

Training of crew supervisors and other staff members

Topical Training:
- Organizational development
- Staff development
- Corpsmember development
- Fee-for-service projects
- Service-Learning

Document search -- Technical Assistance Resource Center

Telephone assistance

Written and Other Resources Available from NASCC

Making JTPA Work for the Corps

Report to the Field: NCSA Implementation Project

UCEP Resource Book

UCEP Fiscal Manual

"Introduction to Youth Corps" slide show with script

Assorted corps videos and slides

For Assistance:

Please call NASCC at 202/737-6272

National Association of
Service & Conservation Corps

CORPS DEVELOPMENT ACTION PLAN

Purpose of the Action Plan

The Action Plan can help you identify key achievement and decision points that will move your corps program from idea to reality. It will lay out those actions that are critical in developing your corps and will establish the milestones, responsibility and timeline necessary for accomplishing them. These milestones and your progress in achieving them will also assist NASCC staff members and consultants in providing technical assistance.

Preparing the Action Plan

You may want to convene a day-long meeting that allows a small working group of key corps planners and developers to hammer out the details of implementation of your corps. Prior to this meeting, the participants should have a chance to review this introductory page, as well as the Action Plan Focus Areas and Worksheet. You may want to invite a NASCC staff member or consultant to assist you as you prepare this plan.

After the meeting, the primary planning staff member(s) will be responsible for gathering and organizing further information that is needed to further develop the Action Plan. NASCC could help you establish a timeframe for completion of your Action Plan that will take into account your projected startup date, current level of progress, and other timing considerations. The Action Plan will serve as a framework for tracking your progress toward corps implementation and can be reviewed periodically by you and NASCC.

The Action Plan Worksheet and Focus Areas

When completed, your Action Plan will address each of the focus areas that are identified on the next four pages. You may want to make multiple copies of the Action Plan Worksheet, and use one (or more) for each focus area. The Worksheet includes these items:

- **Actions** – steps, tasks, and achievements in your planning and development process
- **Milestones** – decision points or accomplishments necessary to complete the actions
- **Responsibility** – assignments for individuals, committees, decision-makers, etc.
- **Date** – expected completion date for each milestone. Your Action Plan can cover the period from the present through the day corpsmembers first enter your doors.
- **Technical Assistance Resources**– sample documents, policies, guidance needed from NASCC staff or corps practitioners.

Focus Areas

I. Leadership Development

- Determine Planning Group role and plan transition to a permanent governing body
- Build the governing body (a Board of Directors and/or Advisory Committee)
- Enlist support of local government officials
- Build relations with community organizations
- Develop private sector support and leadership
- Recruit and select a Corps Director

II. Resource Development

- Prepare expense and revenue projections for first year of corps operation
- Formulate and implement private (i.e. corporate and foundation) fundraising strategy
- Secure public commitments including JTPA, CDBG, fee-for-service contracts and other funds
- Gain commitments for in-kind services or facilities (i.e., education services, pro bono professional support, tools, headquarters)
- Develop state and local legislative strategy

III. Building an Organization

New Non-Profit

- Develop strategy for transition to new organization
- Incorporate, develop articles, by-laws, secure tax exempt applications - state and federal
- Transfer legal governance responsibility to Board of Directors

OR

Sponsorship by Existing Organization

- Develop operating agreement with lead agency
- Establish roles and responsibilities of lead agency governing body, Advisory Committee, staff, etc.

IV. Staffing

- Develop organizational plan and staff roles and responsibilities
- Determine phase-in schedule for staff
- Develop job descriptions, qualifications and selection criteria
- Recruit and select staff
- Phase-in staff
- Orient and train staff

V. Facility and Equipment

- Identify and develop a corps facility
- Determine needs and acquire corps vehicles, tools and equipment for office and work projects

VI. Corps Identity and Visibility

- Establish the Corps identity (i.e., logo, slogan, uniforms)
- Develop a marketing plan
- Plan an opening ceremony or kick-off

VII. Corpsmember Recruitment & Selection

- Review suggested corpsmember development structure for existing program
- Recruit and select corpsmembers
- Develop an intake system
- Design and implement an orientation strategy
- * If orientation is residential, develop contract with provider

VIII. Corpsmember Development

- Review suggested corpsmember development structure for the existing program
- Establish goals for corpsmember development
- Plan for the delivery of educational services including identification of:
  - Program goals and objectives for basic education and life skills
  - Types of services and their providers (e.g. ESL, basic skills, GED, skill training)
  - Key activities, methods and materials (e.g. workshops, internships, worksite meetings, etc.)
  - Management and staffing plans
  - Assessment and Accountability systems (program and corpsmember)

VIII. Corpsmember Development (continued)

- Plan for the development of related corpsmember development components including:
  - Develop corpsmember handbook, policies and procedures
  - Develop strategy for corpsmember supportive services (i.e., counseling, housing, childcare, substance abuse, etc.)
  - Develop a post-program strategy for corpsmembers (i.e., job placement, continuing education, etc.)
  - Develop goals for program enhancements (leadership development, retention strategies, incentives, empowerment, etc.)
- Identify all additional resource needs (equipment, space, computer technology)
- Develop strategies and mechanisms for integrating all components of corpsmember development
- Produce a timeline for planning

IX. Work Program Development

- Refine criteria and process for choosing work projects
- Identify and build relations with work sponsors
- Develop master agreements with key public agencies
- Develop and sign work project agreements
- Develop work project evaluation instrument
- Develop work project planning and scheduling system

X. *Management and Administration*

- Design policies and procedures (systems, tools, processes, etc.):
  - Personnel policies
  - Organizational manual
  - Accounting system
  - Contract management system
  - Reporting systems for specific funding sources (i.e., JTPA, CDBG, local, state, fee-for-service contracts)
- Establish a management information system (MIS) (Hard copy or computerized)
- Develop a management and fiscal review process

XI. *Corps Review and Refinement*

- Develop a strategy to review and refine program operations

CORPS DEVELOPMENT ACTION PLAN WORKSHEET

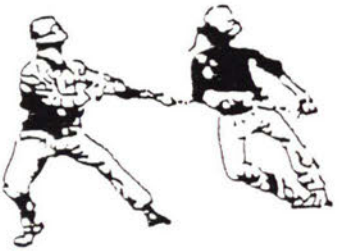
Corps Site: _____

Focus Area: _____

Prepared by: _____ **Date:**_____

_____

Actions	**Milestones**	**Responsibility**	**Date**	**TA Resources**



A Day in the Life of a Crew Supervisor

With grateful appreciation to Michael Connelly of the Philadelphia Youth Service Corps and Molly Callaway of the Montgomery County (MD) Conservation & Service Corps, for this description of a typical day.

My day officially begins at 7 a.m. when I arrive at the office to change into my sweatsuit and get ready for physical training (PT). This morning I gave a ride to two corpsmembers who were walking to the building from a distant bus stop. One of the corpsmembers is new to the program and he still is unsure as to whether he wants to continue. I tried to use the brief ride time as a chance to motivate him to stick with it.

By 7:15 a.m., I have started to greet all the corpsmembers as they enter the building. I try to strike a balance between having an informal and friendly atmosphere while getting the corpsmembers ready to do some serious exercises and then on to the work project. Actually, this is the kind of balance that I try to create at the job site -- the creative tension between the work that needs to be done and the developmental support that the corpsmembers need.

At 7:25 a.m., one of the corpsmember's mother calls to tell me that her son won't be in today. She wants to talk about how the corpsmember is doing and find out exactly what our attendance policy is. Mothers, probation officers, and school counselors usually ask for me when they call because I'm the staff person who the corpsmember is closest to.

During PT, I stop the group in the middle of push-ups because a few of the corpsmembers are doing the exercises poorly. Another crew supervisor blends in with that group to set a good example and to be a role model for the rest of the exercises. Following PT, my part of the daily announcements and reading time is to lead a ten minute discussion on current events. On the front page of the morning newspaper is a story on "crack babies," those born addicted to cocaine. Many of the corpsmembers get angry about the addicts and about how moms can abuse their babies like this...

(Later, at the work site)...This morning we are painting and doing some minor repairs at a local community and recreation center. We begin the project with a review of safety hazards. My role as crew supervisor is closer to that of a parent than of an employer. I am responsible for the corpsmember's appearance, language, personal problems, lunch break behavior and their job performance. There is rarely a moment's rest.

On this crew, I have some corpsmembers who are good painters and they need very little supervision. Others, however, are extremely deficient in terms of practical skills and they almost need to be led by the hand. A third group of corpsmembers is capable of doing good work, but it is a playful group. Allocating my time between the groups within my crew is something that I have developed a sixth sense for, e.g. sometimes I get that tingly feeling that the two corpsmembers in the next room could use a check-up. In between my spot checks of the groups, I try to remember to take time to be a role model by painting, using tools, or teaching with measurements or other parts of the task at hand. At 3:45 p.m., it is time to clean up, review the completed work with the whole crew, and get ready for the trip back to the office.

...Paperwork is another part of my job: timesheets, incident reports, project notes and bids, corpsmembers's evaluations, phone messages, not to mention some newsletters and training announcements that I rarely get to read. I also check through the education/grade level assessment of one of my new corpsmembers who reads at about a sixth grade level. I need to remember that when we go over the work specs at our crew meeting for the next project. The paperwork requires discipline and provides feedback that the corpsmember needs to grow and that our funding sources require. Paperwork often adds another hour to an already long day. As I get ready to leave for the day, a former corpsmember drops by for a visit to tell me about his new car and his new job. He also wants to tell me the latest gossip from the street, who from his crew is doing well, who is screwing up and getting into trouble. It's an important part of my job to listen and learn from this former corpsmember, and it's how I finish my ten-hour day.

2. ARTICULATING AND TRANSMITTING CORPS VALUES

Research on corps programs strongly indicates that corps values will be internalized by corpsmembers only if they are purposefully and consistently reinforced. For corpsmembers to hear the positive (and negative) messages you send and incorporate them into their lives, those messages must be delivered regularly and consistently in the words and actions of staff and programmed into the activities of the corps. They must be articulated clearly and in a language that is comprehensible and credible to corpsmembers.

The corps staff and board should meet early on to discuss the values the corps wishes to communicate. Among the ideas that should be considered are:

> Youth as resources. The energy possessed by young people is an untapped resource that can and should be used to promote the good of communities. Rather than being viewed as "clients of the system" or society's "problem," young people represent the potential for positive change.
>
> "Everyone can be great because everyone can serve." This Martin Luther King quotation encapsulates the vision that each of us, regardless of race, age or economic position, has the power to make a difference.
>
> Tomorrow's work force. Young people today will be the backbone of the country's economic engine. By preparing youth for the world of work--in terms of work habits and work skills--we affirm our belief that well-prepared youth are a key to the nation's success.
>
> Young people have important ideas and contributions. As a group, young people are often oppressed. They are victims of racism, sexism, educational systems without resources, violence at home and in their communities, unstable families and the constant message that they are too young to have anything of value to offer. The corps reverses these messages by offering respectful interactions, a safe environment, support from peers and adults, and a consistent message that young people have important ideas and contributions. As one corps staff person put it, "Don't underestimate a corpsmember's ability to dream."
>
> A sense of community is an anchor and confidence-builder. By building a community of relationships built on respect, the corps provides young people with a safe place where they can belong and feel confident in themselves.

Other positive values commonly asserted in corps programs include urban environmentalism, learning as a lifetime pursuit, celebration of racial and ethnic diversity, job-readiness skills and volunteerism.

Once your corps has identified the values it believes are paramount, they should then be incorporated in a written statement. This statement should be used to ensure consistency in how they will be transmitted to corpsmembers and the broader community. Statements should include only the most essential values; if you try to communicate too much, your messages will become diluted and ambiguous.

2. Articulating and Transmitting Corps Values

The statement should guide your efforts in establishing a mission statement, a corps motto, and all public relations and recruiting materials. Most important, it must guide how you communicate with corpsmembers.

Once the corps is operational, the difficult task of transmitting and reinforcing values must be undertaken. Exemplary corps have found the following strategies to be useful in making corps values an integral part of day-to-day operations:

- **Use your mission statement.** Corps values will be central to your mission statement. Make sure that corpsmembers, staff, board members, work sponsors, educational providers and other involved parties are exposed to the mission statement and understand its ramifications.

- **Demand staff involvement and commitment.** Corps staff must embrace the corps values and be committed to their transmission. Staff should be involved in developing value statements, periodically reviewing progress in achieving them, and discussing difficulties or inconsistencies they perceive or witness.

- **Regularly reinforce values with staff.** Regular staff meetings, and retreats should be scheduled at which the values of the corps are reiterated.

- **Stress values in public forums.** Because corpsmembers often hear about the corps through word of mouth, it is important that the corps' public image accurately reflect its values. By building broad community awareness, corpsmembers are more likely to enter the corps with clear expectations. They will understand that the corps expects them to perform service and to show responsibility to the community.

- **Enlisting support from work sponsors.** Work sponsors must fully understand the corps' emphasis on community and service and reinforce for corpsmembers the notion that they are producing tangible benefits. This can be accomplished through the sponsor's participation in orientation of corpsmembers, periodic reviews of work in progress, crew meetings, and debriefings once a project is complete or at significant benchmarks in its progress.

- **Build values into education programs.** The UCEP-developed education model, Practical Education for Citizenship and Employment (PECE), is designed to be integrated into and support corps activities that promote a sense of community. Its life skills strand, in particular, will accommodate discussion and reinforcement of corps values.

The important thing to remember is that no matter how tough things are, the corps must consistently use and reinforce a solid set of values. The values of service and community must guide all corps efforts; they underly all the sections of this manual.

The Los Angeles
Conservation Corps

CORPSMEMBER HANDBOOK

THE LOS ANGELES CONSERVATION CORPS

The Los Angeles Conservation Corps (LACC) operates as a locally supported, private, non-profit corporation committed to serving the young adults and community of Los Angeles.

The goals of the LACC are:

To perform needed conservation and community service projects for the Los Angeles Community. These include:

* Conservation—tree planting, erosion control, revegetation, wildlife habitat improvement, fire-hazard reduction.

* Park Development—trail maintenance and construction, playground improvement, campground development, wheel chair access ways, clean-up.

* Community Improvement—landscaping, community garden development, graffiti removal, historical preservation.

* Recycling—bin collection systems, launching of curbside programs, collection from commercial, industrial, and residential routes, collection at special events and parks.

To provide opportunities for corpsmembers to acquire skills, develop self-confidence and pride, and broaden their understanding of the world. Some of these opportunities for corpsmembers include:

* Learning skills necessary to enter the job market successfully, including work, job search, and academic skills.

* Developing an appreciation for the history, culture, and environment of Los Angeles.

* Developing Personal Life Management skills such as consumer education, money management, and other skills for independent living.

* Developing a sense of community responsibility, service, and citizenship.

The Corpsmember Handbook

In any job, it is important to know what your rights are and to know what is expected of you. The Corpsmember Handbook will include this and other information that can help you take full advantage of what the LACC has to offer. For instance, in this handbook, you can find out not only what you have to do to get a pay raise, but also how many docks you are allowed before a dock is grounds for termination. This handbook should answer any questions you have about rules and why the LACC does certain things.

Table of Contents

The Work Program

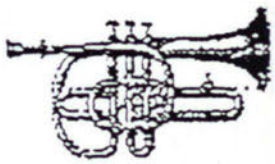
Each corpsmember belongs to a crew of 10 to 20 people. The crews work on projects ranging from trail construction, to landscaping, to recycling support. The LACC selects projects that are important to the community or the environment and that provide opportunities for corpsmembers to learn about conservation or the environment.

The LACC works for public or non-profit agencies, such as the Department of Water and Power, the Santa Monica Mountains Conservancy, and the Los Angeles County Parks and Recreation Department. The agency sponsoring the work project normally provides all materials, supplies, and technical assistance.

Assisting the crew supervisor or crewleader are one or two assistant crewleaders (ACL's). Projects are rotated, usually in 2 to 3 week periods. Crews leave from the center and travel to the project site each day—unless the project is a "spike." A spike is a project where the crew stays for about a week at a facility provided by the sponsor. We have spikes when the project is too far away to drive every day.

If you want and can handle more responsibility after 2-3 months in the LACC, you can apply for positions with special programs, such as Miracle on Broadway, Maple Park, or Lincoln Park.

LACC Work Schedule



Monday	Tuesday	Wednesday	Thursday	Friday
7:00-7:15 Stretch Exercise	7:00-7:30 Stretch Exercise Run	7:00-7:30 Stretch Exercise Run	7:00-7:30 Stretch Exercise Run	8:00-12:00 Classes
7:15-7:30 Crew Meetings				8:00-12:00 Welcoming Day for New CM's. (once a month)
7:45-4:15 work	7:45-4:15 work	7:45-4:15 work	7:45-4:15 work	
4:30-6:30	4:30-6:30	4:30-6:30	4:30-6:30	
School two days a week for those who need a H.S. Diploma or GED				
8 hrs. paid	8 hrs. paid	8 hrs. paid	8 hrs. paid	Non-Paid

Departure: Roll Call is at 7:45 and leave time is approximately 7:55. Sometimes crews leave at 7:00 when the commute to the project is more than 45 minutes.

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Welcoming Day: One Friday per month the new corpsmembers who completed training are welcomed into the LACC. Events include: crew reports, crew awards, announcements, speakers, and presentation of certificates to new corpsmembers.

All corpsmembers are required to attend. Uniforms are not required. Non-attendance results in a dock, and missing consistently could result in suspension or termination.

Weekend Work: Usually there is work available on the weekends on a first-come-first-served basis. Sign-up sheets are posted below the stairs on the bulletin boards.. Friday work cannot take the place of Friday classes, and corpsmembers are not eligible for extra work for a month. Corpsmembers are required to participate in the extra work hours they have signed up for; an unexcused absence will result in a dock.

The Corpsmember Education Program

The Corpsmember Education Program are classes that take place outside of regular workin hours. The program includes daily classes for getting a GED or High School Diploma and Frida classes, which are geared toward developing Life Management or Job Search skills.

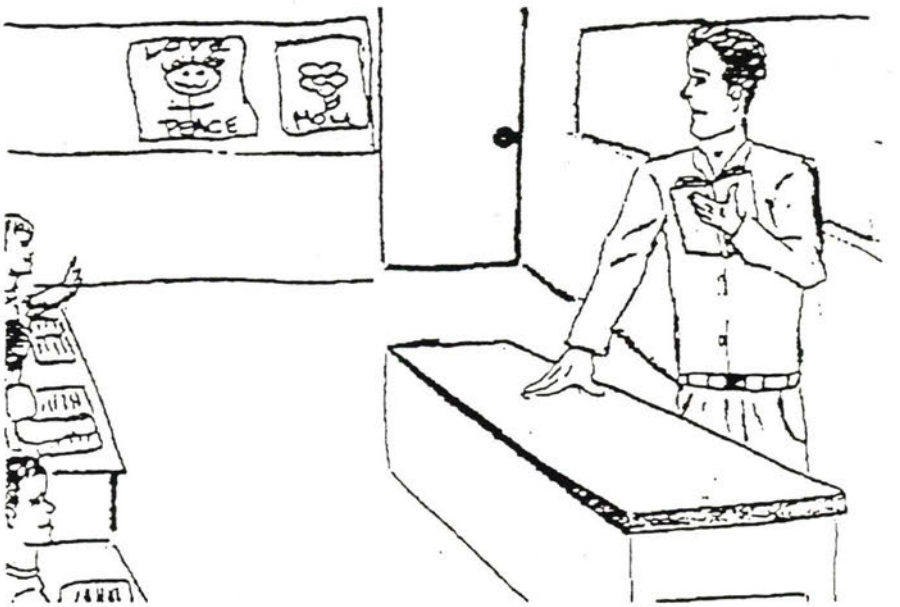
You may wonder why the LACC has an Education Program. This is why: if you have your High School diploma or GED and can read and write basic English, you have more job opportunities; therefore, the LACC instituted a school at the center to make it easier for corpsmembers to continue their educations. The Corps encourages those who have received their High School Diploma or GED to enroll in vocational and/or other educational classes offered at local colleges or learning institutions.

Because each student begins at a different level, learning at the LACC school is individualized. The teaching is different from that in a traditional classroom where the teacher talks and writes on the board. Instead, the responsibility is on you, the student, to teach yourself. You work at an assignment until you need the teacher's or tutor's help; they will not help you unless you ask for it. Students work at their own pace and earn points for each assignment that is completed.

For information about classes and incentives, see the next page.

Daily Classes:

- Attendance is mandatory for students who do not have a H. S. Diploma or GED. Corpsmembers are required to go 2 days a week, 2 hours each day.
- Class is from 3:30 to 6:30. Corpsmembers who get off at 4:15 begin at 4:30.
- Teachers are provided by the Los Angeles Unified School District.
- One instructor teaches Math and Science on Mondays and Wednesdays.
- Another instructor teaches English and Social Studies on Tuesdays and Thursdays.
- Additional volunteers and staff are available for tutoring and computer training.
- Corpsmembers who need to improve their English, including speaking, reading, and writing skills attend local "English as a Second Language" classes.



Friday Classes:

- Classes are to provide skills to further your career; to help you develop money, time, and life management skills; and to increase your knowledge of your environment.
- Failure to attend the classes shows you are not taking advantage of opportunities the LACC provides. The classes are necessary for advancement, for raises, and for continuing employment with the LACC.
- Regarding attendance, if you have committed to a class, you are required to attend. An unexcused absence is a dock. More than 15 minutes late is also a dock.

Education Incentives—You can earn:

- $100.00 or a week of paid vacation for completing a GED, High School Diploma, or 45 units of class time. The points earned on assignments earn you units. 75 points = 5 units.
- Same awards for completion of a three unit college class with a "C" or better. ($100.00 maximum per semester)
- Reimbursement of up to $50.00 for tuition and books for college classes. (You must repay this if you do not complete the course).

Pay and Benefits

Corpsmembers will be paid $4.25 an hour from 7:45 AM to 4:15 PM. They will not be paid for the half-hour lunch break. This amounts to eight hours a day and approximately 32 hours a week.

The Pay Periods are from the 1st to the 15th and from the 16th to the end of the month. It usually takes 2 days to process the checks. See the Appendix for a calendar of pay dates.

Overtime—

- If you are required to work overtime for more than 40 hours per week, you will be paid time and a half.
- If you volunteer for extra hours on Friday or Saturday, you will be paid straight time.
- Hours worked over 40 on a declared emergency are paid at time and a half.
- Extra work on Sundays is paid at time and a half.
- Work on Holidays is paid at time and a half plus the holiday pay.

Perfect Attendance Pay—2 hours of paid leave time will be given for perfect attendance for each 2 week pay period. This leave time may be accumulated or may be cashed in.

Holidays—corpsmembers will receive the following holidays with 8 hours pay:

New Year's Day
Martin Luther King Jr.'s Birthday
Presidents' Day
Memorial Day
Fourth of July
Labor Day
Thanksgiving
Christmas
Personal Holiday

You must work or have an excused absence on the work days before and after each paid holiday. No pay for holidays will be granted if you do not "bridge the holiday."

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Worker's Compensation—corpsmembers are covered by worker's compensation for work-related injuries. To be eligible for benefits, you must immediately report the injury to your supervisor. The supervisor completes an employer's report and you complete the employee's claim form (See the Appendix for forms). Failure to report accidents in a timely manner may result in an individual's loss of benefits.

Unemployment Insurance—corpsmembers are excluded from unemploymemt insurance benefits by law under Section 634.5(e) of the Unemployment Insurance Code. Corpsmembers do not pay into the unemployment insurance fund and are not eligible for benefits.

Sick Time—corpsmembers do not receive paid sick time.

Vacation/Leave Time—You will earn leave time each time you complete a development block. For specifics, see the section of this handbook titled "Corpsmember Development Blocks."

It is the responsibility of the LACC to assist corpsmembers to grow and develop life skills. You, the corpsmembers, are the Corps—it is the function of the staff to teach, to direct, to counsel, to lead, and to respect corpsmembers as capable young adults who are willing and able to accept responsibity. You have the right to:

- Work and learn in an atmosphere free of disrespect or harrassment.
- Pursue a job-related grievance.
- Be treated as responsible adults.
- Have complaints heard and answered.
- Have reasons for termination clearly stated.
- Appeal the Director or the Board of Directors when rights have been violated and all other channels of appeal have been exhausted.

LACC Code of Conduct

You belong to a tradition of hard workers who have earned a reputation for doing good work and high standards. A code of conduct is extremely important because when you are in public, you represent more than just yourself: you represent the whole organization. Someone who has seen you or other corpsmembers in uniform might be the person who interviews you for your next job.

- All corpsmembers and staff are expected to conduct themselves in a professional manner when on duty or in an LACC uniform (or when wearing any portion of the uniform that bears the LACC logo).

- All LACC personnel will maintain a high level of self-respect, respect for others and respect for the law.

In order to maintain the high standards, the LACC has established certain boundaries of unacceptable behavior. You could be terminated for doing any of the following:

- Refusing to work or participate in the program.

- Showing disrespect for other LACC personnel or any person of the public.

- Smoking marijuana or taking other illegal drugs on the job or in uniform.

- Reporting to work under the influence of alcohol or drugs or when obviously suffering from the residual effects of either.

- Destroying property or stealing.

- Fighting, provoking a fight, or making threats of violence.

- Excessive docks or lates.

- Falsifying information that is provided to the LACC.

Disciplinary Action

The LACC has high standards for performance, so that when you leave the LACC you will have a work record that will help you get a job. Employers are looking for dependable people who show up on time, work hard, and get along with others.

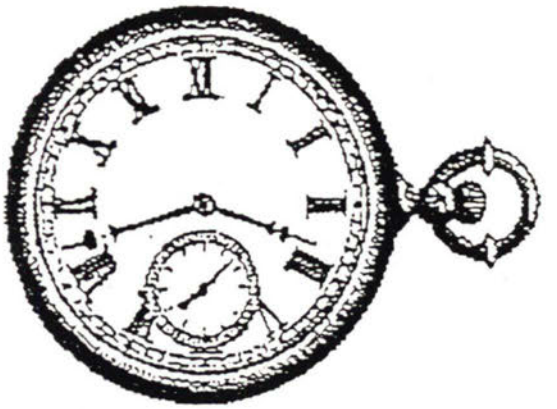
Corpsmembers may be terminated from the LACC for unacceptable work performance and failure to fully participate. The corpsmember evaluations, completed by your supervisor, recognize good work and/or point out where you need to improve. Terminations will normally follow this procedure:

1) Supervisor verbally notes problem to corpsmember.

2) If the problem continues, the supervisor notifies corpsmember in writing.

3) If the problem still continues, there will be a discussion with supervisor, corpsmember and Program Manager.

4) If the problem still continues, corpsmember may be suspended or terminated.



Policies on Attendance and Punctuality

A basic component of the LACC's policies on attendance and punctuality is the dock. Getting docked means that you will not be paid for that day and that you must leave the center. You can also be docked for other reasons, and getting too many docks could mean that you lose this job; therefore, even though you don't lose pay by not showing up for a class, you get docked, and your attendance record will not be as good. Three (3) docks in a 30 day period is grounds for termination. Here are some reasons why you could be docked:

- Not showing up for work or a class.
- Not showing up on time. If you think you may be late, you have to call before 7:00 A.M. to avoid the dock.
- Not calling in before 7:00 A.M.
- Not calling in when you are sick. You must call every day that you are sick. After the second day, a doctor's note may be required.
- Calling in late more than two times in a 30 day period.
- Being out of uniform.
- Not participating in PT or work.
- Not showing up for Welcoming Day or a class you have signed up for.

Disciplinary Process Regarding Attendance:

1) After two docks in a thirty day period, you are required to take a Job Holding, or Time Management class. If you do not take it, the third dock is grounds for termination.

2) If you take the class, the consequence of the third dock will be probation instead of termination. Any non-attendance of work, after-work class, or Friday class during probation is grounds for termination.

3) The fourth dock is grounds for termination.

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Disciplinary Process Regarding Lateness:

1) One late of less than five minutes a month is OK. The Corpsmember Committee decided that this would not lower our standards below those of other jobs. However, lates could keep you from getting your raise at three months.

2) Any other lates will result in docks and will be treated the same as docks. The first two times you call in will not result in docks.

3) Even if you call in, you have to show up, ready for work, by roll call at 7:45, or you will be docked.

4) If you are consistently late or missing two days every 30 days, you could be terminated. You also will not be eligible for your raise.

Benefits of Being on Time and Having Good Attendance:

- After three months of being on time: Free Uniform.
- After perfect attendance during a pay period: 2 hours pay in cash or paid time-off
- Pay increases will be based on attendance and punctuality.So if you have a whole month of perfect attendance, you will have accumulated 4 hrs. of paid leave time.
- Corpsmembers will get a coupon with each pay period so they know how many hours they are earning (See Appendix for form). **Note**: If you choose to cash in the whole coupon, either as paid time-off, or cash, you will be left with no time on the books, which you may need if you are sick.
- Pay increases will be based on attendance and punctuality.

Uniform Policy

Uniforms are worn so that the LACC will be recognized while working in public. Therefore, care must be taken to represent the LACC in the best possible light. Improper dress could result in a person being docked for the day.

The uniform consists of khaki pants or shorts, shirts (Dickey's), vibram or lug sole boots, belt, and LACC patches.

- Pants must be hemmed.
- Patches are to be neatly and tightly sewn in the correct place.
- Pants and shirts must be washed regularly. When involved in work that will permanently stain uniforms, LACC will provide coveralls.
- Shirts are to be tucked in at all times.
- All buttons are to be buttoned, except the collar button.
- Handkerchiefs or bandanas may be worn only as hair covering under the hard hat, or as a sweat bandana or dust mask at the discretion of the supervisor.
- No wearing colors or styles that are identifiable as gang-related.
- Boots 8 1/2" high, brown or black, vibram or lug soles, laced to the top. Boots are to be maintained with mink oil or other boot grease.
- Crews that do not work on the grade and crews doing curbside recycling may wear tennis shoes or other shoes at the discretion of the supervisor.
- Shorts must be standard Dickies shorts—no cut off pants. Length of shorts will be from mid-thigh to at least 2" above the knee. No exceptions! Socks must be showing over the boots and may only be white or kelly green.

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- Standard hard hat will be part of the daily work uniform.
- Standard LACC soft cap may be worn on some projects with supervisor's approval. No other soft cap will be worn during working hours.
- Belts must be black or brown and worn each day.
- Shirts worn under the uniform shirt that extend beyond the uniform sleeves may only be white or kelly green.
- Jewelry must not be excessive because it could cause an injury. Only post or very small loop earrings may be worn. Chains may not be worn. Watches and rings may be worn at the discretion of the supervisor. Safety and hazardous working conditions will be considered in making such decisions.
- Hair must be kept neat and clean. Long hair must be pulled back during work.
- Men must be clean shaven or maintain well-groomed facial hair.

After the 2 week training session, corpsmembers will be issued 3 shirts, 2 pants, and a pair of boots. Approximately $120 will be deducted from your first or second paycheck for the amount. Corpsmembers will receive a free shirt and pants upon completion of their sixth month at no charge. Additional uniforms or other LACC clothing can be purchased.

Other gear:
LACC will issue other gear that you are responsible for. These may include raingear, special safety gear, hardhats, work gloves, goggles, and jackets. The cost of gear that is not returned when you leave the LACC will be deducted from your pay check.

Hard hat, goggles, chinstrap, and suspension:	$10
Rain gear:	$25
Gloves:	$ 5
Notebook:	$ 5

Tools

All corpsmembers and staff are responsible for the care and maintenance of the tools they use. The cost of replacing tools or equipment broken or lost due to misuse or neglect may be deducted from a corpsmember's salary. Here are the approximate costs for most of the tools:

Tool	Cost ($)
Pulaski	30
Double bit axe.	30
Square shovel	10
Round point shovel	10
Leaf rake	10
Rock rake.	10
McLeod.	30
Strap hook	30
Pitch fork	10
Loppers..	30
File	5
Screw driver	5
Wrench	5
Tape measure	5
Level	5
Wheel barrel	30
Can Catcher	15

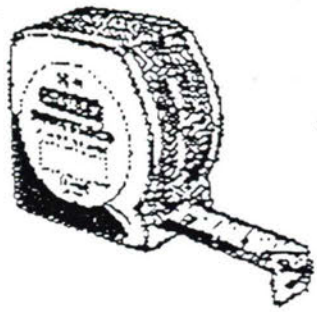
Tool	Cost ($)
Rock bar.	10
Pick	20
Ladder	30
Water canteen	5
Hoe	10
Pole digger	20
Bolt cutters	20
Chain saw	150
Chaps	30
Sledge hammer	10
Hammer	5
Weed whip	10
Hedge shears	10
Broom	5
Hand saw	10
Pole saw	20
Drill	30

Staff and Corpsmember Relationships

Staff will not drink alcohol, smoke marijuana, date or socialize with corpsmembers. Of course, friendships between staff members and corpsmembers will develop. But because staff members are in a position of authority, the relationship should remain at a professional level. This actually protects the corpsmembers from unwanted advances and staff from accusations of favoritiism.

Performance Evaluations

At the end of the second, fifth and eighth months, supervisors will evaluate your performance in the LACC and review personal progress and development.



You and your supervisor will review specific information about your attendance and punctuality (coming on time), work quality, productivity, dependability, safety record, and class attendance. If you are not meeting the standard or showing improvement, you will not receive your pay raise. Furthermore, if you continue to not meet the standard, you will be terminated.

By your third month you should be used to the work, in shape, and have good work and class attendance records. By your sixth month, you should be making progress towards an ACL or other advanced position -- recycling specialist, for example. If you choose not to take advantage of the opportunities the LACC offers, you can be terminated due to lack of progress.

If you have not received an evaluation, you may request one. On the evaluation, the supervisor will write whether he or she recommends the pay raise. There is a separate form that you must fill out for the pay raise. (See Appendix for form.)

Physical Exercise

You are required to participate in daily exercises and to put effort into it. The physical excercise important because we do hard work and need to be strong enough to do it, and because on a personal level, you feel better and your self esteem is higher when you are physically fit. Everyone starts out at different levels of fitness and you are not expected to be a great athlete. You are expected to push yourself to achieve a higher level of fitness: if you stop whenever something gets hard, you'll never get better.

Grievance Procedure for Corpsmembers

Purpose: The purposes of the LACC corpsmember grievance procedure are to:

a. Allow corpsmembers an opportunity to resolve training or job related problems in a fair, orderly, and timely manner.
b. Identify problems and conflicts and resolve them with minimum disruption of work and training.
c. Provide corpsmembers with a process that allows unresolved issues to be referred to a higher authority.

Authority:
These procedures are established and applied by the authority vested in the Director of the Los Angeles Conservation Corps.

Definition:
A grievance exists when a corpsmember believes that actions taken by a supervisor or another corpsmember have or may have an adverse effect on a corpsmember's standing or employment in the LACC.

Grievances processed under these procedures must be job-related. Corpsmember complaints about non-job related issues will not be addressed by the complaint process.

Level of Resolution:
Whenever possible, grievances will be resolved as closely as possible to the point of origin. If a grievance cannot be resolved by the immediate supervisor in an informal discussion, the corpsmember has the right of appeal to the next higher level in authority. In most instances, this will be the Program Manager.

A appeal must be in written form. (See the Appendix for Corpsmember Grievance Form.)

Steps to be taken:
When you have a grievance, follow the steps on the next page.

Steps to be taken:

- Step 1 (Corpsmember)— Fills out the grievance form within three (3) days after an informal meeting with the immediate supervisor has failed to bring about a resolution satisfactory to the corpsmember. The grievance form is to state the reasons which constitute the grievance, including all pertinent facts and the desired remedy.

- Step 2 (Program Manager)—The Program Manager will investigate the circumstances upon which the grievance is based and respond in writing to the corpsmember within five (5) working days after the receipt of the grievance.

- Step 3 (Corpsmember) - Accepts the decision of the Program Manager, or within three (3) working days after having received the decision, appeals to the Executive Director.

- Step 4 (Executive Director) - Executive Director will render a decision which is final, within ten (10) working days from the receipt of the corpsmember's appeal.

Second Chance Policy: A corpsmember is eligible no earlier than 30 working days after separation. The second chance application is submitted to the Program Manager.

Corpsmember Development Blocks

Month	Expectations	Benefits
ONE	Orientation and Training first two weeks. The first month will be an adjustment period. You will be expected to participate in PT, Welcoming Day, Friday Classes and practice good work habits, such as working safely and following the rules. These expectations also apply for all the other months.	• $4.25/hr. • Training Completion Certificate • Uniform • Green Hat
TWO	Evaluation #1 in the last week which will include Goal Setting for the next 2-3 months. Regular school attendance.	
THREE	By the end of the month you should have taken Career Development, Chainsaw, First Aid, Male Bonding or Women's Group and one other class. Of course, all these classes can't be taken in the third month, so you need to plan your first and second months to include these. Regular work and school attendance.	• $4.35/hr. + • 4 hrs. Job Search Time ++ • 8 hrs. Vacation+++ • Three Month Certificate
FIVE	You will receive Evaluation #2 at the end of the month. Goal Setting for the next 2-3 months. Required classes: Leadership, Driver's Training, and two others. In order to advance, four hours of volunteer service in the community is required.	
SIX	By this time, you should be progressing toward advancement in the LACC. If you are not, you will have until the end of your sixth month to improve or find employment elsewhere.	• $4.45/hr. + • 8 hrs. Job Search Time ++ • 16 hrs. Vacation +++ •Six Month Certificate
EIGHT	Goal Setting for the next 4 months. Evaluation #3.	
NINE	Must have completed these classes: Money Management, Time Management, Interviewing Techniques (or other Job Search class), and two other classes (Parenting, Computers, etc.)	• Nine Month Certificate • 16 hrs. Vacation
TWELVE	You are expected to have advanced by the end of one year. You also are required to take at least one class a month even after you have advanced. Not doing so will be grounds for termination.	• One Year Certificate • 16 hrs. Job Search Time++ • 16 hrs. Vacation +++

+ You receive the raise only if expectations are met. The raise is not automatic.

++ The Job Search Time is paid time-off so that you can look for another job. You must submit a Leave Request one week in advance.

+++ You must turn in a Leave Request form to your supervisor one week in advance. Your supervisor must approve it.

Diversity Training

Wrestling with Diversity

There's a struggle going on in community service's high-growth new field — youth corps — over how to define, and how to achieve, diversity. At either end of the spectrum are programs which include both middle-class and low-income youth, and those corps that target the economically and educationally disadvantaged.

Last summer, about 60 leaders from various corps gathered in Baltimore, Maryland, to agonize over diversity and attempt to find some common ground at a conference sponsored by the National Association of Service and Conservation Corps (NASCC), an umbrella group created in the early '80s to encourage the development of corps around the country.

After three days of panel discussions, working groups, and heated dialogue, the report they ultimately produced offers a road map to one of the minefields of the service movement — a minefield that will only become more acute when the national service program gets under way this year, with youth corps as a primary component and "diversity" as one of its key selling points to the public.

At the heart of the debate between different types of corps is a clash over their underlying approaches to social change: "whether positive social change comes through the increased tolerance that might result from being part of a program with a diverse group of participants, or through leadership-building within the community," notes the report.

In an attempt to bridge their differences, conference participants concluded that diversity, broadly defined, is a positive goal for all corps — but they expanded the definition to encompass diversity *among* the corps in the field, as well as diversity *within* specific corps. They also agreed on a loose definition of diversity that means many things, including differences of gender, race, class, sexual orientation, physical ability, and age.

Now, in the scramble for federal grants made available through the Corporation for National and Community Serv — which favors programs that "seek to achieve" diversity — the arguments have heated up. Without specific guidelines or guidance, corps are left wrestling with the larger problem of how to achieve that nebulous mix.

When the first youth corps were founded in the 1970s, they were viewed as job training programs that offered discipline, skills, education and work experience to disadvantaged young people. Corps participants' racial and eth make-up largely mirrored that of the populations which they served. These corps' missions wer also interdependent with their sources of funding; often they qualified for JTPA (Job Training Partnership Act) grants, and other federal and state programs for disadvantaged groups.

But in a field that now boasts over 80 corps nationwide, new models have cropped up. One of these is City Year. Founded in 1988, City Year was the first youth corps to deliberately integrate suburban and inner-city youth; low-income and well off; high school and college-educated with high school dropouts; male and female; and African American, Caucasian, Latino, Asian . . . the list goes on. The program focuses on civic education and service for all communities.

Illustration by Marvin Crocker

Seized upon by policy makers and politicians, including President Clinton, as a model for national service, City Year, in addition to being replicated in other cities, is now being emulated by other corps around the country. "In my view (diversity) . . . has always been and will continue to be America's greatest challenge. . . . People come from islands of homogeneity; people come from backgrounds where they basically don't encounter people different from themselves," says Harvard Professor Gary Orren, who spent a year as a City Year team leader, before becoming the organization's director of National Policy and Planning. City Year's mission is to find "some common meeting ground for people so that they will be better able to work and live cooperatively," says Orren.

In the conference report, members of NASCC expressed their fear that the Corporation would mandate this type of corps program, "which places great emphasis on participant racial and socioeconomic diversity — as the model for national service." So they called for a broad definition of diversity; one large enough to encompass many program types, with many kinds of members — "a rainbow of experiences rather than a rainbow of faces," as Martha Diepenbrock, director of the Los Angeles Conservation Corps put it in the report.

Looming over the debate is a simple, nagging question: What exactly is diversity? The word has been so overused it has become almost meaningless. Implicit in the definition — whether specific or broad — are value judgments about the issue. Paradoxically, while diversity in the job market has come to mean hiring more women and minorities in what are predominantly white, male organizations (see side-bar), in the youth service field, the term means something altogether different.

"The term 'promoting diversity' traditionally connotes efforts to bring underrepresented populations — often minorities and/or low-income individuals — into the mainstream of society," notes the conference report. "However, because the corps primarily [target] low-income youth, 'promoting diversity' has come to mean just the opposite, i.e., bringing mainstream or advantaged youth into corps programs in order to achieve participant racial and economic diversity."

The report cautioned that "this kind of diversity is difficult, even inappropriate for some programs to achieve, due to their existing missions, program design, location, and funding sources." Indeed, directors of homogeneous or targeted programs fear that national service programs which adopt the integrated model will divert funds from their own programs, and put the pressure on them to diversify their corps at the expense of low-income, or minority youth.

One such targeted program is YouthBuild, which recently received a $40 million grant from the Department of Housing and Urban Development. Based in Boston, with corps sites in 15 cities, YouthBuild's mission is to recruit and train youth from low-income backgrounds in construction and conservation skills. Former corps member David Madina describes his experience with the program as being a formative part of his education: "YouthBuild lets kids from the street help themselves. They have responsibility to work as a team. It's up to us, as peers, to pick up the slack."

YouthBuild USA president Dorothy Stoneman stresses the importance of targeting low-income youth, and having them work in teams in order to build their self-esteem. "When there are communities of people who have been denied opportunity and lacked opportunity, they internalize negative views of self," says Stoneman. "There must be opportunities geared specifically toward what they lack: job skills and a diploma. That is a positive good," she says. "If socioeconomic diversity is a primary value, then you would lose that."

And in other cases, building a diverse corps is not possible given geographical and population constraints. "(Diversity) is not an issue — it's a great problem. And when you have an urban, non-residential corps, it's impossible to correct. . . . The situation is dictated by geography and an inability to recruit outside the immediate area," says Frank Phelan, who directs the Florida Conservation Corps, which includes a majority African-American corps based in Fort Lauderdale.

Diversity can also present a particular challenge in economically disadvantaged, rural communities that are homogeneous, such as areas of West Virginia and Kentucky. As Bob Henry Baber, chair of the West Virginia Citizen's Conservation Corps board, puts it, "I think the concept is good and laudable, but it's a luxury we can't afford." Most of the corps' participants come from "rural, white, poor families," according to Baber.

Mark Dwyer, a crew leader for the predominantly white Montana Conservation Corps, argues that diversity simply can't be the goal of programs in isolated, needy areas. "Jobs are hard to come by, and any job is a good one," he says of Montana. "As a state, there are big pockets of poverty because the mines and the mills have closed down. The best thing the corps have to offer someone is a full-time job."

Dwyer's comments highlight a fundamental class-based perspective on the corps. While middle-class and privileged youth tend to see serving in a corps as a learning experience — often before or during college — youth from low-income backgrounds often see the corps as a much-coveted job. Middle-class youth may also be less likely to join a youth corps that has an image of being a jobs program, and attracts mostly low-income or minority youth.

Often, the program's mission is the primary determinant of whether or not it will be diverse. Corps that target along socioeconomic lines are obviously not diverse in terms of class, although they may seek racial, gender, and other types of diversity.

But achieving diversity within a targeted program is not always easy. Consider the City Volunteer Corps (CVC) in New York City, which remains 63 percent African American,

ECONOMICS OF DIVERSITY

As the youth corps struggle with expanding the definition of diversity, the nation's nonprofit sector is racing to catch up to both the private and government sectors in integrating its ranks. A recently released study by the Nonprofit Academic Centers Council (NACC) illustrates nonprofits' reason for concern. After conducting focus groups with nonprofit managers and leaders of all races in local, regional, and national nonprofits from around the country, the study found:

- 17 percent of nonprofit employees are minorities, compared to 24.4 percent in for-profit companies and 20.6 percent in government agencies. (The nation's population is 22.2 percent minority over-all.)
- 11.7 percent of professionals at nonprofits are minorities, compared with 14 percent in the business world and 17.9 percent in government.

The study presents a strange paradox for the independent sector, which includes many social equality and justice organizations. And it leaves many wondering why diversity is eluding the nonprofit community. Here are several reasons the study sites:

BARRIERS TO INTEGRATION

- **Institutional racism, mistrust, and suspicion.** Even nonprofits aren't immune.
- **Money.** Most nonprofits simply do not pay as much as for-profit employers or the government. "The notion of public interest work is a luxury for those who come from low-income backgrounds, when the choice is between doing something for the greater good or helping your grandmother get out of poverty," says Matthew Countryman, a leader in the Black Student Leadership Network. Many of the larger nonprofits hire young white people from middle-class backgrounds who can afford to take lower-paying jobs or unpaid internships, unlike minorities.
- **Education level.** There is not a large enough pool of minority candidates qualified to fill positions in the nonprofit sector. Some argue that

and 27 percent Hispanic despite efforts to target white youth. "We have always struggled to achieve diversity," says director Sean Andrews, who claims CVC's efforts have fallen short because they've emphasized recruiting low-income youth, in neighborhoods where that often has racial implications as well.

In a new attempt to reach their diversity goals, CVC received a grant last year from the Commission on National and Community Service (now the Corporation), to implement the Community Leadership Program, a more integrated spin-off of the corps. The program, which kicked off last year, places a mix of diverse participants in local communities to assess needs, plan projects, implement their ideas, and then evaluate the results.

> *"I think the concept [of socioeconomic diversity] is good and laudable, but it's a luxury we can't afford," says Bob Henry Baber, chair of the West Virginia Citizen's Conservation Corps board.*

"We're really trying to reach out to a different audience," says Andrews, who claims the leadership program is more interactive and inclusive of participants. They now plan to advertise the program on MTV to "tap into a wider youth market."

The Dallas Youth Corps, which targets low-income youth, has also had a hard time recruiting diverse participants — in this case Hispanics, in a city with a large Hispanic population. According to director Pat McNeil, 85 percent of the corps's 50 members are African American, and only 10 percent are Hispanic.

Ideally, the Dallas corps would like to achieve "parity" — equal numbers of white, black, Hispanic and Asian youth. But "it has been difficult to accomplish," says McNeil. For example, during each recruiting period, the corps attracts large numbers of Hispanic youth, but few return for the full week of orientation. Staff members concluded that the youth didn't want to be a minority within the corps, and were alienated because of the language barrier. "The language thing has been a huge problem. We need supervisors who can translate, especially if the participants need a GED," says work coordinator Scott Barrows, who adds that the program currently has only one Spanish-speaking crew supervisor. Barrows says that if the corps obtains more funding, they plan to hire more bilingual site supervisors.

And then there's the Washington-based D.C. Service Corps, which actively seeks diversity among participants, but is having a hard time recruiting middle-class youth. As field coordinator James Willie says "The hardest thing is to get white suburban kids who go to all-suburban schools, rather than inner-city kids. In the city, [participants'] friends and counciiors know about us; they see us on the streets."

One of the first recruits in City Year's pilot summer program, Willie says the Boston corps had a different problem in its early days: "They had the most diverse-looking corps, but they were really a lot alike. The [youth] were in school or going to school, from secure backgrounds. City Year attracts a lot of suburban, preppy kids." Now, however, City Year has broadened its recruiting, and has hundreds of qualified applicants from all backgrounds.

Even while trying to make their corps "look like America," many of these programs walk a fine line between recruiting goals and quotas. "The problem with a lot of programs is that they have not defined what their own criteria are. There aren't quotas

nonprofits need to expand their definitions of "qualified" beyond characteristics on paper, and look at the types of experiences minorities bring to organizations.

- **Working environment.** At the leadership level, minorities are often "ghettoized" in positions working with minority populations. While that may improve a group's access to different racial and ethnic communities, it closes the door on advancement possibilities for minority workers.

PATHS TOWARD REFORM

- **Recruit and promote.** If they intend to diversify, nonprofits must actively promote among people of color and convince them that they are genuinely interested in giving them an equal seat at the table. As the manager of a nonprofit in Boston said in the study, "We're finding . . . that we're seen as [a] white male organization that provides services to white males. . . . And they certainly don't recognize that this is a place that is really interested in diversifying . . . so it becomes part of everyone's work to make some kind of connection."
- **Change attitudes and organizational culture.** "We invite people to join our organization but we don't examine our culture to determine whether it's an inviting and inclusive culture," says Sandra Trice Gray of Independent Sector. "For example, if I am given a task, am I given the responsibility as well as the authority? . . . We have to examine ourselves to see if we are welcoming the opinions of others different from [us]."
- **Increase access to higher education,** so that the pool of qualified minority applicants fills up. Scholarships, increased career counseling, and intensified recruiting on the part of schools can be an effective means to that end.

In the meantime, the nonprofit sector faces tough competition with the private sector and the government in attracting people of color.

The study was written by John Palmer Smith and Pier C. Rogers of the New School for Social Research for NACC. For more information call (212) 229-5434.

— people want to stay away from that because it's a hot potato," says Willie. But remaining intentionally vague may make it more difficult for corps to set and achieve their internal standards.

Given the struggles of these many types of corps, it's no wonder that NASCC members opted for a broad definition of diversity at their conference in an effort to bridge the growing gulf in the field. "The corps value diversity, but they also value different models, and diversity *among* as well as *within* programs. [We wanted] to ask the policy makers to recognize that very broad definition of diversity," says Kathleen Selz, director of NASCC.

After months of controversy about meanings and definitions, insiders say the Corporation has also decided to interpret "diversity" broadly — for the time being. Insiders say that diversity is only one of several criteria they will evaluate, and that they will consider programs in the context of their local communities, and in the context of national service as a whole.

Specifically, the agency requires that each program seek "to strengthen communities and encourage mutual respect and cooperation among citizens of different races, ethnicity, socioeconomic backgrounds, and educational levels, among both men and women and individuals with disabilities."

And in an effort to not exclude targeted corps from the grant application process, the Corporation notes several exceptions to their diversity requirements: When programs, for specific reasons such as geographic isolation, are unable to recruit diverse participants, or when, as part of their mission, they recruit participants who share similar characteristics. Instead, in these cases, programs "should seek to build a diverse group of staff, participants, and partners."

But, given the weight that the Corporation is placing on achieving diversity across the board, those programs that do have a "mix" — in terms of race, socioeconomic levels, educational backgrounds, etc. — will be more competitive. That leaves the proliferating corps with a host of questions that will have to be settled largely on their own. And, while many of the established corps have "diversity goals" achieving them has now become more pressing.

Ultimately, the Corporation's real position on diversity will become clear when it decides which programs to fund. One concern is that the field could, over time, evolve into a two-tiered system — with one level of well-funded, "model corps" that provide for socioeconomic, racial and other parity; and the other, a less popular, less-well funded group of corps targeting low-income populations.

Meanwhile, many say that the opportunities for all to participate in national service — whatever form — should not be lost. As Willie says, "I think the service movement has created a vehicle for dealing with diversity. Multiculturalism was a buzzword, but now there's a method out there. It may not be the ultimate path, but at least we're taking a few steps along that path. (Until now), there hasn't been a real national model of how you can, on a large scale, bring a country together that comes from different backgrounds, and still appreciate those backgrounds."

By Heather McLeod, with Leslie Crutchfield, editors of WhoCares. Reporting by Diego Ribinadeira, Miami correspondent for the Boston Globe. To contact NASCC, call (202) 737-6272.

NASCC

National Association of
Service & Conservation Corps

REPORT
ON
THE SYMPOSIUM ON DIVERSITY IN THE CORPS

AND

EXPANDING THE DEFINITION OF DIVERSITY

A BACKGROUND PAPER
FOR
THE SYMPOSIUM ON DIVERSITY IN THE CORPS

REPORT
ON
THE SYMPOSIUM ON DIVERSITY IN THE CORPS

JULY 12-14, 1993
BALTIMORE, MARYLAND

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EXECUTIVE SUMMARY

BACKGROUND ON THE SYMPOSIUM

The term "promoting diversity" traditionally connotes efforts to bring under-represented populations -- often minorities and/or low-income individuals -- into the mainstream of society. However, because youth corps primarily serve low-income youth, "promoting diversity" has come to mean just the opposite, i.e, bringing mainstream or advantaged youth into corps programs, in order to achieve participant racial and economic diversity.

Policymakers responsible for crafting the new national service legislation often reference one particular youth corps program -- one which places great emphasis on participant racial and socioeconomic diversity -- as "**the model**" for national service. It appears that participant diversity **within each program** may be mandated as a priority or even a condition for future federal funding.

Of course, no one in the youth corps community is opposed to pursuing the goals of diversity. To the contrary, corps have always worked to achieve those goals, knowing that mistrust and fear among different races, economic classes and ages have a high social cost. Studies show that an understanding and appreciation of people from different backgrounds can be achieved through corps-like experiences, in which diverse participants work together toward a common goal. Changing demographics tell us that the work place of the future will require the ability to work effectively with people from different backgrounds, beliefs and experiences. Likewise, there is a growing emphasis within business and government on teamwork and group problem-solving in order to compete globally in the 21st Century.

However, the narrow definition of diversity being used -- **participant diversity within each program** -- as well as the policy implications therein, have provoked considerable misunderstanding and concern within the youth corps community. This kind of diversity is difficult and even inappropriate for some programs to achieve, due to their existing mission, program design, location and funding sources. Moreover, many youth corps place great value on their role in helping at-risk young people turn their lives around and assume leadership positions within their own communities.

These concerns prompted the National Association of Service and Conservation Corps (NASCC) to convene the corps community to discuss and make the case for expanding the definition of diversity.

THE SYMPOSIUM

The symposium on diversity in youth corps, organized by NASCC and supported by funding from the Commission on National and Community Service, was held in Baltimore, Maryland, from July 12 to July 14, 1993. The symposium had four major goals:

1. To clarify the policy debate about diversity and national service.

2. To build understanding of various corps' viewpoints about diversity.

3. To help corps become aware of local choices and ramifications related to diversity.

4. To begin development of a statement, acceptable to the full range of service and conservation corps, about the role of diversity in corps programs.

To meet these goals, approximately 60 participants -- including corps directors and other staff, corpsmembers, and Commission staff -- attended panel discussions, worked in small groups to discuss and clarify ideas, worked as a whole group to reach some consensus about the corps community's position on diversity, and drafted a statement outlining that position.

WHAT THE CORPS BELIEVE

Diversity within the corps should and does take many forms--from participant racial and socioeconomic diversity within individual programs and among programs to a diversity of experiences, i.e., human service and conservation work projects, urban, rural, etc., that expose corpsmembers to different kinds of people and ideas.

Corps have different missions, program designs, participants and funding sources and serve different communities. This reality precludes setting a single standard for defining diversity. The corps appreciate these differences and believe that public policymakers and private funders should respect the integrity of different types of programs.

Corps benefit both communities and participants, thereby building stronger communities and stronger leadership within those communities. Corps also play a critical role in increasing tolerance among participants and in fostering the notion of citizen participation in communities.

WHAT THE CORPS RECOMMEND

The corps community urges policymakers and others:

1) not to mandate participant racial and socioeconomic diversity in each program as a condition, nor even a priority, for national service funding;

2) to adopt a broader definition of diversity which acknowledges not only pluralism among participants within each program, but pluralism across governance and staff and the kinds of programs, work project experiences and places;

3) to philosophically and financially support an array of corps programs that meet real community needs and provide quality services to both the participants and the community;

4) to advocate for increased funding to support participants and projects that would allow individual corps to achieve greater diversity of experiences, i.e., funding for non-JTPA eligible participants; exchanges between urban and rural corps, youth corps and college-based programs; collaborations with inter-generational programs; and

5) to create public policy that builds upon quality programs and encourages linkages with a variety of funding sources.

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INTRODUCTION: NATIONAL PRIORITIES AND LOCAL REALITIES

During the opening panel discussion, "Points of View on Diversity," participants framed the themes that would be explored during the rest of the symposium. Jim Gibson, of the Urban Institute, pointed out that the issue of diversity is not a matter of "good versus evil," but of "contending goods." Other panelists expanded on this idea by noting that for youth conservation and service corps, the issue is, in part, a question of balancing national priorities against the local realities of community-based programs. The service movement can be a vehicle for diversity -- although, they agreed, "diversity" has to be both more broadly and more precisely defined. At the same time, however, youth corps are unique programs within the national service movement. Corps—in all of their diverse forms—have demonstrated that, for youth who are not privileged, service can open up otherwise inaccessible opportunities. While corps recognize and support the benefits of diversity, a mandate to diversify their corpsmember population in particular kinds of ways could work against their mission and dilute the benefits of their programs.

For corps, then, the issue of diversity is inseparable from several key questions:

- How do corps define themselves as part of the national service movement?
- How do corps define the communities they serve?
- How can corps define "diversity" within the context of these communities?
- What values and priorities do the corps share?
- How can corps promote diversity within those priorities?

THE COMMISSION'S POSITION ON DIVERSITY

According to Nathalie Augustin, a program officer for the Commission on National and Community Service (soon to be replaced by the Corporation for National Service), the

Commission "encourages participant socioeconomic diversity but does not mandate it." Subtitle C, which covers grants to youth corps, has one provision related to diversity: programs funded must be sure that economically and socially disadvantaged youth will have an opportunity to serve. Subtitle D, which deals with model programs, includes "a much stronger statement." There, applicants must describe how they will recruit and select a diverse group of participants. Nathalie described the issue of diversity as an evolving policy, a "work-in-progress" for the Commission.

The National and Community Service Act of 1990 has been replaced by the National and Community Service Trust Act. Kathleen Selz, NASCC executive director, noted that this new legislation has "room for pluralism of program models and pluralism of program participants." However, the composition of the new Corporation's board and of the state commissions established through the Trust Act will be crucial elements in determining what form that pluralism takes. While some of the appointments will go to people with field experience, at least on the state commissions, those people will not necessarily be from corps.

DIVERSITY AND VALUES SHARED BY THE CORPS

As a number of symposium participants pointed out, diversity is a complex issue that, at times, tends to be reduced to a single word -- and the word itself is often left undefined. When policymakers talk about diversity, do they mean participant racial diversity? participant socioeconomic diversity? gender diversity? participant age diversity? programmatic diversity? geographic diversity? All of the above? Further complicating the issue is the fact that beliefs about the priority that should be placed on diversity are related to theories of social change—specifically, to the question of whether positive social change comes through the increased tolerance that might result from being part of a program with a diverse group of participants, or through leadership-building within the community.

With these points serving as a context, the symposium participants worked together to identify the values they share as corps, in order to begin to define the relationship between corps priorities and the realistic possibilities and benefits of having a diverse corpsmember population. They identified these as the most important values that corps share:

- Developing youth—by providing education, increasing youth's self-esteem, and helping them develop a work ethic and leadership and teamwork skills;
- Serving as agents of social change—by changing communities and changing the way young people see themselves;
- Developing a sense of community within the corps;
- Teaching youth to be tolerant of differences;

- Helping youth see themselves as resources;
- Preparing youth for work and education after the corps, and
- Providing work and community service.

Corps, with their always limited resources, serve communities with almost infinite needs. Given this fact and given the values that are central to their programs, participants asked whether diversity should -- or can -- be a priority for corps. Or, instead, should the priority be community building, or leadership building in the community? Jim Gibson suggested that the priority is to meet the needs of the community -- and that includes meeting the needs of the youth in that community.

Other participants pointed out that their technically non-diverse programs promote long-term diversity. The Ohio Civilian Conservation Corps teaches poor youth the skills that can ultimately move them into the middle class; they are diversifying the middle class. Similarly, the Minnesota Conservation Corps has a program that introduces poor, urban youth to natural resource management as a potential career.

THE CORPS' POSITION ON DIVERSITY

While participants at the symposium agreed that the corps community has a "moral obligation" to do all it can to encourage the goals of diversity, they also emphasized that there are conditions that can make participant racial and economic diversity difficult to achieve in individual corps programs. Recognizing that there are no easy answers for resolving this potential conflict, the participants defined these principles as central to the corps' position on diversity:

1. Corps support a broad definition of diversity. In fact, they urge that the word "diversity" not be used without a modifier that specifies the kind of diversity being discussed, i.e., whether it relates to the racial, ethnic, socioeconomic, educational, gender and age characteristics of corpsmembers or to the inclusion of physically disadvantaged young people in programs; or whether it relates to the composition of the Board and staff or to the kinds of work and other experiences that corps provide to young people or to the geographic location of programs, i.e., urban, rural, etc.

2. Corps recognize the vital importance of the goals of diversity -- including increased tolerance and social equity -- and they are committed to working toward those goals.

3. To work toward achieving the goals of diversity while also fulfilling the mission of corps, programs should expose corpsmembers to a broad range of experiences that help them overcome stereotypical attitudes, behavior, and thinking (including racism, sexism, and ageism), and to expand their sense of individual possibilities. Martha

Diepenbrock, executive director of the Los Angeles Conservation Corps, described this as introducing corpsmembers to a "rainbow of experiences," rather than a "rainbow of faces."

4. Participant socioeconomic diversity in corps should not be mandated. Corps are local programs that are responsive to the communities they serve. A corps' community may be defined as an area of a city or as an entire city or state, and the demographics of that community will vary from place to place. While one goal of diversity is appreciation and acceptance of differences, those differences will be locally defined, representing the characteristics of a particular community. Corps should have the encouragement, flexibility, and funding to meet the wide range of needs of their respective communities.

5. Corps respect the fact that there are differences in program mission, design, and participants. They support the range of diversity within programs—and they support diversity **among** programs.

NEXT STEPS

The symposium participants outlined a series of steps that individual corps, NASCC, and NASCC together with the corps community should take in relation to pursuing the goals of diversity and in defining corps' role in the national service movement. Two principles underlie these steps: 1) There are many types of "diversity"—including socioeconomic, racial, ethnic, gender, age, and educational diversity—and specific types of diversity may be appropriate or inappropriate for an individual corps, given the particular community it serves; and 2) Diversity should not be an "add on" to the program but a feature that enhances a corps' services and benefits.

Corps Actions

1. Each corps has to decide, in cooperation with its board of directors, how high a priority it places on having a diverse group of participants and what forms that diversity should take.

2. Where diversity is a goal, the corps should create a plan to promote it. That plan can build on the following process:

   A. Develop a mission statement in relation to diversity. Corps can ask themselves these questions:

      - Is there anything in the current mission statement that specifically encourages diversity?

- Does anything in the current mission statement exclude options for diversity—for example, serving at-risk youth?

- Does the current mission statement keep open the options for diversity? Is it a general statement that contains no targets and no exclusions?

In City Year, for example, participant diversity is central to mission, and the program managers make acceptance decisions based on achieving diversity. Other corps' missions may limit their options for diversity. The enabling legislation for the Minnesota Conservation Corps, for example, gives preference to youths who are "economically, socially, physically, or educationally disadvantaged." The New Jersey Youth Corps' mission targets high school dropouts.

B. Develop a written strategic plan for moving towards diversity. This plan should define goals—the kinds of diversity the corps is trying to achieve—and the steps the corps will take to try to reach these goals. Specific strategies might include:

- Recruiting a diverse staff that reflects the diversity that is desired among corpsmembers;

- Developing programs within the corps—such as the East Bay Conservation Corps' work internships—that attract a diverse range of corpsmembers, and

- Recruiting strategically in order to achieve a "critical mass" of the desired groups of corpsmembers.

C. Identify funding sources that will support a variety of types of diversity. Funding sources can have a significant effect on corps' ability to achieve diversity, and corps have to think about the ways in which its funding has either encouraged or worked against their ability to recruit a diverse group of corpsmembers. The Minnesota Conservation Corps, for example, uses funds from 13 different accounts, some of them very targeted. Corps like East Bay, which rely on fee-for-service contracts, may have more flexibility in their efforts to diversify their corpsmember population.

NASCC Actions

1. Help corps achieve diversity by—

   - Encouraging each corps in NASCC to publish a mission statement that defines diversity within the context of that corps, and assisting corps in the development of this mission statement.

   - Assisting corps in turning the mission statement on diversity into a strategic plan.

   - Establishing a peer review and technical assistance mechanism to help corps achieve their goals for diversity.

   - Establishing a system to help corps evaluate how well they are addressing diversity within the context of their individual communities and to evaluate the effects of diversity within a corps.

2. Develop a resolution that defines the corps community's position on diversity. Using as a starting point the draft of the statement written at the symposium, the resolution should convey:

   - Corps' strong tradition and beliefs in the concept of community service;

   - Corps' shared values, and

   - Corps' commitment to the benefits of diversity in all of its forms, and their conviction that it is counterproductive to mandate specific kinds of diversity in corps programs.

   NASCC should also develop an action plan for submitting the resolution to key policymakers.

3. Continue to strengthen individual corps programs—and, thus, enhance their role in the national service movement—through technical assistance, corps exchanges, and conferences.

Corps and NASCC Actions

1. Broaden the local and national understanding of corps' unique role in the national service movement by—

   - Organizing visits to corps for policymakers and funders.

- Making sure policymakers and funders are included in corps conferences and local meetings.

- Doing outreach to other groups by participating in their professional organizations and conferences.

- Providing forums for testimony from national and community supporters. These include funders, policymakers, elected officials, advocates from the community, and corpsmembers.

2. Work to influence appointments that will be made under the National and Community Service Trust Act by—

   - Advocating that practitioners from youth corps be included on the board of the new Corporation for National Service.

   - Writing letters to governors and doing other advocacy to influence appointments that will be made to the new state commissions.

3. Create opportunities for corpsmembers from different corps to work together. This "step" echoes a key recommendation made by the twenty corpsmembers who participated in the Commission on National and Community Service's "Diversity Retreat" earlier this year. Those corpsmembers, representing a wide range of corps, had advocated for an exchange program where youth from, for example, rural and urban corps could trade places for set periods of time.

THE CORPS' STATEMENT ON DIVERSITY

The wide-ranging discussions at the symposium made it clear that the issue of diversity is not easily resolvable for youth service and conservation corps. Participants defined the tensions in the issue and summarized the corps community's position in the following statement:

1. Corps are representative of, and responsive to, the needs of the particular communities they serve and corps succeed because of this responsiveness.

2. Corps feel it is imperative that their pursuit of the goals of diversity should take place within the context of their missions and the communities they serve.

3. Policymakers should broaden their definition of "diversity" to include all forms of the rich diversity among people and programs.

4. Corps value differences in mission, program design, and participants and encourage policymakers to value and embrace this diversity among programs.

EXPANDING THE DEFINITION OF DIVERSITY

A BACKGROUND PAPER
FOR
THE SYMPOSIUM ON DIVERSITY IN THE CORPS

JULY 12-14, 1993
BALTIMORE, MARYLAND

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PREFACE

The following paper lays the groundwork for discussion among participants in NASCC's Symposium on Diversity in the Corps to take place in July, 1993. It frames the issues related to diversity in both theoretical and practical terms and also addresses some of the policy implications that result from different interpretations of what diversity means. Readers also will find descriptions of how four corps programs seek to achieve diversity and statements of different points of view on the topic from corpsmembers and practitioners.

The paper serves as a valuable introduction to one of the most multi-faceted, complex and potentially toxic issues to ever confront the youth corps community. It is intended to inform discussion and serve as a starting point for expanding the definition of diversity.

NASCC is grateful to members of the Symposium Planning Task Force for their insights, time and willingness to deal with hard issues in developing the content both for this Background Paper and the Symposium. They are: Nathalie Augustin and Peg Rosenberry, Commission on National and Community Service; Michael Brown, City Year; Keith Canty, D.C. Service Corps; Martha Diepenbrock, Los Angeles Conservation Corps; Scott Izzo, Student Conservation Association; Barbara Jordan, Greater Miami Service Corps; and Jerry Kolker and Emilio Williams, NASCC.

NASCC also appreciates the special talents of Alice Buhl, who facilitated the planning effort, and of Linda Jucovy, who crafted the Background Paper. Finally, NASCC thanks the Commission on National and Community Service for the funding to make this Background Paper and the Symposium itself possible.

Kathleen Selz
Executive Director
NASCC

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A FRAMEWORK FOR LOOKING AT DIVERSITY

Diversity is not a new issue for youth corps. At a Youth Corps Exchange Project workshop on recruitment that took place in October 1986, corps practitioners talked about the need to diversify their population of corpsmembers. Individual corps had specific goals: more women, more Latino women, more white men and women, more African American women, more Latino men. Finally, after listening to an hour of discussion, one of the participants, who had been silent until then, asked whether diversity should even be an issue. "Is there really a problem? Why do you need more women?" he wanted to know. "Is diversity an inherent good for the programs, or is it an ideological need in the minds of youth corps administrators?"

Seven years later, the issue remains, but the stakes are higher now. Those seven years have been a period of recession and spiraling unemployment, of socially isolated inner-city neighborhoods hit hard by the twin epidemics of drugs and violence. Schools fail, and urban and rural youth alike face a future in which they can see few prospects of economic security. The need for programs like youth corps has clearly increased, but there are shrinking public and private dollars for any kind of social initiative.

At the same time, the national focus on service has opened up new possibilities for corps. It seems almost certain that increased funding will be available for youth service programs. It also seems likely that the legislation that defines who has access to that funding will include language that encourages diversity among the participants in programs. As corps work to define their role as part of the national service initiative, the question of diversity becomes an important part of that definition.

The issue of diversity is a difficult one for youth corps because it has philosophical and practical implications that, at times, can collide with one another. Everyone can agree that diversity is a "good." But what are the implications for corps' mission and programming? How would a focus on diversity affect corps' definition of the community they serve? Faced with scarce dollars, should diversity be a priority? When there is money for one or two additional corpsmember slots, which youth should be admitted into the program?

There are no simple answers, and so the material that follows tries to frame the discussion through a series of questions:

Why "diversity"—what are the benefits to corpsmembers?

What is diversity?

Are there ways to achieve the benefits of diversity without having a diverse corpsmember population?

What are some of the connections between corpsmember population and access to funding?

Since corps are, for the most part, local programs responding to the needs of their community, the answers will differ, depending upon what those needs are and how, in fact, each corps defines its "community." Is that community South Central Los Angeles? Rural Wisconsin? Boston, Massachusetts? Is it Dade County, Florida, or the 132 Delta counties and parishes of Arkansas, Mississippi, and Lousiana? Is it Mexican-American youth in San Diego? Homeless youth and adults in Seattle? The diversity of youth in a multicultural city like San Francisco?

The following pages begin a discussion about diversity. The material looks at the four questions listed above and then goes on to describe some of the ways that diversity manifests itself in several very different youth corps models. It concludes with a series of statements by corpsmembers, youth corps practitioners, and other program operators, who present their views on the role of diversity in youth service programming.

WHY DIVERSITY?

During the 1986 recruitment workshop, when the corps practitioners were challenged to explain why diversity was important to them, they answered that one of their goals was to have youths overcome prejudices—whether racial, gender, or socioeconomic—and learn to respect and work cooperatively with others. Everyone, they said, benefits from an "intercultural" atmosphere.

"Multicultural" has replaced "intercultural," but the point has not really changed. In its recent report, *What You Can Do For Your Country*, the Commission on National and Community Service speaks passionately about the role that diversity can play in programs such as youth corps. "Service that provides a common ground for different types of people to learn, contribute, and grow together is a valuable vehicle for overcoming social barriers," the authors write. "At this point in the country's history, building community strikes many as especially important, and bringing people of diverse backgrounds together in common service and shared learning contributes to that end."

Few people in the corps field would disagree. In their responses to a survey that was sent to a sample of youth corps, practitioners talked about these benefits of diversity:

- The corpsmembers have discovered that people are more alike than they thought. They have been exposed to new concepts. (Georgia Peach Corps)

- The experience thrusts young people of every background into close living communities where cultural diversity, gender equity, age, and socioeconomic diversity become topics for learning, sharing, and acceptance. Young people learn to see peers as equals based upon their worth and learn to celebrate differences. (California Conservation Corps)

- Diversity within the corps can promote or encourage unconditional appreciation of others. (Montgomery County Conservation Corps/Community Year)

- Corpsmembers benefit by gaining broader social and cultural perspectives and greater "real life" experiences, simulating the workplace. (Philadelphia Ranger Corps)

- Corpsmembers can learn not just through their service, but by being exposed to people from different backgrounds. You must live cross-cultural understanding—make it real, not tokenism. (Year Round Syracuse)

- Crews that are ethnically and gender diverse and are run well—where crew leaders deal directly with issues around discrimination and harassment—have an opportunity to uplift everyone, even when it is through potential conflict. (East Bay Conservation Corps)

Certainly, diversity among the corpsmembers working together as a team can help break down the dehumanizing effects of stereotyping, provide role models, and promote tolerance. But at the same time, most people would agree, diversity alone is not going to solve the nation's social problems, empower communities to solve their own problems, or enable poor youth to develop the skills and self-confidence they need in order to find and hold decent jobs.

WHAT IS DIVERSITY?

While most people can agree on the benefits of diversity, there is less discussion about what diversity actually is. Does it mean gender, racial, or ethnic diversity? Socio-economic diversity? Corpsmembers who range in age from 18 to 65? Corpsmembers with a diversity of educational backgrounds? Able-bodied and disabled youth working together? All of the above? Is a corps diverse if its youth are all African Americans and Latinos? What about a corps whose youth are predominantly Latinos from different national backgrounds?

Taken as a whole, youth corps have a racially diverse group of participants. Based on data from 58 of the 63 youth service and conservation corps in existence as of June 30, 1992—including 13,284 year-round and 4,107 summer participants—corps were:

- 37.8 percent African American
- 36.5 percent white
- 20.1 percent Latino
- 2.6 Asian American
- 2.3 percent Native American
- 0.7 percent other.

Overall, corps were 61.5 percent male and 38.5 percent female.

Because of the different populations in their primarily rural or urban settings, state and local corps have significantly different demographics. Year-round state corps are 42.8 percent white, 31.4 percent African American, and 19.1 percent Latino. Year-round local corps are 52.6 percent African American, 21.2 percent Latino, and 20.7 percent white. State corps are 58.1 percent male and 41.9 percent female, while local corps are 67.9 percent male and 32.1 percent female.

In most cases, individual corps have a much less diverse group of participants than the corps field taken as a whole. Some corps are struggling to attract women. Other corps, depending upon their location, may have virtually no white, or Latino, or African American participants. At the same time, a number of corps are diverse within their definition of the community they serve. The Seattle Conservation Corps, for example, serves homeless adults from the ages of 18 to 55. Their population is very diverse in terms of age and ethnic and socioeconomic background. Latino corpsmembers in the Greater Miami Service Corps have a variety of national backgrounds, including Puerto Ricans, Haitians, and Mexicans.

Other corps have recruited special populations of corpsmembers in order to bring the benefits of diversity to their programs. The Minnesota Conservation Corps, for example, has summer crews that include young people who are hearing-impaired.

SOME ALTERNATIVE APPROACHES

The image of a diverse crew of corpsmembers—black, white and Latino, middle-class and poor, adults and youth—working and learning together is certainly an appealing one, but it is an image that is inconsistent with the realities of many corps' missions and the communities they serve. New questions arise. Is having a diverse population of corpsmembers a goal in itself? Or is the goal to achieve the benefits of diversity—breaking down social barriers, providing role models, increasing tolerance? If so, how do corps with less diverse populations accomplish this?

Corps have talked about three approaches they use to help their corpsmembers understand and benefit from diversity, even though the corps itself may not be particularly diverse: involving corpsmembers in a range of work projects, having a diverse staff, and providing education that focuses on tolerance and building a sense of community.

Diverse Work Projects

New York's City Volunteer Corps (CVC), which primarily does human service work, tries to have each corpsmember involved in a variety of projects during his or her time in the program. Over a period of six months, for example, a team might sort and package food for residents of homeless shelters, work with small children in a day camp, and assist at the Hebrew Home for the Aged.

While the diverse work experience helps corpsmembers acquire a variety of skills, it also seems logical that it would make them more tolerant of people who are different from themselves. There is even some research evidence that supports this view. A study of CVC, conducted by Public/Private Ventures, suggested that corpsmembers became more understanding of people with disabilities, the elderly, and the homeless—all groups of people they had served. (Interestingly, the study also suggested that their CVC experience—in a corps that is almost 50 percent female—had not changed corpsmembers' attitudes about gender issues; in particular, the youth were not highly supportive of nontraditional work roles.)

A number of other corps also intentionally organize work projects that connect their corpsmembers to a diverse range of people and settings. The Georgia Peach Corps, primarily

a rural corps, arranges some work projects that take place in Atlanta, and corpsmembers' work brings them together with, for example, at-risk children and adults trying to obtain their GED. While most of the Albany Service Corps' projects involve physical improvement, their corpsmembers also work with senior citizens, people with disabilities, and patients at the Veterans Administration Hospital.

Using work projects to help youth cross racial and social boundaries clearly broadens corpsmembers' perspectives and understanding, but it can sometimes be a painful experience. One young African American woman in the Los Angeles Conservation Corps has spoken about people shutting the door in her face when she and other members of her team were going house-to-house in a white, middle-class area of Los Angeles to educate residents about how they could participate in recycling.

A Diverse Staff

One of the assumptions behind the call for diverse service programs is the belief that middle-class youth can be role models for poor youth, many of whom have grown up in communities where there aren't many positive role models. In fact, Boston City Year corpsmembers who had dropped out of school have talked about their renewed interest in getting an education and attributed it, in part, to the presence of teammates who are college-bound or in college.

At the same time, corps recognize that the most effective role models can be staff members who have the same racial, ethnic, gender, or socioeconomic characteristics as the corpsmembers. The California Conservation Corps notes that the diversity of their staff members means that many different corpsmembers can find mentors among them. The Georgia Peach Corps describes their "fairly diverse staff" as role models for corpsmembers. And corpsmembers—white, Latino, and African American—in corps from Erie, Pennsylvania, to San Diego, California, have talked about the impact that crew supervisors and other staff have had on their attitudes and aspirations.

Education

A number of corps try to educate their corpsmembers about diversity by conducting workshops and other training in cultural awareness, stereotyping, and related issues. The Urban Corps Expansion Project—a collaboration of Public/Private Ventures and the National Association of Service and Conservation Corps that gave rise to eleven new local corps—developed an educational curriculum that includes materials for several workshops

focusing on diversity. The initial education and training period for youth in the California Conservation Corps (CCC) includes curriculum specifically designed to address diversity among corpsmembers, and the CCC's leadership program includes a more extensive curriculum designed to address diversity issues. The Delta Service Corps similarly focuses on diversity during part of its initial training period.

The East Bay Conservation Corps used some of the funding it received through this year's Summer of Service initiative to develop and conduct training—including simulations and "power and communication games"—in diversity and cross-cultural issues for their Summer of Service participants. They are going to reinforce the training throughout the summer, and they are looking for ways to bring that training into their regular corps program.

DIVERSITY AND FUNDING

There aren't always simple connections between requirements attached to funding and the diversity among participants in a corps. The experience of the Young Adult Conservation Corps (YACC), a federally funded conservation corps program that operated between 1977 and 1982, provides one good example. A year-round corps with both residential and non-residential centers where corpsmembers worked on physical projects, primarily for natural resource agencies, it had, at its peak, a capacity of about 25,000 slots for young men and women between the ages of 16 and 23.

YACC was one of the Carter administration's few employment efforts that did not have eligibility criteria based on family income. The enabling legislation simply said that its purpose was "to provide employment and other benefits to youth who would not otherwise be currently productively employed." As a result, when the legislation was passed, some people were worried that the absence of an income restriction would lead to a program serving exclusively middle class and college youth. That did not occur. More than a third of the participants had not completed high school, and fewer than 15 percent had any college experience. Only 3 percent had graduated from college.

In fact, although YACC was an untargeted program, it was difficult in some areas to achieve any kind of diversity. When the corps opened its doors in San Francisco, for example, the program operators expected that there would be a large number of middle class applicants—but the corps attracted almost exclusively poor, African-American youth.

Still, funding can have a direct effect on the extent to which—and the ways in which—a corps is diverse. Funding from the Job Training and Partnership Act (JTPA) and the

legislative mandates of state corps may restrict corps' options about who can enroll. At the same time, funding that is likely to become available through the National Service Trust Act could forcefully encourage corps to think more broadly about diversity.

Current Funding

Corps range from feeling that their funding places no constraints on whom they can enroll to recognizing that they have very limited options. The East Bay Conservation Corps, for example, gets most of its funding through California's "bottle bill," which targets environmental work, and through fee-for-service projects. Their efforts to diversify are not affected by the targets and goals of their funders.

Generally, corps that earn much of their funding through fee-for-service contracts don't have to worry about connections between funding sources and the diversity of their corpsmember population. However, the Marin Conservation Corps, which depends heavily on fee-for-service contracts, has had a few sponsors express concern that too high a percentage of the crew members were non-English-speaking Latinos, who were having trouble doing the work well because of language barriers. The Marin corps also receives about a quarter of its funding from the Marin Community Foundation, which encourages them to serve Latinos and the predominantly African-American residents of Marin City.

Corps—like those in Kansas City and Flint, Michigan—that depend heavily or entirely on means-tested JTPA money are obviously limited in their efforts to achieve economic diversity among their participants. But even when targeted funding is a substantial portion of their support, some corps still feel they have room for a diverse group of youth. About two-thirds of the funding—including JTPA and local money—for the Albany Service Corps is targeted to poor youth, but the corps does not feel particularly restricted. When they opened their doors in 1990, they recruited widely in Albany and its suburbs. The fact that most of the corpsmembers are poor, African-American youth is not because they were targeted, but because they were the group who responded.

Legislative mandates, particularly the enabling legislation for state corps, also have an effect on corps' ability to diversify. The New Jersey Youth Corps enrolls only youth who have dropped out of school and are unemployed, and the Oregon Youth Conservation Corps has an eligibility requirement of 75 percent disadvantaged and at-risk youth. Other state mandates are somewhat less restrictive. In Pennsylvania, preference is given to economically and/or educationally disadvantaged youth. In Wisconsin, by statute, 50 percent of entering corpsmembers must be eligible for public assistance. The California

Conservation Corps, in contrast, has a broad mandate: youth have to be 18-23 years old, not on probation or parole, and a California resident. The absence of restrictions has allowed the corps to recruit and enroll a diverse group of participants.

The National Service Trust Act

The National Service Trust Act of 1993, which will probably be voted on this summer, is likely to be specific about what populations should serve—and be served—in programs that have access to the funding that is allocated. The legislation supports the Commission on National and Community Service's position on diversity, and that position has been fairly clearly defined.

The Commission's board has adopted a specific policy to encourage diversity of participation in all of its corps programs, and under its Subtitle D grants, the Commission is funding several youth corps models that emphasize diversity. Only one of these—the previously privately funded City Year—was already in existence. Others include the Delta Service Corps (profiled on pp. 10-12, below) and the intergenerational Georgia Peach Corps.

Still, at the same time that it focuses on diversity as an important characteristic of effective service programs, the Commission, in its report *What You Can Do For Your Country* acknowledges that diversity can be a particular challenge for some youth corps, many of which are located in areas that are less diverse racially or are dependent on targeted funding. The report also acknowledges that most youth corps have dual missions—service and youth development—and that youth development involves education and support services that are essential and costly.

In fact, youth corps are probably unique programs within the larger universe of service programs—a universe that seems certain to expand during the next few years. In this context, some social policy analysts like to talk about what they call "targeting within universalism"—making room within certain universal policy frameworks (like national service) for extra benefits and services that help less privileged people (like those in youth corps). This might be one approach for reconciling the unique role of youth corps—and the youth who serve through their participation in corps—with a call for national service that wants to enlist the nation's youth in all of their diversity.

FOUR CORPS

The material on the following pages looks at some of the ways diversity manifests itself in four youth corps. The Delta Service Corps is one of the models being funded by the Commission on National and Community Service, and diversity is fundamental to the corps' design. Two well-established local California corps, in East Bay and Marin, use programming and targeted recruitment to attract youth with diverse backgrounds. For Year Round Syracuse, modeled in part on Boston's City Year, having a diverse population of corpsmembers is a central part of its mission.

DELTA SERVICE CORPS

The newly created Delta Service Corps, a collaboration among the states of Arkansas, Mississippi, and Louisiana, places individuals in community-based service organizations where they are addressing needs identified by the 132 Delta parishes and counties in the three states. This is not a team-based corps. Corpsmembers work individually, or with one or two other corpsmembers who are placed in the same organization. The corps was funded in July 1992, and the initial training class for incoming corpsmembers took place in October. This first group completed their service in May.

Demographics

During the first year, the Delta Corps included approximately 270 corpsmembers, about 90 from each of the three states. They were diverse in both age and background, representative of the population of the Delta community they serve. That area—a geographic definition based on the way the rainfall flows into the Mississippi—is both rural and urban, including Little Rock, Arkansas, and Jackson, Mississippi, as well as small towns and many rural communities. The corps recruited by holding town meetings in communities and parishes across the region. They also used some public service announcements and paid radio advertisements.

The corps includes part-time and full-time participants. Twenty-five percent of the corps is mandated to be over the age of 60, although corpswide now, it is about 22 percent.

The youngest participant is 17; the oldest is 82. Corpsmembers have a wide range of educational backgrounds. Of the Arkansas participants, 23 are high school graduates, 47 have some post-high school, 4 are college graduates, and 3 have masters degrees. Only 5 participants have neither a high school degree or their GED. They are required to earn their GED while they are in the program; otherwise, they forfeit their postservice benefits.

There is, overall, racial diversity in the corps, with only a few Latinos (2 in Arkansas, for example), but a good representation of African-American and white participants. However, there is less racial diversity within regions. In Arkansas, more of the white corpsmembers are from the northern part of the state, while the corpsmembers in southern Arkansas are likely to be African American. There is racial diversity among the corpsmembers in Louisiana, but less in Mississippi.

The corps has also made a special effort to recruit first and non-violent offenders, although there were only 3 in the first group. They also recruit people who are coming out of foster care—they had one this year—and they have one corpsmember who lives in a homeless shelter. They are also recruiting people who are physically challenged. They have a corpsmember who has some disabilities as a result of having had polio and a 75-year-old corpsmember who is legally blind.

Work Projects

There is a real diversity of projects, although each corpsmember stays with one project during his or her time in the corps. The work assignments address the needs of the community. The Parent Project in Little Rock, for example, works with parents who are in prison, to help keep them closely connected with their children and, it is hoped, ultimately lower the rate of recidivism. In Louisiana, corpsmembers have worked on projects to stop soil erosion and to provide hurricane relief. Corpsmembers work on projects with the homeless, senior citizens, and latchkey children. Other projects deal with teenage pregnancy, substance abuse, rehabilitating existing housing, and building new homes.

The corps knows what work projects they are going to be involved in each year before they recruit the incoming group of corpsmembers. Work sites are selected by mid-July; then the corps matches participants with the sites, taking advantage of the previous work experiences and life experiences of the corpsmembers. The 82-year-old female corpsmember, for example, was the activities coordinator at a senior citizens center. The youngest corpsmember was the manager at a thrift clothing store. At work, she wore her corps uniform

and became a role model for the young women who shopped at the store. The corps sometimes recruits with a particular service opportunity in mind. One of their projects, for example, was at a school in Little Rock for at-risk kids—most of whom were African-American males—who were having their last chance in the school system. The corps needed to have strong African-American, male corpsmembers at the site to serve as mentors.

Other Features

Although corpsmembers are placed individually or in very small groups, there are opportunities for them to come together. Corpsmembers meet in groups of 50 to 60 for a week of initial training sessions. During their time in the corps, participants are organized into teams, and each teamleader is responsible for an average of eight corpsmembers, who may be working at six different sites in two counties. The team meets together once a month, and each team also comes together to complete a signature project. The entire corps gets together once a year for a "superconference."

EAST BAY CONSERVATION CORPS

East Bay Conservation Corps (EBCC) was established in 1983. In addition to its full-time corps, which has about 140 slots, it has a middle-school program, Project YES (Youth Engaged in Service), with more than 200 mostly minority participants. The information here is about their main corps program.

Demographics

EBCC is about 50 percent African American, 20 percent Latino, 20 percent white, and 10 percent Asian American. About four years ago, in an effort to recruit more Latinos, the corps created partnerships with community agencies in Latino communities. Their efforts were successful, and they also hired some Latino crew supervisors and a Latino case manager who specialized in addressing the needs of that population. They have not yet reached a "critical mass" in their Asian population—enough so that new Asian-American corpsmembers can quickly find their support system and feel comfortable.

About 30 to 35 percent of the corpsmembers are women. The corps "goes out of their way" to recruit women. They have a female recruiter who is sensitive to women's issues—such as the nature of the work and the need for childcare—and can address those issues. They also help arrange childcare services for corpsmembers. EBCC has reached a "critical mass" of

women, so that now no woman is on a crew by herself. They also have a significant number of women supervisors and are trying to hire more.

While they don't have exact statistics, to some extent, the corps also has socioeconomic diversity.

Work Projects

Although the program mainly serves at-risk youth, EBCC has set up three levels of internships that help attract participants with a wider range of backgrounds. While most incoming participants work on the grade crew and study for their GED, an entering corpsmember can immediately qualify for an internship and for college courses.

Approximately 30-to-40 percent of their corpsmember slots are these higher-level positions. They include special intern crews: a carpentry crew where corpsmembers learn high-level carpentry skills, and a human services crew that goes out into the community to identify needs and plan and execute projects to meet those needs. They also have internships for corpsmembers who work in the corps learning center as tutors and administrators, and for corpsmembers who provide supervisory and mentoring services to the middle-school kids in Project YES. Other internships include work in soil testing labs and in traffic control, and recycling internships that are primarily administrative work. In general, participants' gender and ethnic diversity is pretty consistent across the different levels of the corps' work opportunities.

MARIN CONSERVATION CORPS

Established in 1982, the Marin Conservation Corps (MCC) originally had difficulty attracting non-white participants. In part because of their recruitment goals, the corps moved its headquarters to a location where there was a large Latino population—and that population increased dramatically during the next few years, and changed the demographics of the corps.

Demographics

MCC is 56 percent Latino, 38 percent white, 4 percent African American, and 2 percent Asian American. The corps is only about 20-25 percent women. The female corpsmembers are concerned about their under-representation, and they have put together a plan to go into the schools and try to recruit more women. MCC is also increasing its diversity by starting

a crew in Marin City, which has a mostly African-American population and whose residents have difficulty getting to the corps' headquarters, using public transportation.

MCC corpsmembers come from diverse socioeconomic and educational backgrounds. About 5 of their 60 corpsmembers have a college degree, usually in environmental studies. There is also some age diversity. Corpsmembers range in age from 18 to 26, and about 13 percent are either 25 or 26 years old.

MCC is working to create racial balance—but while they are trying to recruit African Americans, they have a long waiting list of Latinos, who currently have about a two-year wait to get into the program.

Work Projects

More than 50 percent of Marin County is public land, and that is where most of the corps' work takes place. The nature of the work—its focus on conservation—is what attracts the college-educated corpsmembers. MCC has recently begun doing some human service work, particularly having corpsmembers go into the schools to teach about conservation and waste recycling. Corpsmembers are also going to the homes of senior citizens to help with yard work and painting. In addition, four times a year, MCC has a day of service projects—including painting rooms at the homeless shelter and assisting in childcare centers—that connect corpsmembers with a range of people in the community.

Other Features

Many of the Latino corpsmembers don't speak English when they come into the program. As a result, the corps gives ESL classes and offers many of their regular courses in both Spanish and English. Community meetings are also translated. College-educated corpsmembers help tutor in the ESL classes, and they also tutor corpsmembers who are studying for their GEDs.

YEAR ROUND SYRACUSE

Part of Year Round Syracuse's mission statement explains that the corps aims to "promote a better understanding and appreciation among participants who come from different ethnic, geographic, and socioeconomic backgrounds." Modeled in large part on Boston's City Year, the corps is committed to diversity both among its participants and in its work projects.

Their funding comes from a combination of federal, state, county, and city governments and from private sources, including local companies and foundations.

Demographics

Year Round Syracuse takes deliberate steps to try to achieve diversity among its corpsmembers. This year—its first year of operations—the 40 corpsmembers included 14 males and 26 females. The corps is racially and educationally diverse. There were 23 white, 13 African American, 2 Native American, and 2 Asian American corpsmembers. Two had no high school diploma, 33 were high school graduates, and 5 were college graduates. There was also geographic diversity: almost 40 percent of their corpsmembers live in the County of Onondaga, not the city of Syracuse. The program deliberately organizes the corpsmembers into teams that reflect the corps' overall diversity.

Work Projects

Year Round Syracuse primarily does human service projects, and all of their projects connect their corpsmembers to diverse populations, within both the city and the county. Projects have included tutoring pre-school children; assisting Asian immigrants; tutoring Latino families in conversational English and basic reading, writing, and math skills; conducting social and recreational activities at a senior citizens center, and providing educational and recreational programs for mentally and physically handicapped adolescents and adults at a community center. While the projects enable corpsmembers to meet community needs, they are also intended to promote cross-cultural learning experiences.

POINTS OF VIEW: STATEMENTS BY CORPSMEMBERS AND PRACTITIONERS

The following statements come from a diverse group of people connected with youth corps programs. In the first of these, corpsmembers make some recommendations, based on their own experiences, about the extent to which diversity should be a priority for corps. Next, Dorothy Stoneman asks whether non-diverse programs might be more appropriate for segregated communities. Scott Izzo and Barbara Jordan describe some of their experiences in trying to achieve diversity among the participants in their programs, and Liz Alperin-Solms discusses the lessons learned by the Urban Corps Expansion Project (UCEP) in its attempts to encourage diversity within the UCEP corps. In an excerpt from a journal article, Suzanne Goldsmith talks about the diversity among her team members in City Year, and Michael Brown describes his vision of a national service trust fund that allows a full range of the nation's youth to be rewarded for service. Finally, Kathleen Selz asks whether diverse corps programs are really "better" than non-diverse programs—and if so, how.

CORPSMEMBERS' RECOMMENDATIONS

In March 1993, the Commission on National and Community Service sponsored a "Diversity Retreat" which brought together twenty corpsmembers from around the country. They agreed on the following recommendations.

GROUND RULES

1. Diversity is better than no diversity. Corps should strive to achieve it whenever possible. Funders of corps can and should encourage corps to be diverse.

2. Corps should not be required to be racially, ethnically, educationally, or economically diverse if that is not represented in the community ("community" as defined by the corps). However, we are comfortable with the idea of requiring that corps recruit from a diverse pool. Diversity cannot be required—no quotas—but corps can be required to work to achieve it.

3. Diversity has many different meanings—not just white-black and rich-poor. There are less-affluent innercity European-Americans, just as there are more-affluent suburban African-Americans—not to mention all the intra-diversity within a perceived grouping. We need to be more sensitive to this.

4. Just as corps should strive to achieve a diverse group of corpsmembers, so too should they strive to achieve diverse corps staff.

RECOMMENDATION 1

We recommend that a corps exchange program be developed so that increased diversity would be achieved without displacing members of the community in which the corps is working. A Latino/a or African-American or innercity European-American from a "less diverse" urban corps would choose to do a rotation in an equally, but differently "less diverse" rural corps, and a corresponding member of the rural corps would take that urban corpsmember's slot.

In this scenario, you achieve a double benefit. The less diverse rural corps could have a mechanism to diversify that it would not otherwise have, and the urban corps would be able to include people from other communities without having to take slots (or opportunity) away from those in the community who need the most.

RECOMMENDATION 2

When discussing the issue of diversity within corps, inevitably the topic of how one defines "community" arises. There are at least two approaches to looking at the definition of community relative to corps.

In one model, community is defined more narrowly—the immediate surroundings of an area, a section of a city, a neighborhood. Chances are that a corps program that reflected the ethnic, racial, and socioeconomic composition of a community defined this way would have a less diverse group of corpsmembers.

In a second model, community is defined more broadly—an entire state, a metropolitan area, an entire city. A corps that reflected the ethnic, racial, and socioeconomic composition of a community defined more broadly would have a much more diverse group of corpsmembers.

The break between these two approaches is more socioeconomic than racial or ethnic.

A corps should define its particular "community" and then reflect that community's diversity. If community is defined narrowly, then a corps can recruit narrowly and design a program to meet the more focused educational and training needs of those corpsmembers. However, if community is defined more broadly, then a corps should recruit broadly and will need to be designed to meet the more diverse educational and training needs of corpsmembers.

Both of these approaches are valid and should be permitted. Where possible, both should be supported. Chances are there will not be two programs in competition. Rather, a program will spring up naturally from that community. The government should not decide for these communities which approach is better for that community.

STRONGLY FELT INDIVIDUAL COMMENTS/ISSUES

1. Slots should not be given to non-community members, because they can't afford to lose them.

2. Do you need to come from that particular community in which you are working? Can you develop a commitment to a community even if you are not from there?

3. Different people have different definitions of community, and these definitions have strong implications for how one approaches the diversity issue.

4. Programs should reflect the diversity of the community in which they are working, but it depends on how you define community.

5. Corps should be good for communities, not politics. Corps should not be based on statistics and figures, but on needs of members and communities served—however one defines community. Government should support what communities develop. It is not government's role to direct what corps should look like.

6. There are universal elements to corps—whether they have diversity or no diversity. All want opportunities to serve; all want education.

7. Are there two approaches to corps? One is about racial harmony where there is a very deliberate recruiting of diverse corpsmembers. Another is about community (defined more

narrowly), empowerment/community development, where it is necessary to recruit only from that community.

8. In places where there is intense competition for any opportunity—where slots become incredibly valuable and critical even for survival—you will have problems with the diversity issue.

9. If we create large numbers of service slots all over the country, it is possible that there will be less competition for them, and therefore, diversity will be okay to require because displacement will no longer be an issue.

Participants at the "Diversity Retreat"

City Year
Rosesharon Oats
Hector Galaza

City Volunteer Corps
Gail Bowen
Oswaldo Rosado, Jr.

Los Angeles Conservation Corps
Oscar Garay
Antonio Jones

D.C. Service Corps
Thomas Zabriskie
Tiffany Griffin

Montana Conservation Corps
David Pope
Derek Burnham

YouthBuild
David Madina
Yvette Ramos

Milwaukee Community Service Corps
William Hunt
Yalanda Shaffe

Pennsylvania Conservation Corps
Vicki Chitchosky
Mr. Patsy Dandow

Durham Service Corps
Carlos Wilson
Danita Thompson

West Virginia Citizens' Conservation Corps
Ella May Coyer
George Patton Owen

A CHALLENGE TO CONVENTIONAL WISDOM ABOUT RACIAL AND SOCIAL CLASS INTEGRATION IN URBAN AND SERVICE CORPS

By Dorothy Stoneman
President, YouthBuild USA

In various policymaking circles, people often express the opinion that each urban and service corps must be integrated by race and class in order to reach the goals and be consistent with the mission of the service community. Sometimes funding decisions are made with this opinion as the determining factor.

This policy position is incomplete and can be counter-productive. It has the potential for undermining local programs which have grown up within communities which have been segregated by race and class, and which are tackling the issues in their communities by mobilizing young people to serve through regeneration of their own neighborhoods. A rigid expectation that all programs be integrated doesn't reflect all the needs of low-income communities. The same kind of program doesn't work for all people, nor does it meet all community needs. We need a diversity of programs.

Personally, I am in every sense committed to building deep friendships and permanent alliances across class and racial lines. I am a 50-year-old upper-middle-class white woman who has lived and worked in Harlem for 24 years. Integration is definitely a goal which I share with these individuals espousing integration in service corps. A society that is thoroughly integrated and full of equal opportunity, love and respect among all peoples is a cherished ideal.

But let's not kid ourselves about where we now stand as a society, and what must happen to achieve that vision. We are a segregated nation. White people in general have precious little deep knowledge of the conditions affecting people of color. Refusing to fund programs that emerge within communities of color, are governed by people of color, and primarily involve young people of color, is no way to achieve racial harmony and mutual respect. On the contrary, it is a way to reinforce the perception that the white establishment will not deal adequately with the needs of communities of color.

When good programs emerge within communities of color, engaging primarily young people of color, they must be supported alongside the programs that are invented as citywide or statewide efforts to build an integrated society. Our goal should be a diversity of programs that include and reach all segments of the population. Our only method for

tackling issues of race and class should not be programs that are internally diverse in precisely the same ways.

The responsibility of the larger service community is to insure that there are frequent ways of bringing together young people on a citywide, statewide, or national basis to build bridge and relationships and to debate policy perspectives across racial, economic, and geographical lines of separation. But it doesn't always have to happen in the same way inside every program.

Another responsibility of the larger service community is to ensure that there are many programs with people of color in the critical leadership roles, as executive directors and members of Boards of Directors and State Commissions. There is lots of work to be done to integrate the leadership of the service community.

The situation for young people of color in low-income communities is an emergency, a profound crisis, a moral outrage. Our refusal as a nation to face and correct the conditions is intolerable.

But the central way to take action is not to send troops of outside volunteers into low-resource communities to do service, although this could be part of a larger strategy if the volunteers were clearly accountable to leaders in the local community. Rather, people living in oppressed innercity neighborhoods must be given the tools and resources to rebuild, and their efforts to do so must be honored, supported, respected, and funded. Self-determination and development of local leadership are principles we understand in international relations. Resources for local people to take responsibility for improving the neighborhood must be made available. This is fundamental to community development. This is essential for building real partnerships among adults from different backgrounds. There must be respect, and a sharing of resources.

We need to support every type of effective youth service program. Some will be integrated. Some will not. Some will engage predominantly one population group in one neighborhood; some will serve several, or will make a point of including young people from all neighborhoods. They will be run by people from all different backgrounds, who share a commitment to responsibility, service, leadership, and love, but who may have different program designs and different approaches to meeting the needs of the communities they know best.

It is our job as a national policymaking community to insure that there is a diversity of fine programs reaching all populations, and that youth from all programs have contact with each other through conferences, retreats, common projects, cultural exchanges, trips,

and visits with each other. This should be a requirement of every State Commission. But we should not prescribe precisely what type of diversity should exist within each and every program.

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Visions of Service: The Future of the National and Community Service Act.
Washington, D.C.: National Women's Law Center and American Youth Policy Forum, 1993.

THE STUDENT CONSERVATION ASSOCIATION: UPHOLDING A TRADITION OF DIVERSITY

By Scott D. Izzo
President, Student Conservation Corps

Since its founding in 1957, the Student Conservation Association (SCA) has sought to achieve many types of diversity, both in its program activities and among its participants. And although the Association has been more successful in achieving some kinds of diversity than others, the exciting personal growth experiences that take place, particularly in the High School Program, when young people from different regions of the country and different socioeconomic and cultural backgrounds come together for five weeks of backcountry living and working, are fascinating and, no doubt, contribute immeasurably to the success of this SCA program.

The New Hampshire Conservation Corps (NHCC) another program of the Student Conservation Association, does not, however, have the depth of diversity found in the High School Program. Designed and developed for at-risk New Hampshire youth, NHCC has, at various times in its history, experimented with including young people who are not considered "at-risk." Invariably, we found that the dynamic created by such diversity enhanced the program for all participants—at-risk and mainstream students alike.

However, not every program (including NHCC), necessarily always benefits from having a group that is fully diverse. Programs working with at-risk populations frequently address specific participant needs. As a result, when programs are designed to address the development of a young person with remedial needs, it is more of a challenge to use the same program model to work with participants who are academically advanced. We need to define our program model based upon who we are here to serve. If a decision is made to

serve a diverse population and that is a part of our program mission, then we must design our program model to meet those diverse needs.

Unfortunately, diversity is also limited by funding. While financial support for the NHCC at-risk youth, although not necessarily plentiful, has been relatively available, resources for young people without such needs have been much more difficult to obtain. Further compounding this issue is the ongoing challenge to secure funds for programs that integrate mainstream volunteers with at-risk students, who have traditionally been denied adequate access to the very financial, educational and social services from which they could benefit. If such diversity is to be fully achieved within NHCC and similar programs, alternate and creative funding strategies must be diligently developed and pursued.

We are addressing this challenge in NHCC by developing funding sources other than public funding. Over the past few years, we have instituted a membership program that includes individual support from around the state of New Hampshire. Corporate and foundation fundraising have represented about 20 percent of the income, membership about 15 percent, fee-for-service work about 10 percent, and JTPA funding and National Community Service Act funds make up the balance.

In response to the lack of diversity within the conservation and environmental movement, SCA, during the 1970s, began operating summer programs for young people in urban centers throughout the country. In 1991, SCA sought to expand its services to young people of color and women and launched the Conservation Career Development Program (CCDP). This new initiative builds on the urban program model and seeks to find and nurture the talents of young women and people of color who will provide the informed, wise leadership necessary to meet the conservation challenges of the next decade. The ultimate goal of the CCDP is to guide participants—who often have little historical connection to the field—into conservation and environmental careers. The audience is well-defined, and the program model has been developed to meet the specific needs of the young people coming through the program.

Because CCDP participants are, for the most part, college bound, the pool of available program funds is shallow. As a result, in this arena too, the Association is constantly challenged to locate appropriate funding sources that will enable it to fulfill its commitment to promote diversity within the conservation and environmental community. In the case of CCDP funding, we began the program three years ago with all philanthropic funding. Over two-to-three years, on an $800,000 budget, we developed about 30 percent of the

funding needed from fee-for-service, with the balance coming from corporations and foundations. In 1994, we will kick off a membership campaign to solicit individual support for the program.

As we ponder the issues of diversity and as we strive to strike the right balance, I cannot help but notice how few at-risk youth we serve as compared to the need in society. I am moved by the fact that youth who are at-risk do not have options, perceived or real, as compared to those who are less disadvantaged socially and economically, who have incentives, options and the financial means to pursue their interests. One option is to direct our public funding more toward the young person with the greatest needs and utilize philanthropic and other funds to subsidize the participation of mainstream youth.

Finally, as America's social and demographic conditions change—witness the transition of our workforce, which now includes more women, people of color and other under-represented populations than ever before—and as our educational and social service systems continue to falter, the need for the services and support provided by conservation corps will become increasingly critical. To meet these needs successfully, the corps community, in partnership with the funding community, must demonstrate flexibility and adaptability, resulting in expanded and enhanced program opportunities to serve a broad range of young people with diverse profiles and needs.

PLANNING FOR DIVERSITY

By Barbara Jordan
Executive Director, Greater Miami Service Corps

If you don't want a corps to be labelled as being "just for" a special group, then it becomes important to plan for diversity and not just let it happen by accident. It also requires a commitment from the top down, beginning with the corps' Board. If you're goal-oriented in your efforts to have a diverse corps, then you're more likely to achieve it.

Corps can be diverse both programmatically and in the populations which they serve; but when you look at corps in terms of diversity, you also have to look at staffing. When the Greater Miami Service Corps (GMSC) was recruiting its first group of corpsmembers, we had some trouble gaining credibility in the community because we were trying to attract

participants from ethnic groups that weren't represented among our staff. As a result, we set out to really look at our staffing. GMSC had originally hired three people to start-up the corps, but now it was clear that we had to have a staff that paralleled the kinds of diversity we wanted to establish among our corpsmembers. If we were going to try to involve youth from the Hispanic community, for example, we needed an Hispanic staff member to come along when we recruited.

The corps' physical location was another key factor. GMSC was diligent about finding a location in Dade County that is not identified with a specific racial or ethnic group. We had offers to locate in Little Havana and in Liberty City, which has a strong African-American identity, but we couldn't have attracted a diverse group of corpsmembers to either community. We paid a price for our determination to find the right location: we were essentially homeless for two years. But now we are located in an area that is predominantly Puerto Rican and black—and is not identified with any specific racial or ethnic group.

Recently, we started a satellite program in South Dade, where we have been able to involve the Mexican and Haitian populations, two groups that we hadn't been successful in recruiting at our North Dade headquarters. These new corpsmembers have also had an impact on our staffing. We realized we needed a Haitian staff member, and so we ultimately created a position for a former corpsmember who is Haitian.

While GMSC's attention to staffing and location have helped us grow more diverse, we are continuing to have problems attracting Anglos to the corps. We are looking at the possibility of setting up an additional satellite program in a high school with a large percentage of Anglo students—an approach that the Philadelphia Youth Service Corps has used successfully.

We have been taking these deliberate steps to diversify the corps because we want the corpsmembers to learn from one another and be able to work together. One approach we use is to pay attention to the ways that they are organized into crews. During their initial interviews, we ask about friends and relatives they have in the corps—and then we make sure they're not on the same crew. We also bring everyone together at least twice a month for life skills classes.

But even with clear goals and planned steps to achieve those goals, questions inevitably arise. GMSC has a waiting list, and we have to ask ourselves: If we have 50 African-American kids waiting for spaces in the corps, do we take them—or should we go out and recruit for diversity?

THE EXPERIENCE OF THE URBAN CORPS EXPANSION PROJECT

By Liz Alperin-Solms
Coordinator of the Urban Corps Expansion Project,
Public/Private Ventures

Diversity is a difficult issue to talk about. Race and economic status are emotionally- and politically-charged issues, generating as much rhetoric as practicable solutions. In the youth service community, there are definitional problems as well. To some, a diverse youth service program is one in which young people taking a year off from college serve alongside teen mothers who have dropped out of high school. To others, an all-minority, all-dropout population is diverse when young people's life experiences are different, either because their roots are in the West Indies, Central America, Harlem, or Mexico, or because their verbal abilities vary from the almost illiterate to the eloquently poetic. It is the first type of diversity that is currently capturing the imagination of national service policymakers. But it is the second scenario that characterizes the large majority of urban youth corps today, one of the most prolific brands of youth service programming.

It is easy to see the appeal of a service program that has racial and socioeconomic diversity. At a time when racial healing is a social and political imperative, the vision of young people of multiple races and backgrounds coming together to solve community problems is powerful. At the same time, there are many reasons why urban youth corps, on the whole, tend not to be diverse along socioeconomic lines. With limited funding opportunities, corps increasingly look to JTPA for financial support, a federal program that is earmarked to the poor. In some cities, political pressure dictates that scarce public dollars be channeled to those most at risk. In other cities, the population base from which corps can recruit consists almost entirely of poor youth. Some practitioners recruit predominantly poor minority youth by choice, believing that the solution to the ills of urban areas is to change the paradigm of urban America from self-destruction to community-building from within.

But perhaps the most significant reason that corps attract an at-risk population revolves around mission and program design. Corps' missions are complicated because they incorporate multiple goals, contain much nuance, and use language that can have multiple interpretations. It is fair to say, however, that most corps have two broad goals: to accomplish valued work through service to the community and to build the capacity of their participants through that service. It is that second component of mission—corpsmember

development—that causes different programs to be designed for different populations. In service programs designed to reach middle class and poor youth, corpsmember development tends to be structured around moral development—citizenship, the service ethic, and community connections. In those aimed at poor youth, the primary focus is on education and economic self-sufficiency. Citizenship and the service ethic are context—the means through which education and employability are built. Consequently, some of the features that are structured into corps targeted to poor youth—GED preparation and other basic education components; access to community services, such as child care, housing, legal counsel, health care, and other social supports; and a focus on employability development and postprogram transition to jobs—do not appeal to middle class youth.

The Urban Corps Expansion Project (UCEP), a national demonstration launched early in 1989 by Public/Private Ventures (P/PV) in collaboration with the National Association of Service and Conservation Corps (NASCC), added eleven corps to the youth service landscape. Its lessons provide insight into the links between program design and corpsmember population. The eleven corps that comprise UCEP program at least 25 hours each week of community service work and 9 hours or more of basic education and life skills. Structures are in place to make postprogram transition to work more likely, and all corps pay at least the minimum wage for hours on work projects. Through the end of 1992, about 1,500 young people had served in UCEP's corps. They represent a population most at risk of suffering long-term poverty. They are between the ages of 18 and 23, yet over one-third are already parents. As a whole, they come from poor families, they are predominantly minorities, and most have dropped out of school.

That UCEP attracts this population is in part intentional and in part an outgrowth of its program design. UCEP asked its corps to serve 75 percent at-risk young adults; no restrictions were placed on the remaining 25 percent. In fact, the UCEP model specifically encouraged sites to strive for racial, cultural, gender, educational, and economic diversity through a broad recruitment strategy. Gender was the dimension of diversity most easily achieved; one-third of UCEP's corpsmembers are women. Vigilance in recruiting, arrangements with local social service agencies to protect AFDC recipients' wages, and more gender-conscious programming, including gender-neutral sports in morning physical training, linkages with childcare providers, and female crew supervisors helped UCEP enlist the participation of more women. Achieving any kind of balanced racial diversity was more difficult. While no UCEP corps is single-raced, all are comprised of over 85 percent racial minorities. Some educational diversity does exist; in five of the corps, more than

one-third of corpsmembers entered with high school diplomas. However, fewer than one percent of UCEP corpsmembers have attended college. Socioeconomic diversity is, for all practical purposes, nonexistent in UCEP.

UCEP demonstrates that a program designed to meet the needs of at-risk youth does not attract substantial numbers of non-poor youth. It also strongly suggests that the urban corps model productively engages at-risk young people in service to their communities. Still open is the question of whether a socioeconomically diverse program can attract and meet the needs of these corpsmembers. There are a small number of youth corps outside UCEP that have achieved some socioeconomic diversity. The question of whether poor youth fare better in these programs or in targeted ones may well be worth future investigation. Do broad-based or targeted programs more successfully foster understanding between the races and tolerance of difference? Which increases the chances that corpsmembers' economic and educational goals will be met?

We cannot answer these questions yet. Few would disagree, however, that the most important thing we can do for poor youth in this nation is to help them along a path toward self-reliance and economic security. UCEP tells us that even when components to affect corpsmembers' educational and economic outcomes are intentionally structured, it is difficult to change corpsmembers' economic trajectories. It is hard to imagine that a program not geared toward those outcomes will do better.

The numbers of urban poor youth are increasing; the numbers of known strategies to help them move forward in life are not. Service in a youth corps is one of the few attractive avenues for poor youth to successfully re-engage in education and move towards economic self-sufficiency. This is a time for experimentation in youth service. Programs that serve at-risk youth, whether they serve them exclusively or along with more privileged young people, should be tried. The key is to fund diversity <u>among</u> programs, not only diversity <u>within</u> programs. Only with that kind of experience can we understand what works best and for whom.