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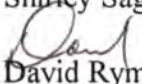
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Reauthorization Desk File [2]

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MEMORANDUM

TO: Shirley Sagawa
FROM:  David Rymph
DATE: October 25, 1995
SUBJECT: Reauthorization Cost Issues

*Reauth.
issue*

When considering the issue of costs, it may be worth your time to review some results of the Summer of Safety (SOS) cost analysis we did with Harry Hatry of the Urban Institute. That study is the only one to date that tries to identify all of the Corporation's costs by program with any degree of accuracy or thoroughness. I am attaching a copy of the report and below is a list of some findings relevant to the reauthorization issues:

1. CNS staff costs for the Summer of Safety were 4.6 percent of the total, approximately \$ 550,000 out of a total cost of \$ 12 million. In many ways the SOS program was a mini-version of what CNS is today. All three program types -- NSSC, Learn and Serve, and AmeriCorps -- took part. The grant award process was essentially a smaller scale version of each program type's method now. It may not be unreasonable to believe that the 4.6 percent staff costs are close to our current staff costs.
2. The costs per participant (excluding the \$ 1,000 educational benefit) in the four, stipended programs were: NCCC - \$ 7,914; Youth Corps - \$5,139; National Service Grants - \$ 4,048; and VISTA - \$ 2,489. The structure of the 1994 SOS programs was much like that of these programs today. We can assume that NCCC, as our only 24-hour a day, seven-day a week, residential program, will be the most expensive. In AmeriCorps*National and State, most likely the traditional youth service corps are among the more costly programs. Finally, AmeriCorps*VISTA is the least expensive of the AmeriCorps components.
3. CNS staff cost per SOS participant varied greatly across the programs, from \$ 328 CNS staff cost per participant in NCCC to \$ 82 in VISTA. The NCCC summer program cost included \$ 328 CNS staff cost per participant. National Service Grants had a CNS staff cost of \$ 284, while the Youth Corps cost was \$ 181. VISTA's CNS staff cost per participant was \$82. The staff cost per participant in NCCC is four times higher than VISTA. National Service Grants' staff costs were more than three times that of VISTA. Thus, it is not just the structure of the programs in the field that contribute to cost differentially. How programs are staffed and administered in headquarters is a factor as well.

cc: Tracy Gray
Attachment

Notes on Cost Estimates
1994 Summer of Safety Program

1. Cost estimates are for the program as a whole and for each of the six 1994 SOS programs (K-12, NCCC Summer Camp, National Service Grants, Senior Corps, VISTA, and Youth Corps).
2. We have not included in these costs some items that, while they represent time spent on the 1994 SOS program, appear to be quite small and in any case do not represent real added financial cost to the government or its taxpayers. While this time presumably took away from time available to do other work, it does not appear likely to us that any meaningful amount of additional real dollars were involved. (Another possibility is that these personnel put more of their own time in without affecting the quality or coverage of their other tasks.) These excluded items include:
 - Time spent by state office personnel on 1994 SOS;
 - Time spent by a variety of "overhead" CNS personnel, such as personnel procurement, and high level CNS management officials who did not put in a significant amount of time specifically on SOS and did not incur any added financial costs to the government because of 1994 SOS.
3. We have not included any additional time and costs that local projects may have "donated" to the projects, nor attempted to identify the added time or costs that CNS programs in the field may have contributed to the SOS efforts (such as by VISTA or Senior Corps). These do not appear relevant to an analysis of the federal government's added costs for SOS.
4. We have provided separate cost estimates, depending on whether the compensation costs of CNS personnel are included or not. One estimate includes the salary and fringe benefit costs of full-time CNS personnel who spent substantial time on 1994 SOS but would very likely have received salary and fringe benefits even if they had not worked on SOS. This cost includes the time of both program personnel and program evaluation personnel. Table 4 shows the estimated costs of CNS personnel for the FY 1994 SOS program.

The other estimate excludes the costs of such time on the assumption that this time did not actually result in any added cost to the federal government and its taxpayers. It would be very difficult to estimate the "opportunity cost," if any, of the time spent by these employees. However, probably, the principal opportunity cost was reduced quality

or coverage of other activities and not an actual financial cost. (To the extent that these personnel put in more of their own time without hurting their other duties, this "cost" would not be relevant to this cost analysis.)

5. We have not in any way "audited" these cost or time figures. They are based on the data reported to us by CNS personnel in the budget and program offices.
6. The cost estimates are also reported both with and without the \$1,000 educational benefit for participants who completed the required number of hours of work. A problem here is that participants have seven years to claim benefits. We have assumed that this educational benefit is obligated and therefore have included a \$1,000 benefit for each person that is eligible. It may be that some of the eligible participants may never claim the benefit; to the extent that these educational benefits are not used, the costs presented here will be somewhat overstated.

Note that participants in K-12 and the Senior Corps did not receive the educational benefit.

7. CNS salary costs are based on estimates of the number of days applied to the 1994 SOS program provided to us by CNS (based on figures provided by the persons themselves). These numbers are estimates; CNS staff did not keep time sheets on SOS. These estimated number of days have been multiplied by the individual's salary and a fringe benefit rate. The data on which persons are included, each's number of days, and the total dollars for each person are provided as an attachment to these tables. The salary figures were based on the U.S. General Schedule effective for FY 1994.
8. CNS personnel costs include fringe benefits of 28%. This figure was provided by David Spevacek. This rate includes only "cash" fringes, not time off work such as vacation, holidays, sick leave, etc. To consider these other fringe benefits (and their inevitable cost to the federal government and taxpayers), we calculated daily rates for CNS by dividing the appropriate annual salary for each CNS employee by 228 rather than 260. (The 228 figure assumes that Federal employees spend an average of 19 days per month at work). This adds approximately 14% to employee compensation costs per day.
9. Costs of consultants include a fringe benefit rate of 7.65% for FICA and medical insurance costs that the federal government pays for consultants.
10. The added costs for educational benefits are based on figures provided by CNS on February 26, 1995; the number of 1994 SOS participants completing the 1994 SOS program were: NCCC = 91; NSG = 688; VISTA = 934; and Youth Corps = 486. As noted earlier, the estimates included here assume that each person will ultimately (within the seven-year allowable period) use the \$1,000 educational benefit.

As noted earlier, participants in the K-12 and Senior Corps program were not eligible for the educational benefits.

11. To estimate the costs for each of the six 1994 SOS programs, we identified the costs that clearly were applicable to particular programs. These direct costs include the grant cost (or grant plus educational benefit) and some other costs, such as the cost of the ethnographic studies and cost of direct program staff time that are clearly attributable to one and only one of the six programs. These costs are summarized in Table 1.

However, allocating costs to each program that simultaneously relate to more than one of the six programs (such as the program evaluation and public information costs) inevitably is somewhat arbitrary and judgmental (i.e., on what basis should individual cost elements be allocated among the six programs). The procedures we used are identified below.

12. For estimating the full costs of each of the six SOS programs (shown in Table 3), those CNS costs that were not specifically associated with one of the specific six programs but appeared to be jointly applicable to all six programs (see Table 2) have been allocated to the individual programs as follows:

- One-half of these (Table 2) costs have been allocated to each program on the assumption that approximately half of these costs are equally and jointly related to the six programs.
- The other half of these (Table 2) costs have been allocated in proportion to each program's "direct program costs" (from Table 3).

As the tables indicate, the inclusion, or exclusion of these allocated costs does not make much difference.

13. As Table 4 indicates, the total amount of dollars for CNS staff time is approximately \$550,000 out of a total cost of about \$12 million (about 4.6%).
14. Neither the costs nor number of participants (about 62 participants) in VISTA's Texas immunization project have been included in the numbers presented here. This project was not actually part of the SOS program.
15. Adding the number of participants from each of the six programs into one total number of participants and calculating an overall SOS aggregate cost-per-participant would be like adding apples and oranges. We have not done this. The counts of participants in K-12 and Senior Corps are substantially higher than for other programs. Individual participants, in most cases, probably spent substantially less time on the SOS program than participants in other programs. In addition, the NCCC program is a residential program, the only one of the six programs. The participants were on-site 24 hours each

day, seven days a week, and, thus, had to be more expensive per participant than other programs.

16. Table 5 presents the overall estimated total costs of the 1994 Summer of Safety program. It presents figures with and without the educational benefits cost. It also presents figures with and without the estimated costs of CNS personnel (since, as noted above, these latter costs may not have led to any actual additional cost to the Federal government or the public.)
17. Determining "cost per participant-hour (or day)" seems to be infeasible, at least for most of the programs. The number of participant hours was not requested for K-12. Senior Corps participants were asked to provide their total hours upon completion of the program, but about half apparently did not provide this information. As noted above, NCCC is a residential program. Should the number of hours be counted as 24 hours for each day, just the number of hours doing community service, eight hours per day counting training and community service time, or using some other formula? VISTA hours were not collected by the national office; the hours used for VISTA participants are based on CNS figures as to the number of days the participants were reported to have worked. VISTA employees are paid directly by CNS at 40 hours per week, eight hours per day, regardless of the number of hours actually worked (whether more or less than these numbers). Estimates could be provided for the number of hours "worked" by Youth Corps and NSG program based on the numbers provided by the projects.

Given the availability of reasonably sound participant-hour data, calculations of the cost per participant-hour seem of highly limited value and appear to be infeasible to obtain in any practical and reliable way.

18. We have calculated "cost per participant" figures. These are presented in an Appendix. These figures have quite limited application. They do not appear to give any meaningful indication of the efficiency, productivity, or effectiveness of the programs. The number of participants is not an adequate measure of the product (i.e., the outcomes) of the SOS program. To measure true efficiency and productivity, information on the amount of product (e.g., outcomes) would be needed. Unfortunately, outcome information is not available on 1994 SOS, neither outcomes on community safety nor on long term benefits to the participants of the programs.

Comparisons across these programs on these costs-per-participant are also dubious. Clearly, the unit costs for K-12 and Senior Corps should not be compared to the other four programs. The nature of the participants differs substantially. One purpose of the four programs is to help youngsters, particularly those disadvantaged, over the summer.

Inclusion of the additional costs of CNS SOS-related staff costs does not appear to add substantially to these costs-per-participant. As the Appendix indicates, these CNS staff time costs add only about \$200 to the cost per participant for any of those four programs.

Table 1: Costs That Are Directly Applicable to Specific SOS Programs

	SOS Program Costs
Grants to Programs	
K-12	\$400,000
NCCC (including transportation and Misc. Expenses)	509,000
National Service Grants (NSG)	2,185,577
Senior Corps (SC)	360,000
VISTA	1,941,789
Youth Corps (YC)	<u>2,001,582</u>
Subtotal	7,397,948
Grant Review Panel	
K-12	76,000
National Service Grants (NSG)	76,000
Youth Corps (YC)	<u>76,000</u>
Subtotal	228,000
Program Consultants	
- Youth Corps (1)	22,406
- Senior Corps (2)	<u>33,739</u>
Subtotal	56,145
Ethnographer Contracts	
K-12	10,935
NCCC	20,000
National Service Grants	25,320
Senior Corps	9,965
VISTA	18,751
Youth Corps	<u>8,600</u>
Subtotal	93,571
Educational Benefits	
K-12	0
NCCC	91,000
National Service Grants	688,000
Senior Corps	0
VISTA	934,000
Youth Corps	<u>486,000</u>
Subtotal	\$2,199,000
TOTAL WITHOUT CNS PERSONNEL COSTS OR EDUCATIONAL BENEFITS	7,775,664
TOTAL WITH CNS PERSONNEL COSTS (Table 4) BUT WITHOUT EDUCATIONAL BENEFITS	8,118,221
TOTAL WITH EDUCATIONAL BENEFITS BUT WITHOUT CNS PERSONNEL COSTS	9,974,664
TOTAL WITH CNS PERSONNEL COSTS (Table 4) AND WITH EDUCATIONAL BENEFITS	10,318,221

Table 2: Costs That Are Applicable Jointly to All Six Programs

	SOS Program Costs
National Events/Public Information	
April New York City Public Safety Forum	49,660
May Leesburg Project Leaders Training	126,927
June St. Louis SOS Kickoff	7,000
August Chevy Chase "Wrap-Up" and Assessment Meeting	131,600
Media Support	23,300
Training and Technical Assistance (NCPC)	250,000
Program Evaluation	
Consultants (4)	129,330
Travel for Staff and Consultants (includes Program and PE Staff)	22,356
Evaluation Contracts (2)	74,800
Accomplishment Survey and Entrance and Exit Forms: Postage, Printing, and Contract Services	38,328
Program consultants applicable to all programs (2)	58,399
Travel of program staff and consultants not assignable to individual programs	81,171
Temporary personnel (e.g., administrative assistance, grant revenue, etc.)	364,204
Supplies	8,750
Furniture rental (7th floor)	7,000
Outside printing/copying	2,000
TOTAL Without CNS Personnel Costs	1,374,825
TOTAL With CNS Personnel Costs	1,583,047

Table 3: Costs by Program

	SOS Program Costs	
	Excluding CNS Personnel	Including CNS Personnel
K-12		
Grants to program	400,000	400,000
Grant review panel	76,000	76,000
Program staff	---	90,010
Ethnographer	<u>10,935</u>	<u>10,935</u>
Total Direct Program Cost	486,935	576,945
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>43,048</u>	<u>56,245</u>
Total	644,552	765,111
Educational Benefits	<u>0</u>	<u>0</u>
Total	<u>644,552</u>	<u>765,111</u>
NCCC		
Grants to program (including \$25,000 for participant transportation and Misc. Expenses)	509,000	509,000
Program staff	---	7,029
Ethnographer	<u>20,000</u>	<u>20,000</u>
Total Direct Program Cost	529,000	536,029
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>46,767</u>	<u>52,256</u>
Total	690,336	720,206
Educational Benefits	<u>91,000</u>	<u>91,000</u>
Total	<u>781,336</u>	<u>811,206</u>
National Service Grants		
Grants to program	2,185,577	2,185,577
Grant review panel	76,000	76,000
Program staff	---	130,480
Ethnographer	<u>25,320</u>	<u>25,320</u>
Total Direct Program Cost	2,286,897	2,417,377
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>202,175</u>	<u>235,664</u>
Total	2,603,641	2,784,962
Educational Benefits	<u>688,000</u>	<u>688,000</u>
Total	<u>3,291,641</u>	<u>3,472,962</u>

Table 3: Costs by Program (Continued)

	SOS Program Costs	
	Excluding CNS Personnel	Including CNS Personnel
Senior Corps		
Grants to program	360,000	360,000
Program staff	---	31,749
Program Consultants	33,739	33,739
Ethnographer	<u>9,965</u>	<u>9,965</u>
Total Direct Program Cost	403,704	435,453
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>35,690</u>	<u>42,451</u>
Total	553,963	609,825
Educational Benefits	<u>0</u>	<u>0</u>
Total	<u>553,963</u>	<u>609,825</u>
VISTA		
Grants to program	1,941,789	1,941,789
Program staff	---	37,390
Ethnographer	<u>18,751</u>	<u>18,751</u>
Total Direct Program Cost	1,960,540	1,997,930
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>173,323</u>	<u>194,773</u>
Total	2,248,432	2,324,624
Educational Benefits	<u>934,000</u>	<u>934,000</u>
Total	<u>3,182,432</u>	<u>3,258,624</u>
Youth Corps		
Grants to program	2,001,582	2,001,582
Grant review panel	76,000	76,000
Program staff	---	46,899
Program consultant	22,406	22,406
Ethnographer	<u>8,600</u>	<u>8,600</u>
Total Direct Program Cost	2,108,588	2,155,487
Support allocation: Equal share	114,569	131,921
Support allocation: Share based on program direct costs	<u>186,411</u>	<u>210,133</u>
Total	2,409,568	2,497,541
Educational Benefits	<u>486,000</u>	<u>486,000</u>
Total	<u>2,895,568</u>	<u>2,983,541</u>

Table 4: CNS Personnel Costs

Applicable to Particular Programs:		
K-12	\$ 90,010	
NCCC	7,029	
National Service Grants	130,480	
Senior Corps	31,749	
VISTA	37,390	
Youth Corps	46,899	
Subtotal		\$ 343,557
Applicable Jointly to All Six Programs:		
Work with NCPC in Training and Technical Assistance	32,616	
Program Evaluation		
CNS Personnel	105,244	
Program Personnel Special Site Visits	12,000	
CNS Program Personnel Applicable to all programs	55,758	
Budget Personnel	2,604	
Subtotal		208,222
Total		\$ 551,779

Table 5: 1994 Summary of Summer of Safety Costs

	Costs Without Educational Benefits		With Educational Benefits	
	Not Including CNS Staff	Including CNS Staff	Not Including CNS Staff	Including CNS Staff
Direct Costs	7,775,664	8,119,221	9,974,664	10,318,221
Indirect (Allocated) Costs	1,374,825	1,583,047	1,374,825	1,583,047
TOTAL	9,150,489	9,702,268	11,349,489	11,901,268

Appendix
Total Costs Per Participant Completing 1994 SOS Program

	Costs Without Educational Benefits		With Educational Benefits	
	Not Including CNS Staff	Including CNS Staff	Not Including CNS Staff	Including CNS Staff
NCCC (91)	\$7,586	\$7,914	\$8,586	\$8,914
National Service Grants (688)	3,784	4,048	4,784	5,048
VISTA (934)	2,407	2,489	3,407	3,489
Youth Corps (486)	4,958	5,139	5,958	6,139
K-12 (1980)	326	386	N/A	N/A
Senior Corps (2461)	226	248	N/A	N/A

- Note: (1) The number in parenthesis are the numbers of participants used for these calculations.
- (2) NCCC is a 24-hour per day residential program, unlike the other programs.
- (3) National Service Grants, VISTA, and Youth Corps are stipended, include Education Awards, and involve full-time service.
- (4) The numbers for the K-12 and Senior Corps program are not comparable to the other programs. "Number of participants" for these two programs has a substantially different meaning than for the other four programs. These programs are primarily non-stipended, do not include Education Awards, and involve part-time service.

BASIC TIME DATA

1994 SOS COSTS Sheet 1

Benefit Rates Used

5/24/95

28% for CNS employees
7.65% for Consultants + "Temp" (Cure)

PERSON	CALENDAR PERIOD COVERED	TOTAL NUMBER OF DAYS ON 1994 SOS	TOTAL SALARY \$ FOR THESE DAYS	TOTAL SALARY AND FRINGE BENEFITS	ANY COMMENTS
Program Evaluation-Full Time Employees					
David Rymph	3/1/94-12/31/94				
Carylon Kari	3/1/94-2/10/95	50			
Ryan Ferrara	4/1/94-2/10/95	35			
Bernie Halloran	3/1/94-12/31/94	150		21,189.76	GS-15 STEP 5
Charles Helffer	3/1/94-12/31/94	40		11,126.53	GS-14 STEP 1
Marie Wallace	1/4/94-2/10/95	100		20,746.00	4/1/94-9/31/94=12\$PER HOUR 9/31/94-PRESENT=\$13 PER HOUR
Tony Williams	9/1/94-12/31/94	18		12,716.00	GS-14 STEP 1
TOTAL				34,970.88	GS-13 STEP 10
Consultants					
Mitchell Ratner				3,117.60	400 PER HOUR
William Milsap	4/15/95-2/10/95			1,377.02	GS-6 STEP 7
Johnnie Daniels	3/7/94-12/31/94	193	\$63,890.72		
Jamie Merisotis	8/22/94-11/11/94	86.75	\$22,208	68,779	\$41.38 PER HOUR
TOTAL	2/21/94-10/21/94	10	\$2,600	23,907	\$32 PER HOUR
Director Program Administration Full Time Employees					
Catherine Pierce	2/28/94-2/10/95			3,799	\$2,000
A.T. Bostic	2/28/94-5/27/94	231		33,865	\$31,448.00
Miles Wilson	3/14/94-8/1/94	60			
Tim Silard	4/11/94-8/31/94	59			
Barbara Neighbors-Glass	5/1/94-8/31/94	94			
David O'Brien	3/1/94-10/1/94	50			
K-12		147			
Calvin Dawson	3/15/1994-1/30/95				
Valerie Wheeler	12/1/93-9/1/94	100			
VISTA		112			
Kelly Daly	3/14/94-9/30/94				
Jim Kriedler (VISTA)	3/14/94-9/30/94	137			
Jim Kriedler (David O'Brien-SOS)	3/14/94-9/30/94	25			
Senior Corps		56			
Douglas Ricker	5/10/94-1/6/95				
Donna Whitaker	5/10/94-1/6/95	108			
Cari Keller	5/10/94-1/10/95	25			
Sue Fahy	5/9/94-2/10/95	136			
Budget		64			
Larry Bevan	3/1/94-3/30/94				
Jessica Marshall	5/1/94-9/31/94	9			
Consultants		9			
Mike Russell	3/1/94-8/31/94				
R. Sampson	1/10/94-1/7/95				
Dick Staufenberger	5/2/94-9/23/94				
		471 HOURS=58.875 DAYS	\$19,489.98	37,418	GS-16 STEP 10 @ 331/day + 7.65%
		503 HOURS=62.875 DAYS	\$20,814.14	20,981	\$41.38 PER HOUR
				22,406	\$41.38 PER HOUR

1/ 50% as a contract employee @ \$12/hr + K.B.
50% as a "temp" (Cure) @ \$21.65
2/ 100% as a "temp" @ \$21.65

SOURCES: Ryan Ferrara, Jessica Marshall, David Staufenberger, David Rymph, and 1994 G.S. salary schedule.

Changes From March 14, 1995 Total Costs
Based on CNS Memos of
May 2, May 12, and May 25 1995

1.	Addition of three CNS staff	+ 82,752
2.	Revision of costs of national meetings and NCPC technical assistance and training (\$722,000 to 588,687)	- 133,313
3.	Double-Counting cost of ethnographer contract for NCCC	- 56,500
4.	Deletion of Computer investment cost	- 26,979
5.	Reduction of supplies (\$21,000 to 8,750)	- 12,250
6.	Addition of NCCC Travel Costs for participants	+ 25,000
Net Change		- 121,290

May 10, 1995

**SUMMER OF SAFETY ACCOMPLISHMENTS
PRIVATE SECTOR COST ESTIMATES**

The following list reports estimated costs from a private building construction contractor. The items in italics are numbered according to their corresponding number on the "Summer of Safety Accomplishments List of 50 Reasons Why the Corporation for National Service Can Be Proud of Its First Corporation-Wide National Program." The final "cost" is rounded to the nearest thousand.

ACCOMPLISHMENT **COST**

Community Policing

1. *Freed up 26,413 hours of police officers' time.*

- \$35/hour + 35% Fringe \$1,248,000

Improvement of Household Security

8. *Performed 13,513 household security surveys or audits.*

- \$225/house* \$3,040,000
* as performed by private contractor

OR

- 1 hour each @\$35/hour + 35% Fringe for surveys and audits performed by police or fire dept. \$638,000

9. *Installed 1,001 new window and door locks.*

- 1 hour each @ \$25/hour + 35% Fringe \$34,000

Building and Neighborhood Cleanup

39. *Boarded up 711 abandoned buildings.*

- 3 workers times 1 day per building
\$25/hr per worker (+ 35% Fringe) times 24 hours \$576,000
- Materials @ \$600 per building \$427,000
- Hauling and miscellaneous
materials/wastes @ \$175 per building \$124,000

41. *Removed graffiti from 1,467 walls and fences.*

- Assume 12' high by 25' = 300 square feet
1/4 hour per square feet = 75 hours per fence
\$12/hour + 35% Fringe times 75 \$1,782,000
(includes hauling and misc. materials)

Environmental Restoration

43. *Planted 74,329 trees.*

- \$2/tree
Plant 1 each 30 minutes = \$16.88
Hauling, etc @ 10 per tree 10.00

	Total	\$29 per tree	\$2,156,000
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45. *Built or renovated 44 miles of trails.*

- Asphalt 1 mile approx is \$600,000 (with curbing)
(too expensive, go with the following...)
- Narrow dirt trail, no asphalt compact dirt, clear grub
approximately \$25,000/ mile \$1,100,000

Park and Playground Restoration

46. *Constructed 15 playgrounds.*
- new playground approx. \$500,000 includes clearing site, design, asphalt, fence around, equipment \$7,500,000
47. *Renovated 45 playgrounds.*
- 2 weeks times 2 men = \$5,000 for one \$225,000
48. *Maintained 65 playgrounds.*
- \$1,000 each \$65,000
49. *Repaired or painted 242 pieces of playground equipment.*
- 2 pieces per day = 121 days
Paint @ \$5,000 \$39,000
50. *Bagged and removed 2,016 trash bags or barrels of debris from neglected park and playground areas.*
- 1 bag each hour = 27,216
Disposal costs approximately \$500 each truckload and 30 bags each truckload = \$33,600 \$61,000

Rick
Gene
Harris
Lee
10/15/95
copy
over
Reauth dish
file
PERSONAL

October 12, 1995

TO: Shirley Sagawa
FROM: Gary Kowalczyk
SUBJECT: Your Draft on Reauthorization Strategy

I believe the analysis in your reauthorization strategy is impeccable, although I confess to some skepticism about whether the Hill leadership will allow a bipartisan group. Clearly, the idea of getting key people invested in resolving their concerns before a reauthorization bill reaches the floor of either house is very attractive. I would raise three points about proposing a special Congressional group focused on national service reform.

First, I agree with the first "problem" in your list and would be concerned that this unique approach with the Congress will be viewed as acknowledging the existence of fundamental problems with national service that require "reform" (a somewhat different notion than "adjustment" or "mid-course correction"). I would be concerned about legitimatizing our opponents, sending an unintended signal about the Administration wavering on its support, and in the long run hurting the program.

Second, I also believe we have a potentially powerful resource in our own bi-partisan group and that they can be more proactive in coalition building. The Board has a clear role in broadly assessing performance and determining plans and strategies. Given a willingness on their part to become more visibly involved, the Board could:

- Hold hearings in Washington and/or around the country with the announced purpose of surfacing and considering reform proposals. They could, for example, explicitly reference the proposals in Senator Grassley's letter to the President as well as other concepts that have surfaced. By involving a wide array of witnesses and groups, they could also help in broadening and energizing coalitions to support national service.
- Invite members of Congress from each Party to participate in the hearings.

- Take a page from Senator Mikulski's approach to HUD and EPA restructuring, and ask (pay) a prestigious and nonpartisan group such as the National Academy of Public Administration (or any similar organization) to be associated with the hearings. [They could also be asked to analyze the public's views about the reauthorization of national service and/or expand on Harris' restructuring options for the Corporation whether or not hearings are held.] If such an organization handled staffing, agenda setting and writing the Board's report on the hearings, it would add credibility and an air of impartiality. Continuing with the NAPA example, the organization is composed of senior (often retired) public administrators who should have a relatively sophisticated understanding of the philosophical, inter-governmental, and management environment affecting national service.

The process we follow may well be more important than the product in this case. If it works, our options will be clearer, informed by solid and broad-based analysis and enjoy greater support.

Third, I know there is a consensus that "fast" action prior to the campaign season is preferable for national service. Making this timing imperative a key determinant of our strategy, however, may be a mistake since the likelihood of achieving it is not great if the current Hill environment continues. It is just as likely that the deliberations on national service will be dragged throughout the year and we will find ourselves with temporary funding until the election is held. If that is the case, early initiation of a bipartisan Congressional reform effort will at best be premature and it could even serve as a vehicle for heightening attention to national service as a political issue.

Finally, I'm really glad you're taking this initiative. Either the Hill option or other ideas have the attraction of being a potential solution to the issue you have very correctly identified. Whatever we do collectively, it needs to get underway quickly and deliberately.

*Reauth
desk
file*

Strategic assumption: Our full range of assets weren't sufficient to win on appropriations -- it took the President to pull us out. Assume President has less clout in reauthorization process. What do we do differently in next 6-9 months to win?

Prime Re-Authorization Fights

Question

Who can participate?

For what benefits?

Through which entities?

Supervised how?

Doing what?

Under what parameters?

Manifestation

Means-testing

Cap living allowance
Reduce education award (vets)

Prohibit federal agency programs
Prohibit grants to those related to
advocacy organizations
Stop Corporation from picking
national directs

End dual structure

No advocacy/politics
No fee for service

Cap on costs

Block grants

*Shirley → 10/2/15
Fyi re our
EX.A discussions
about DEPT.
strategic plans &
Reauthorization.
Let's discuss
Whenever
R*

What tools do we have that we need to deploy in this fight?

1. 1993 Congressional supporters:
Where do they stand now? What are their reauthorization needs?
What are the elements of Democratic base of concern (House leadership; any caucuses; etc.)?
What do we need to change to keep 1993 Republican votes? What must be preserved?
2. National charities
What is impact of Istook on ability/willingness to be active?
How can they be most effectively used (what more than a support letter)? Aims should be: i) maintain/shore up weak base, ii) keep opponents quiet, iii) drive public debate from Clinton vs. Republicans to mainstream vs. extremes
3. Corporations
They were silent (except for City Year's) during appropriations. What turns them around within next 6 - 9 months?
4. Our programs
What is mandate for Citizens For...? Is there adequate funding?
How do we mobilized and track consistent with lobbying restrictions?

5. State Commissions
Is there unanimity among them about main issues?
Are their whips clear and acceptable to us?
6. Other elected officials
They didn't expend any capital in appropriations. Is dynamic different here?
What do they need (changes/preservations)? Who are our whips?
7. Other stakeholders
Since this isn't directly a competition against their bread & butter, will higher ed, foundations and others help here when they didn't on appropriations?
Who in-house has responsibility?
Who are targets? Who are whips within target community?
What precisely will Olympics do?
8. Press
Shift media outreach strategy to new target markets
Pick main deliverable national break-through targets
9. President
Are we sure we can't use him (base? Target media?)
10. Public
How can we maintain (and demonstrate) depth of public support?

religious leaders
↓
aim is to get next budget that can be delivered on CD basis

What new resources do we need?

- Better intelligence about Republican leadership's views about this (e.g., if we made Kassebaum happy, is it enough? Bond? Grassley?)

Next steps

- Plans need be revised to determine what Department will do to further reauthorization -- to answer questions (or set process to do so). Show time lines.
- Plan suggested hearing issues/witnesses for Kassebaum.
- Need to give Board their role (hearings; Congressional contact; state commissions; national charities; their regional media)

Sec. 3.2(C) Initials: JEP Date: 1/16/20
2013-0661-F(2)

October 20, 1995

MEMORANDUM FOR REATHA CLARK KING

~~CONFIDENTIAL~~
REVISED

FROM: RICK ALLEN

SUBJECT: EXTERNAL AFFAIRS FY'96 STRATEGIC PLAN

Attached you will find the separate elements of External Affairs plan for this new Fiscal Year; as we discussed, I wanted to share these items with you at this preliminary stage, even though further clarification of each departmental plan is needed; a synthesizing overlay must still be drafted; and Harris' input and approval is required.

As you look through the attached, I would ask you to keep in mind the following:

1. Reauthorization is the prime imperative: As you know, we have felt for some time that AmeriCorps and Learn & Serve would receive adequate appropriations (the National Senior Corps having been well treated in the Congress' initial bills, and A*VISTA having received probably its foreseeable maximum funding in those same early versions), as long as we continued to make a principled and aggressive case and avoided major scandals or mistakes. I have regretted that this relative certainty is based neither on our programs' value nor our hard External Affairs work, but on the absolute commitment of the President. In the macro-politics of the final budget negotiations between the Administration and the Congress, the Republican leadership knows that the President will insist on the preservation of AmeriCorps -- which has solidified our future but made us a hostage in bigger political battles.

Under this assumption, the reauthorization process becomes the Corporation's biggest challenge for the 1996 Fiscal Year. All programs must be reauthorized in this period. The focus shifts from the appropriations committees to Senator Kassebaum's and Representative Goodling's authorizing committees. In many senses, we welcome this process, because it may be easier to discuss matters of policy here, rather than be bogged down in battles of politics.

The best venue continues to be the Senate. Partisanship is less intense and our votes always relatively easier to amass. Additionally, Chairperson Kassebaum is interested in improving national service, not destroying it, and is characteristically inclined to trying for consensus within her Committee (on which Harris Wofford formerly served). Her staff has indicated an intention to begin hearings and negotiations over the legislation, perhaps as early as the end of this year.

Despite these factors, reauthorization will not be easy. Especially during a Presidential election, Republicans in both bodies will not be willing to give President Clinton an easy victory on an item they know is of not only personal interest, but potential political benefit. Additionally, there continues to be no meaningful, committed constituency for service. The traditional field is weak, riven with internecine squabbles and politically naive. Finally, there are a range of issues, especially related to the internal management of the Corporation (for example, the current dual state structure of commissions and Corporation offices) for which it may be difficult to mesh political realities on the Hill with internal political pressures from our base and employees.

Shirley has taken the lead on both the substance and the process of reauthorization, and am I in complete accord with her actions and instincts. She will review with the Board a range of communications steps that will engage the Board, Corporation employees, and the broader field. External Affairs will take the lead role with Congress, prime responsibility for accomplishing the outreach to the field and sole control over press relations.

2. Other major goals: the above should not be read to suggest that reauthorization is not the only goal of importance for External Affairs. There are three other principle categories of involvement: (i) to service the needs of the program staff (this is particularly true for the publications section of Public Affairs and the outreach aspects of Public Liaison); (ii) to expand the national identity of all of our programs, on their own merits; (iii) to expand the public excitement about service as an abiding ethic for all Americans, whether or not realized through specific national service programs.

Further (and although they are largely subsumed within the foregoing) we have responsibilities for achieving many of the Corporation goals Eli and Harris have set for this next year (these are discussed most fulsomely in their joint statement before Chairman Hoekstra's Oversight Committee, which is included in your Board book). Of the group, I would see External Affairs especially involved in the following (I track the testimony's language): More business and foundation support; more bi-partisan involvement; more partnerships with our nation's great charities; more customer-friendly operations; and more connections to those who serve.

2. Audiences for Communication: There are a plethora (in no particular order):
- The Congress
 - The White House and the rest of the Administration
 - The Board
 - Corporation employees (these break down into categories, generally by program area, location -- headquarter or field, and other elements)
 - Programs in the field
 - Constituencies (from national non-profits to university Presidents, ethnic groups to coalitions with issues agenda)
 - The general public (with differences in audiences for recruitment and general identity)
 - The press (split into electronic and print; national, regional and local)

Each of these audiences has their own interests and sensitivities. We also have a range of topics to convey, from encouragement of broad support, to inspiration of specific action (eg., "call our 800# and sign up"), to transmission of general information.

Our tools are many and expanding:

- Our fax network now includes the Board, all Corporation offices and Commissions, key press, certain other interested friends, and the White House;
- We use e-mail and mass distribution of hard copies (at our reception areas) at headquarters, as well as all-hands meetings, and departmental and inter-departmental meetings; for our headquarters staff;

- Our AmeriCorps newsletter now is distributed primarily to members and to Congress, as well as to a list of other interested parties;
- We will be on the Internet and World Wide Web within a month, with substantial information about all of our “streams of service”;
- We have superb AmeriCorps and Senior Corps videos and television PSAs, the latter receiving wide play time and the former distributed to our field and used at speeches and public gatherings;
- We have various other Public Affairs tools (from campus op-eds and ads to a huge array of publications), all outlined in J. Toscano’s attached plan.

3. Accountability: Generally speaking, each department head is responsible for communicating to the audiences in their purview. That puts Gene in charge of all elected officials, J. responsible for the press and all publications, and Melinda for the constituencies. There are other specific situations: Rhonda (in Public Liaison) handles regular communications with the Board; program staff handle regular, substantively-oriented field communications; I generally deal with the White House; and a range of people deal with the general staff.

I believe that accountability is best ensured by division of responsibility among the three departments. Thus, the department head who drafted the respective plan attached hereto is responsible for carrying it out. The difficulty comes on inter-departmental matters; we have dealt with this by giving one department lead authority for each major project. This worked relatively smoothly for our very intense “sweeps week” of September 11 - 13, and we would intend to continue that model. I also note how much of our time must be spent reactively -- the politicized nature of our external environment leaves so much outside of our control or initiation, irrespective of prior planning.

I hope that the attached and this summary are useful places for us to start an initially private discussion. I will concurrently be working through more detailed work plans with each department head and coordinating more with Harris. I look forward to your comments, perhaps when we meet at 10 a.m. at the Capitol Hilton on Sunday (I will call your room -- if you run into scheduling problems, my home number is 301-469-2080).

October 19, 1995

OFFICE OF CONGRESSIONAL AND INTERGOVERNMENTAL RELATIONS

STRATEGIC PLAN FOR REAUTHORIZATION -- FY 1996

NEEDS

Goal:

All streams of the Corporation must be reauthorized. Thus, the entire Corporation must be involved in the reauthorization.

A. Build support in the field for reauthorized bill.

Turn national support into local support. That is, the next stage in building support is to recruit the local affiliates of the national organizations that are Corporation supporters to weigh in on the Corporation's behalf.

This will be accomplished working with Public Liaison, and such outside entities as the Coalition for National and Community Service and Citizens for Service.

Target:

- grantees, state commissions, executive directors
- outside groups that are not grantees
- other stakeholders like elected officials, academics, foundations, private sector supporters, nonprofit charities
- increase partnerships with the volunteer sector (Points of Light)

Through:

has nothing to do with target

- creation of a Congressional bi-partisan working group, under the auspices of Nancy Kassebaum, Chair of the Senate Labor Committee, to focus on reauthorization issues

what - Melnick's plan

- reauthorization meetings convened by the Corporation (public liaison)

No closure mechanism

- communication with the Board through letter (a la Tom Ehrlich project), regional hearings, etc.

then how can it really help

- reauthorization meetings convened at the Corporation's instigation but without our participation

We need to steer

-- Congressional hearings starting as early as next month to build the record, raise issues, and lay the groundwork for the introduction of a consensus reauthorization bill upon the Congress' return in February 1996

B. Build political support for reauthorization.

Target:

- core constituencies: seniors (RSVP, FGP, SCP), elementary and secondary education, AmeriCorps*VISTA alumni, university programs & presidents
- religious leaders, charities, corporate leaders, local elected officials & governors

Through:

- public liaison outreach strategies

No plan to convert into political support

C. Focus political support on the Senate Labor Committee and the House Economic and Educational Opportunities Committee, in particular on moderate and moderately Republicans who will form the swing constituency.

- particularly important in this regard are Senators Kassebaum, Frist, DeWine, Abraham and Gorton and Representatives Goodling (PA), Barrett (NE), McKeon (CA), Castle (DE), and Greenwood (PA)

nearly all new

-- Senator Jeffords and Representative Gunderson should play key roles in developing both the legislation itself and support for the new bill

-- press, stakeholders, religious leaders, charities, etc., should be focused on these key members just as we focused on key appropriation leaders

-- mobilize PA. Support of corporations - at least provide info

But there's nothing in Melinda's plan specifically designed to accomplish this

New targets

EXTERNAL AFFAIRS TIMELINE

DRAFT

10/18/95

Congressional and Intergovernmental Public Affairs Public Liaison

Fall 1995

Hearings
Opening Ceremonies - national
Campus Awareness Campaign
Internet Web Site
YSA SuperConference
Joint Conference with US Conference of Mayors
Media Guide and trainings
Renewal Regional Meetings (AmeriCorps)
Launch of merchandise line
AmeriCorps Alums
Final Aguirre Report
Make a Difference Day
(Design Corporate Awareness Campaign)

Winter 1996

Introduction of the President's FY97 budget
MLK Day of Service
Reauthorization hearings
Learn and Serve White House briefing
National Service Summit (Romney proposal)
Learn and Serve "starter kit"

Spring/Summer 1996

Floor Action
Awards - President's Service at the White House
National Community Service Conference ?
Appropriations Hearings
Summer Service initiatives
National Day of Service
Senior Corps Conference

1996 PUBLIC LIAISON

Independent Sector
Private Sector Initiatives
Constituent Relations
National Initiatives

Assumptions: 1) that outreach is driven by the reauthorization process and 2) that the Public Liaison priorities of building strength within the broader service/volunteer communities, and growing the non-federal financial support for programs become the ascendant efforts.

Objective 1. Build private sector, financial and in-kind, support for local programs

- Market national service programs as high quality, high return investments
- Develop strategic national partnerships with businesses and foundations.

Existing: Increase the scale of investments of national companies that support local programs, either by increasing their involvement (sponsor additional AmeriCorps Members, engaging their employees in service initiatives, etc.) , by bringing in more locations (you're in 3 cities now, how about all of your operating sites), and by packaging for cause related marketing (let us help you fulfill your civic obligations in the area of the environment.)

New: Attract new investors through industry groups (banks through including national service in the new regulations and training for the Community Reinvestment Act), through pools of matching funds (Ford Foundation and state pools), and by issue areas (environment, human needs, public safety, and education)

- Launch and promote pools of matching funds for community foundations. National service programs become more attractive investments with each matching component. Build upon the Ford Foundation investment. Encourage state pools. Become a working partner of the National Service Grantmakers Forum.
- Provide training and consulting for programs, commissions. Invest in our own infrastructure so that they may generate their own support at the local level.
- Highlight and promote business and foundation service champions/spokespersons. See Public Affairs for Corporate awareness campaign.
- Pursue alternative funding tactics such as sponsorship and cause-related marketing.

Objective 2. Build partnerships and alliances with national community-based volunteer and service organizations.

- Expand the view of relationship from grantor ... to that of partner.
- Collaborate with national networks by serving in their initiatives. Join Make a Difference Day (with USA Weekend), strengthen National Day of Service (with YSA), support conferences such as National Community Service Conference (Points of Light) and its emerging Connect America initiative, sponsor the Emerging Leaders track at the Independent Sector, bringing youth service to a new market.
- Selectively fund innovative programs that bring in new partners. Raise the profile, and evaluative priority, of private sector investment in the Corporation's own grantmaking decision process. Support the designation of a higher proportion of funds for venture capitalist functions innovative, demonstration projects that bring in new assets and new approaches.
- Design and implement creative service initiatives which draw new allies. See Objective 3
- Participate in joint public relations/awareness campaigns.

Objective 3. Create a national network of service initiatives and events that bring together the spectrum of national and community service participants for the common good. Provide an organizing concept or reason to work together

- National service days: Make a Difference, MLK, National Day of Service, Spring Break, and a "summer service" opportunity
- Awards: build on the partnership with the President's Service Awards (for Voluntarism) by developing awards for AmeriCorps, Learn and Serve, Seniors, and a private sector award that reflects creative corporate/philanthropic investments in the community (but does not compete with POLF's corporate volunteerism awards).
- National Service Summit --- the Romney idea
- Collaborations: support the national initiatives of partners in service, i.e. the Points of Light "Connect America" campaign. See Objective 2
- Grow the leadership field through AmeriCorps Alumni/ae which will extend the network of partners and generate public awareness and support.

Objective 4. Build the national identity of AmeriCorps, Learn and Serve and Senior Corps as key assets in the service field, as powerful levers for volunteer initiatives, and as leaders in the mission that service is an essential part of any American's life.

- Build the name brand and logo identification through standards and creative applications. The new merchandising approach, the All*AmeriCorps line, builds name recognition and generates funds.
- Build a presence through conferences, events, trainings, awards.
- Deploy the corporate communications networks with careful use of cause-related marketing and sponsorships. See Objective 1.

OFFICE OF PUBLIC AFFAIRS

The Corporation's public affairs approach continues on three parallel, complementary avenues: press, promotion, and publications. While the actual application differs program to program, public affairs will work closely with public liaison and intergovernmental affairs to support their efforts to reach out to public, private, and independent sector partners.

*Where possible, our efforts will be consistent and coordinated across the streams -- we will coordinate communications efforts of the three Corporation programs wherever and whenever we can -- especially for major events, such as the MLK Service Day, National Day of Service, etc. That's why Public Affairs has restructured itself along functional lines rather than programmatic -- with four teams: press, promotion, publications, and team management. That's also why we have welcomed active participation on our public affairs teams by one representative from each stream of service -- AmeriCorps state and national, AmeriCorps*VISTA, AmeriCorps*NCCC, Learn and Serve America higher education, Learn and Serve America K-12, and the National Senior Service Corps. I am pleased to report that each program has designated its representative, and are now participating in a truly coordinated Corporation public affairs effort.*

Our print news clip library contains over 6,000 print stories from the past year. Most ran in the small newspapers of middle America, but every major daily ran at least one story profiling local programs or members..

To lend a sense of the overwhelmingly positive tone of the coverage, the following snapshot is from our electronic database which only contains entries through August 4th (our staff is busy entering into our database the 2,000 or more clips that have come in since then):

- ◆ 389 positive editorials and 75 negative editorials
- ◆ 191 positive op-eds and 60 negative op-eds
- ◆ 245 positive letters to the editor and 21 negative letters to the editor
- ◆ Program specific news stories (member profiles, program profile, program overview):
 - AmeriCorps: 2,827 positive ; 67 negative stories
 - Senior Corps: 540 positive; 2 negative stories
 - Learn and Serve America : 29 positive ; 0 negative stories

This is really a "client service" plan helping program staff

AMERICORPS**Press:**

We will embark on a proactive press strategy to ensure that the accomplishments and goals of local programs are publicized in a variety of media outlets. PA is conducting training sessions with program staff and recently published and distributed a comprehensive AmeriCorps Media Guide to empower local programs in their efforts to publicize their work.

We will reach out to strategic newspaper reporters, network and syndicated television programs, popular magazines, etc. to help portray AmeriCorps as a public/private sector partnership based in the independent sector. In addition, we will reach out to publications that reach specific audiences to support the promotion campaigns described below. We will continue to seek positive editorials and columns to support the efforts of intergovernmental affairs, and will continue to develop and place op-ed pieces by AmeriCorps partners and friends.

At the same time, we will continue an aggressive reactive press strategy that seeks out bad stories and kills them (or at least isolates them so that one bad article does not become a dozen). We are further developing our PA "friends and family" database, made up of communications staff of the state commissions, national direct programs, private sector partners, foundations and non-profits, and other communications professionals with whom we will maintain regular contact. We will publish a regular PA Update via fax/modem to this list so that they are well-armed with the latest information.

Promotion:

Campus: We have moved the concept of a public awareness strategy targeted at college-aged citizens to the edge of execution. A team assembled of staff from public liaison, AmeriCorps programs, recruitment, and others, have developed a simple, attractive, and unique design concept to reach out to these potential members. Two different posters and public service print ads, a radio public service announcement, a op-ed for campus-based newspapers (both with Daphne Zuniga from TV's Melrose Place as the signature talent), AmeriCorps post cards (a new and explosively popular medium), and airport dioramas, focused on college-rich media markets will support recruitment efforts and raise public awareness. The AmeriCorps public service video is now on electronic kiosks in hundreds of student unions across the country. The Corporation's recruitment team is working with PA so that their recruitment ads and materials further develop the concept.

Partners: We have begun discussions with Corporation program and public liaison staff to consider using the Campus strategy model to develop targeted public awareness campaigns aimed at potential private sector partners and the nonprofit sector. As well, we are working to bring media focus on new and innovative AmeriCorps/private sector partnerships to illustrate this new, innovative way of doing government.

Publications:

Our new publications team has already proven extraordinarily cost-effective -- eliminating the need for outside consultants and getting things done in a much more timely fashion. The AmeriCorps First Year Review is a good example -- it moved from concept to product in four weeks -- and that includes over two weeks at the printer -- and was written, edited, proofed, and designed completely in-house. The recently published AmeriCorps Media Guide is designed to empower local programs to garner press attention and communicate their accomplishments to their communities. We have met with every stream of the Corporation to determine their needs for FY96 and to determine priorities and eliminate duplicative material. For the first time, every Corporation publication will pass through one team to ensure consistency and cost-effectiveness. Increasingly, we anticipate publishing materials via the Corporation's Internet WEB home page -- which Automation is currently developing.

SENIOR CORPS**Press:**

We will pursue a tactic similar to the AmeriCorps press strategy -- we will seek ways to empower and assist senior programs and their 1200 project directors to garner positive press coverage for their local programs. While the two remaining field Public Affairs positions have now been eliminated, the addition of a veteran of the White House Conference on Aging brings new talent and resources to our efforts. The 1996 Senior Conference will be key to our efforts to publicize Senior Corps on a local and national level., and we will update our Senior Corps Media Guide to incorporate this opportunity. We will help Members of Congress promote projects in their states and districts during National Volunteer Week. The Senior Demonstration projects offer fertile ground for publicity and media focus.

Promotion:

We intend to build upon the products developed in 1995. We have conducted a survey of our customers and have received excellent feedback on their quality and usefulness, and our efforts have won a national marketing award. A concern is that we have not supplied items in large enough quantities -- an issue we are now addressing. It is critical that we strike a balance between promoting the individual programs as well as the Senior Corps identity. Materials will be targeted at attracting younger volunteers, more male volunteers, and professionally skilled volunteers.

Reaching each of these target populations will help achieve the 1995 White House Conference on Aging resolution which called for NSSC to double the number of participants by the year 2000. Positioning NSSC as "the" leader in senior service -- and promoting the concept of productive aging -- will drive our strategy.

Publications:

We are meeting with the Senior Corps staff to determine the program's need for FY96.

OFFICE OF PUBLIC AFFAIRS
LEARN AND SERVE AMERICA

A comprehensive communications strategy has been approved that is designed to develop a message for the program (what is it?), targets parents, students, and educators, and positions L&S as the leader of the service-learning movement.

Press:

A White House briefing for each education community (K-12 and Higher Ed) will serve two purposes – cement relationships with leaders of the education communities (so that they can be our emissaries to their colleagues), and provide a vehicle to generate trade and general press coverage. We have developed an education press target list that we will educate on L&S's role. We will pitch intergenerational (and interprogrammatic) tie-ins to features, family, and children's publications. We will pitch L&S as the service-learning model to the education trade press, and find and spotlight the top 25 model programs.

Promotion:

Our goals are:

- define service learning
- create talking points that describe the programs and its values
- determine which programs and individuals to feature
- develop a service-learning advisory board so that education leaders can carry the L&S message

We intend to target three audiences – parents, L&S children, and the education community. The National Youth Leadership Conference agreed to contract with a top public relations expert to assist in the creative (design and message development) process of building public awareness for service-learning – our job is to position L&S as the leader of that movement through a multi-media public service campaign. We are pursuing beneficial relationships with contacts in the communications, entertainment, and business communities to help secure a national spokesperson, encourage writers and producers of family-oriented programming to incorporate service-learning themes, and help stretch CNS promotional resources by securing in-kind donations from the private sector.

Publications:

We have met with the L&S staff to determine their needs for FY96. In addition, we have surveyed all service-learning material already developed, and are assembling a low-cost L&S Starter Kit which can be distributed to educators and community organizations. We are considering a "Weekly Reader" type publication that transmits the value of service-learning in an educational and engaging manner for schoolchildren.

MEMORANDUM FOR DISTRIBUTION

from: Shirley Sagawa

re: Questions for staff input on reauthorization of AmeriCorps*State/National and on Corporation structure

date: October 25, 1995

Attached for your comment is a draft of questions that we need to get staff input on asap. Please note that I have not included questions on other Corporation programs. We will need to do a similar exercise for these programs in the near future.

We will be scheduling a series of open meetings with Harris next week to go over these questions, in order. Please plan to share any data that will inform the discussion at or before the meetings. These questions should NOT be distributed outside of the Corporation; to do so could send a signal to Congress or the field that the Corporation seeks these changes. We have not developed any position on these questions yet. Please do not interpret the fact that a question is asked as an indication of support for the underlying position. Many questions were included because others have raised the issues and we want to be prepared to respond.

A notice has gone into the federal register requesting input from the public on any issue affecting our reauthorization, regulations, and policies. Please make sure your constituency groups know that we are eager to get their thoughts about how we can improve our ability to achieve our mission. Also attached is the draft vision statement, goals, and indicators (now being refined), as approved by the Board. When the indicators have been cleaned up, the package will be designed and printed for broad distribution IN DRAFT for comment.

We are working on a list of questions for public input, such as:

Given the vision, mission and goals of the Corporation, what changes should be made in the Corporation's programs to make them more effective?

Beyond changes in specific programs currently operated by the Corporation, what can the Corporation do to further these goals?

How can we develop an AmeriCorps that costs less but delivers as much or more?

What kinds of incentives might be necessary to increase the non-federal share of program budgets? What is a realistic time schedule for such increases to take place?

What is the appropriate role for state commissions and the Corporation?

How can we guard against politicization of national service?

distribution

Harris Wofford

Gene Sofer

Rick Allen

Debbie Jospin

Melinda Hudson

Tracy Gray

Gary Kowalczyk

Terry Russell

Larry Wilson

J Toscano

Diana Algra

Peter Heinaru

Mae Chao

Bruce Cline

Miles Wilson

Lisette Nieves

Marlene Zakai

Hank Oltman

Mike Kenefick

Lance Potter

David Rymph

Peg Rosenberry

Susan Stroud

Jim Scheibel

Mal Coles

Diana London

Tom Endres

Hugh Bailey

Calvin Dawson

Tim Silard

Don Scott

Jim Ekstrom

Bruce Cohen

AmeriCorps*State and National

For the purpose of this exercise, assume the alternative is NOT the system we have now, but no program at all.

I. Cost issues

1. What is the lowest per member grant amount we should agree to, both on average and for any individual program? How would you achieve these cuts (please consider ALL elements, including living allowance, education award, federal and state administrative funds, etc)? What would be the effect of these cuts on the program, including quality, program design options, etc.? What can be done to mitigate any negative effect?
2. What would be the effect of lowering the maximum allowable living allowance to \$7,500? To \$100 per week?
3. What would be the effect of eliminating payment of living allowances for part-time members? What if living allowances for part-time member can only be paid out of work-study funds?
4. What would be the effect of eliminating payment of "program support" -- paying only for Member support costs?
5. What would be the effect of offering a standard \$1,000 or \$3,000 per FTE program support grant? Or offering a standard \$1,000 per FTE in program support plus an additional amount equal to the cash raised by the grantee (up to \$5,000)?
6. What is the maximum amount in-cash and in-kind in non-federal, non-Corporation, and private funds that programs can be expected to raise so that 75 percent of current programs could continue to participate in AmeriCorps? At a 50 percent match of the total program budget, how many AmeriCorps programs could participate? At a 50 percent match of the grant, how many would stay in? Would a three or five-year phase-in of a 50 percent match be feasible?

II. Training/T/A

1. How can we design a system for training and technical assistance that costs less but delivers more?

III. Politicization

1. What more can we do to guard against politicization and advocacy?

IV. National identity

1. National identity has many aspects. In general, it is all the ways in which Members come

to appreciate that they are connected to one another, ways communities identify that they have benefited from AmeriCorps, and ways in which both appreciate that AmeriCorps stands for "getting things done," community, opportunity, and responsibility. It is communicated in many ways: visible identification like logos and uniforms; common experiences (like participation in an opening ceremony or training in CPR); publications and press reports; and the sharing of a philosophy of community change and personal responsibility (as in the pledge). Think about how a Girl Scout or Head Start parent comes to understand that they are part of a larger whole. Think about how the community feels about the Girls Scouts or Head Start as a result of what they know about those organizations and the impact they have had locally and nationally. What elements of national identity are most important for AmeriCorps?

2. Can we strengthen Member identity and weaken the identity of local organizations as "AmeriCorps Programs"? Are the two inextricably linked?

V. Program Administration

1. If we had a system in which most AmeriCorps funds (say 75%) went to states to administer through a block grant (i.e. Corporation does not approve individual programs), how would we ensure national identity and quality? What if certain states could achieve greater flexibility based on performance? How would this work?

2. How would we administer a system in which living allowances for all AmeriCorps Members was paid centrally either with a standard program support grant and no program support grant going to program sponsors?

3. If state commissions received a formula grant that they could spend on any service program, how would they divide it up among AmeriCorps, stipended programs not part of AmeriCorps, Learn and Serve America, Senior Corps, and other volunteer programs?

VI. Leveraged volunteers

1. Should priority be given to programs that generate and help to deploy effectively unpaid volunteers?

2. What goals can we agree to for numbers of additional volunteers and numbers of volunteer hours that must be leveraged per Member and per program?

Corporation Structure

1. Can the Corporation move toward becoming a non-governmental entity? How would this best be achieved?
2. What functions do cluster directors perform currently?
3. What functions do the state offices perform currently? How many staff serve in state offices? How much time is spent on each function? What is the overall budget for state offices?
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6. What are the arguments for continuing the current system?
7. How could the functions of state commissions be transferred to state offices?
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9. What would happen if responsibility for Learn and Serve America was transferred from State Educational Agencies to state commissions or state offices?
10. Could any of these functions be transferred to a state-level non-profit organization?
11. What other options exist for reconfiguring the state system?

MEMORANDUM FOR DISTRIBUTION

from: Shirley Sagawa

re: Questions for staff input on reauthorization of
AmeriCorps*State/National and on Corporation structure

date: October 25, 1995

Attached for your comment is a draft of questions that we need to get staff input on asap. Please note that I have not included questions on other Corporation programs. We will need to do a similar exercise for these programs in the near future.

We will be scheduling a series of open meetings with Harris next week to go over these questions, in order. Please plan to share any data that will inform the discussion at or before the meetings. These questions should NOT be distributed outside of the Corporation; to do so could send a signal to Congress or the field that the Corporation seeks these changes. We have not developed any position on these questions yet. Please do not interpret the fact that a question is asked as an indication of support for the underlying position. Many questions were included because others have raised the issues and we want to be prepared to respond.

A notice has gone into the federal register requesting input from the public on any issue affecting our reauthorization, regulations, and policies. Please make sure your constituency groups know that we are eager to get their thoughts about how we can improve our ability to achieve our mission. Also attached is the draft vision statement, goals, and indicators (now being refined), as approved by the Board. When the indicators have been cleaned up, the package will be designed and printed for broad distribution IN DRAFT for comment.

We are working on a list of questions for public input, such as:

Given the vision, mission and goals of the Corporation, what changes should be made in the Corporation's programs to make them more effective?

Beyond changes in specific programs currently operated by the Corporation, what can the Corporation do to further these goals?

How can we develop an AmeriCorps that costs less but delivers as much or more?

What kinds of incentives might be necessary to increase the non-federal share of program budgets? What is a realistic time schedule for such increases to take place?

What is the appropriate role for state commissions and the Corporation?

How can we guard against politicization of national service?

distribution

Harris Wofford

Gene Sofer

Rick Allen

Debbie Jospin

Melinda Hudson

Tracy Gray

Gary Kowalczyk

Terry Russell

Larry Wilson

J Toscano

Diana Algra

Peter Heinaru

Mae Chao

Bruce Cline

Miles Wilson

Lisette Nieves

Marlene Zakai

Hank Oltman

Mike Kenefick

Lance Potter

David Rymph

Peg Rosenberry

Susan Stroud

Jim Scheibel

Mal Coles

Diana London

Tom Endres

Hugh Bailey

Calvin Dawson

Tim Silard

Don Scott

Jim Ekstrom

Bruce Cohen

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11. What other options exist for reconfiguring the state system?

AmeriCorps*State and National

Background information to inform future policy discussions on issues of concern to Congress -- Internal questions

For the purpose of this exercise, assume the alternative is NOT the system we have now, but no program at all.

Cost issues

What is the lowest per member grant amount we should agree to, both on average and for any individual program? How would you achieve these cuts (please consider ALL elements, including living allowance, education award, federal and state administrative funds, etc)? What would be the effect of these cuts on the program, including quality, program design options, etc.? What can be done to mitigate any negative effect?

What would be the effect of lowering the maximum allowable living allowance to \$7,500? To \$100 per week?

What would be the effect of eliminating payment of living allowances for part-time members?

What would be the effect of eliminating payment of "program support" -- paying only for Member support costs?

What would be the effect of ~~eliminating~~ offering a standard \$10000 or \$20000 or \$30000 per FTE program support? or offering

How can we design a system for training and technical assistance that costs less but delivers more?

What is the maximum amount in-cash and in-kind in non-federal, non-Corporation, and private funds that programs can be expected to raise so that 75 percent of current programs could continue to participate in AmeriCorps? At a 50 percent match of the total program budget, how many AmeriCorps programs could participate? At a 50 percent match of the grant, how many would stay in?

Would a three- or five year phase-in of a 50% match be workable?

Politicization

What more can we do to guard against politicization and advocacy?

National identity

(work study)
standard \$10000 per FTE
program support plus
a match by the
corporation of cash
up paid by the
member (by the
some limit, eg. \$5000)

National identity has many aspects. In general, it is all the ways in which Members come to appreciate that they are connected to one another, ways communities identify that they have benefited from AmeriCorps, and ways in which both appreciate that AmeriCorps stands for "getting things done," community, opportunity, and responsibility. It is communicated in many ways: visible identification like logos and uniforms; common experiences (like participation in an opening ceremony or training in CPR); publications and press reports; and the sharing of a philosophy of community change and personal responsibility (as in the pledge). Think about how a Girl Scout or Head Start parent comes to understand that they are part of a larger whole. Think about how the community feels about the Girls Scouts or Head Start as a result of what they know about those organizations and the impact they have had locally and nationally.

What elements of national identity are most important?

Can we strengthen Member identity and weaken ^{the} program identity ^{for} local ^{organizations} programs? Are the two inextricably linked?
as "AmeriCorps" programs.

Structure

If we had a system in which most AmeriCorps funds (say 75%) went to states to administer through a block grant (i.e. Corporation does not approve individual programs), how would we ensure national identity and quality? What if certain states could achieve greater flexibility based on performance? How would this work?

How would we administer a system in which ^{not a payroll} ~~payroll~~ for all AmeriCorps Members was paid centrally ^{or} with a standard program support grant ^{or} and no program support grant going to program sponsors?

If state commissions received a formula grant that they could spend on any service program, how would they divide it up among AmeriCorps, ^{state or} stipended programs, not part of AmeriCorps, Learn and Serve America, Senior Corps, and other volunteer programs?

Leveraged volunteers

should priority be given to programs that ~~are~~ generate/unpaid volunteers?
What goals can we agree to for numbers of additional volunteers and numbers of

volunteer hours that must be leveraged per Member and per program?

Corporation Structure

Can the Corporation become a non-governmental entity? How would this best be achieved?

more forward

~~or should they perform in this~~

What functions do cluster directors perform currently?

What functions do the state offices perform currently? How many staff serve in state offices? How much time is spent on each function? What is the overall budget for state offices?

What functions do state commissions perform? How many staff work for state commissions? What is the overall budget for state commissions?

Can cost savings be achieved by combining the functions of state offices and state commissions?

What are the arguments for continuing the current system?

How could the functions of state commissions be transferred to state offices?

How could the functions of state offices be transferred to state commissions or to headquarters?

What would happen if responsibility for Learn and Serve America was transferred from State Educational Agencies to state commissions or state offices?

Could any of these functions be transferred to a state-level non-profit organization?

What other options exist for reconfiguring the state system?

Gene
~~CONFIDENTIAL DRAFT~~ - not sent

views?

MEMORANDUM FOR HARRIS WOFFORD

From: Shirley Sagawa
Re: Reauthorization Strategy
Date: October 9, 1995

DETERMINED TO BE AN ADMINISTRATIVE MARKING Per E.O. 13526

Sec. 3.2(C) Initials: JGS Date: 1/16/20
2013-0601-FC2

although many programs in the HUD bill are funded w/o authorizations

Here are some preliminary thoughts about a reauthorization strategy for you and Rick and Gene to muse over.

It seems to me that we are heading into reauthorization from a dangerously weak position. Clearly our appropriation will only be obtained through a veto strategy, and only because the President feels so strongly about AmeriCorps. Obviously a reauthorization bill does not provide the same fail safe mechanism -- the default position, if agreement cannot be reached, is no bill at all. Unfortunately, health care reform has taught us that there is no issue so popular that Congress will feel that it must pass a bill. I think it is rather unlikely to expect an appropriation for FY1997 without an authorization bill in place; only the President's reelection and a turnover of both houses would cause me to think differently. Therefore, I would tend not to think of reauthorization as a negotiation; rather, we will have to position ourselves more as technical advisors and lobbyists than as negotiators. For this reason, I think you are right to be looking for significant restructuring options that respond to concerns you are hearing on the Hill.

My sense, though, is that timing is critical here. We should not "give too much away" unless it really is going to result in support for AmeriCorps. For example, the list of things I came up with in response to the Grassley amendment only make sense if they gained us Grassley's support or a majority of votes against Grassley, had it been offered. Otherwise, laying them out merely sets the bar lower for the final package.

One idea I have floated with Gene and Rick is to ask some of our Republican friends, such as Chaffee and Hatfield to approach Kassebaum and Kennedy, and then Senate (and House?) leadership about appointing a bipartisan group of Senators (and maybe House members) to develop options to reform national service. They would work to see that the members appointed included a majority of friendly legislators, as well as those who have been most engaged in the debate (Grassley,

SS - Kimberly and I have talked about the same model -- it worked during their last Head Start reauthorization. She is supposedly floating it with Kassebaum.

G.

and Hoekstra, if the House is included). The reasons I have thought this makes sense are the following:

- 1) Many of our opponents have different issues with the program -- some want more controls in the system to prevent advocacy; others want more state control; some want more national nonprofits; others want more local grassroots organizations; etc. Even if we were able to cut a lot of individual deals, we could be undercutting our support with some members as we go door to door trying to make others marginally more comfortable.
- 2) Without a strong package going to the floor with enough votes to beat a filibuster, we will not be able to get the bill out of the Senate. It would be far better to work out a deal before the floor to prevent an ugly floor fight during the Presidential election.
- 3) This strategy worked, somewhat, with the child care bill I worked on. Kennedy and Dodd were lead players in that effort and understand how to make it work.
- 4) Organizing a committee that includes people who claim they are interested in reforming, not abolishing, the program puts them in a "getting to yes" posture, whereas a floor fight puts them in a "kill the bill by amendment" mode.
- 5) The creation of a reform/restructuring committee allows the Republicans to "declare victory" without killing the program altogether.

The problems with the strategy include:

- 1) *They're saying it anyway!!*
It means that we will be complicit in allowing the Republicans to say that AmeriCorps needs restructuring, which may not be our best message at this time.
- 2) By including our opponents in the reauthorization design group, the bill may look less like we would want it to than if we just take our chances with the Labor Committee, which has many friends. *It also puts them in the position of being told "no" by Kassebaum & other Republicans.*
- 3) Kassebaum may not appreciate individuals outside the Committee asking to be involved in her process. *Implicitly, they're threatening to take it away from here: to wit Bond endorsing Grassley.*
- 4) The White House may not agree to this process. *Unlike 1993, the WH should not micromanage. It should limit its involvement to those issues of major support to the President.*

Whichever direction we go on strategy, we will need to be prepared with options for restructuring. Here is my thinking to date:

Option 1 -- Keep the same basic structure, but address specific criticisms that have been raised.

Under this option, we would keep the same basic framework of the current legislation. We would address (probably through an Administration proposal or less formal document) the minor things that need to be addressed, but assume the same programmatic and organizational structure we have now. As issues were raised (i.e. cost per member; duplicative state structure; means testing; ed awards for unpaid volunteers; etc.), we would provide options for addressing them. Currently we are developing this bill in conjunction with the program offices. Gary and I are working on options for responding to the issues likely to be raised.

Option 2 -- AmeriCorps*State Block Grant.

Under this option, AmeriCorps*State would become more like a block grant. We would work to retain some funding for AmeriCorps*Direct. AmeriCorps*VISTA and AmeriCorps*NCCC would be kept separate and essentially intact (but see Option 3). Changes to the existing structure that would make it more like a block grant include increasing the formula share from 1/3 to 1/2 or more; once states have their package approved, allow them to make adjustments to budgets, reallocate slots, etc. We would want to continue enough competitive funding to drive quality, and would want to keep a "national identity" for AmeriCorps. Changes that might be made to option 1 in response to issues raised would also be made here, although in this context we would want to make it clear that every restriction (i.e. stronger advocacy prohibitions; limitations on cost per member) moves us further away from the block grant concept.

Option 3 -- AmeriCorps Block Grant

Under this option, AmeriCorps*VISTA, A*NCCC, A*National, A*Leaders and A*State would be all be folded together into a block grant with specific national level setasides. As part of the block grant, states would be asked to support at least one "VISTA" model, involving placement of individual or small groups of Members at small grassroots nonprofit organizations, after they were recruited and trained. We would work to retain the ability to operate a small, residential corps that could do "rapid response," a small cadre of nationally recruited and placed Members

(combo of A*VISTA and A*Leaders), as well as a small national multistate and demonstration grants function like A*National. Under such a structure, state offices might not be necessary (the Senior Corps could be run out of Headquarters, if there were individuals at the state commission level who could serve to promote senior corps).

Option 4 -- Service Block Grant.

This option assumes option 3, folding in either just Learn and Serve, or both Learn and Serve and Senior Corps. In this case, we would support some kind of funding earmarks, and work to preserve the name identity of both programs. Again, no state offices would be necessary. Assume opposition of Senior Corps groups and the Learn and Serve community.

Option 5 -- AmeriCorps, combining the best of A*VISTA and A*National

This option is similar to the one you have floated in which payroll and benefits, in addition to education awards, for all Members are handled either centrally by the Corporation or its contractor, or by State Commissions. Organizations would apply for a specific number of Members, describing how they will recruit, select, train, place, and supervise them, while achieving the other key goals of AmeriCorps (getting things done, strengthening community, encouraging responsibility, and expanding opportunity). This option could also involve the provision of program support grants to all sponsors with more than ten Members, or just to certain types of organizations (those with large number of Members; grassroots groups with economic hardship; those working on specific "priority" issues; etc.). These grants could be limited to a specific amount (up to \$5,000 per Member, for example). All sponsoring organizations would be encouraged to request "teamleader" supervisors to provide a low-cost structure for the program. To limit administrative challenges, Members would start only on three allowable start-dates that correspond to the school year.

I have tried to think about what our top priorities should be in the reauthorization. Here is my list, developed without discussion with the program units or others:

- 1) Retain the ability have a national program known as AmeriCorps with a national identity. Retain other product names (I sense that this is important to the other constituencies).
- 2) Channel AmeriCorps funding through state commissions, providing state commissions with significant administrative support.
- 3) Retain at least 15% of funding for an AmeriCorps*National-style program.
- 4) Retain at least 10% of funding for a "rapid response" programs -- a residential A*NCCC style program and an individual placement A*VISTA style program.
- 5) No means testing of the education award. *No means testing except by taxability of benefits.*
- 6) Do not reduce amount of education award below \$4,000.
- 7) Retain ability and funds to pay living allowance, health care, child care benefits roughly equivalent to current amounts, *with waivers to pay less.*
- 8) In the case of a block grant structure, retain an earmark for AmeriCorps.
- 9) Retain a dedicated funding stream for Senior Corps programs.
- 10) Retain funds for service-learning K-12 and Higher Ed.
- 11) Retain funding for at least 20,000 AmeriCorps Members.
- 12) Retain an education awards only capacity.
- 13) Retain discretionary funding as in Subtitle H.
- 14) Retain training and t/a funds.
- 15) Retain evaluation funds.
- 16) Retain an element of competition in the amount that goes to a state.

- 17) Retain the Corporation as an independent agency.
- 18) Retain the ability of individuals to serve in AmeriCorps before, during and after college. *+ to choose not to go to college.*
- 19) Keep the matching requirements achievable.
- 20) Allow funds to go to program support.

These are not in any order, and some may be assumed if we do not propose them.

~~Confidential Draft~~

MEMORANDUM FOR HARRIS WOFFORD

From: Shirley Sagawa
Re: Reauthorization Strategy
Date: October 9, 1995

DETERMINED TO BE AN ADMINISTRATIVE
MARKING Per E.O. 13526

Sec. 3.2(C) Initials: JGP Date: 1/16/20
2013-0661-F(2)

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It seems to me that we are heading into reauthorization from a dangerously weak position. Clearly our appropriation will only be obtained through a veto strategy, and only because the President feels so strongly about AmeriCorps. Obviously a reauthorization bill does not provide the same fail safe mechanism -- the default position, if agreement cannot be reached, is no bill at all. Unfortunately, health care reform has taught us that there is no issue so popular that Congress will feel that it must pass a bill. I think it is rather unlikely to expect an appropriation for FY1997 without an authorization bill in place; only the President's reelection and a turnover of both houses would cause me to think differently. Therefore, I would tend not to think of reauthorization as a negotiation; rather, we will have to position ourselves more as technical advisors and lobbyists than as negotiators. For this reason, I think you are right to be looking for significant restructuring options that respond to concerns you are hearing on the Hill.

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The problems with the strategy include:

- 1) It means that we will be complicit in allowing the Republicans to say that AmeriCorps needs restructuring, which may not be our best message at this time.
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- 3) Kassebaum may not appreciate individuals outside the Committee asking to be involved in her process.
- 4) The White House may not agree to this process.

Whichever direction we go on strategy, we will need to be prepared with options for restructuring. Here is my thinking to date:

Option 1 -- Keep the same basic structure, but address specific criticisms that have been raised.

Under this option, we would keep the same basic framework of the current legislation. We would address (probably through an Administration proposal or less formal document) the minor things that need to be addressed, but assume the same programmatic and organizational structure we have now. As issues were raised (i.e. cost per member; duplicative state structure; means testing; ed awards for unpaid volunteers; etc.), we would provide options for addressing them. Currently we are developing this bill in conjunction with the program offices. Gary and I are working on options for responding to the issues likely to be raised.

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(combo of A*VISTA and A*Leaders), as well as a small national multistate and demonstration grants function like A*National. Under such a structure, state offices might not be necessary (the Senior Corps could be run out of Headquarters, if there were individuals at the state commission level who could serve to promote senior corps).

Option 4 -- Service Block Grant.

This option assumes option 3, folding in either just Learn and Serve, or both Learn and Serve and Senior Corps. In this case, we would support some kind of funding earmarks, and work to preserve the name identity of both programs. Again, no state offices would be necessary. Assume opposition of Senior Corps groups and the Learn and Serve community.

Option 5 -- AmeriCorps, combining the best of A*VISTA and A*National

This option is similar to the one you have floated in which payroll and benefits, in addition to education awards, for all Members are handled either centrally by the Corporation or its contractor, or by State Commissions. Organizations would apply for a specific number of Members, describing how they will recruit, select, train, place, and supervise them, while achieving the other key goals of AmeriCorps (getting things done, strengthening community, encouraging responsibility, and expanding opportunity). This option could also involve the provision of program support grants to all sponsors with more than ten Members, or just to certain types of organizations (those with large number of Members; grassroots groups with economic hardship; those working on specific "priority" issues; etc.). These grants could be limited to a specific amount (up to \$5,000 per Member, for example). All sponsoring organizations would be encouraged to request "teamleader" supervisors to provide a low-cost structure for the program. To limit administrative challenges, Members would start only on three allowable start-dates that correspond to the school year.

I have tried to think about what our top priorities should be in the reauthorization. A group of us developed a statement of principles earlier this year, which is attached. This list gives more specificity to the elements. It was developed without discussion with the program units or others:

- ✓ 1) Retain the ability have a national program known as AmeriCorps with a national identity. Retain other product names (I sense that this is important to the other constituencies).
- ✓ 2) Channel AmeriCorps funding through state commissions, providing state commissions with significant administrative support.
- ✓ 3) Retain at least 15% of funding for an AmeriCorps*National-style program.
- ✓ 4) Retain at least 10% of funding for a "rapid response" programs -- a residential A*NCCC style program and an individual placement A*VISTA style program.
- ✓ 5) No means testing of the education award.
- ✓ 6) Do not reduce amount of education award below \$4,000. ✓
- ✓ 7) Retain ability and funds to pay living allowance, health care, child care benefits roughly equivalent to current amounts.
- ✓ 8) In the case of a block grant structure, retain an earmark for AmeriCorps.
- ✓ 9) Retain a dedicated funding stream for Senior Corps programs.
- ✓ 10) Retain funds for service-learning K-12 and Higher Ed.
- ✓ 11) Retain funding for at least 20,000 AmeriCorps Members.
- ✓ 12) Retain an education awards only capacity.
- ✓ 13) Retain discretionary funding as in Subtitle H. ? *Administration / Health*
- 14) Retain training and t/a funds.
- 15) Retain evaluation funds. *where located*

Bill ?
Amble
Bill +
Amber

16) Retain an element of competition in the amount that goes to a state.

✓ 17) Retain the Corporation as an independent agency.

✓ 18) Retain the ability of individuals to serve in AmeriCorps before, during and after college.

19) Keep the matching requirements achievable.

} new formula / structure?

20) Allow funds to go to program support.

These are not in any order, and some may be assumed if we do not propose them.

Nov. 3, 1995

TO: Corporation Reauthorization Team

FROM: Jim Scheibel
Tom Endres
Diana London

SUBJECT: Nov. 6 meeting re. Reauthorization of the Domestic Volunteer Service Act

Attached please find the following documents:

- Senior Corps reauthorization issues
- AmeriCorps*VISTA reauthorization issues
- The Domestic Volunteer Service Act as of October 1993

We look forward to your participation in the discussion on DVSA reauthorization, to be held Monday, Nov. 6, from 1:00 to 4:30 in Conference Room 8410.

DATE: Nov. 3, 1995

TO: Corporation Reauthorization Team

FROM: Jim Scheibel
Tom Endres

SUBJECT: Reauthorization Discussion: Senior Corps

I. Background

Reauthorization issues for the Senior Corps have been identified after consultation with NSSC Headquarters staff, the NSSC Program Councils (June 12, 1995 meeting,) NSSC Directors Association Presidents at a day-long meeting called for this purpose (August 31, 1995), and again at a September 18 meeting with NSSC Association Officers to receive Board Member feedback from them. A final discussion was held with Association Officers during a regularly scheduled conference call on October 25.

II. Goal

Our goal in consulting with the NSSC Directors Association is to reach consensus on as many issues as possible so that, to the extent possible, the Corporation and the NSSC Directors Associations can speak similarly in recommending changes to Congress. We agreed that in this political climate it is best to recommend minimal changes to the Domestic Volunteer Service Act related to the Senior Corps.

III. Issues for discussion re. Senior Corps

The following issues are presented for discussion:

Changes/Safeguards relating to DVSA

1. Update and strengthen purpose clauses for each of three programs.
2. Make minor language changes so law is consistent with current names:
 - a) Change name to National Senior Service Corps, and make corresponding changes in Table of Contents and Title II headings.
 - b) Change references to ACTION to Corporation for National and Community Service (Sections 225 (e); 403 (a); 408; 416 (f)(1); 421.) Delete any other references to ACTION.
 - c) Make technical name change to Retired and Senior Volunteer Program in Sec. 200 to reflect language elsewhere in law.
3. Sections 211 and 213, lower age of eligibility to 55 for FGP and SCP, using RSVP "preference" language for those 60 and over; change "sixty" to 55 in section 223 regarding minority group participation.

DVSA Deletions

4. Delete section 201(c) calling for review by State Unit on Aging before awarding new RSVP grants.

Issues for discussion affecting VISTA as well as Senior Corps

5. Change evaluation language:

- a) Delete sec. 504(b).

- b) Delete second sentence in sec. 416(a) requiring evaluations every three years.

Changes/Safeguards relating to NCSTA

6. Ensure that State Commission Boards continue to require Senior service representative.
7. Change language for "National Youth Service Day" to "National Day of Service".
8. Incorporate DVSA sec.2(a) "Volunteerism Policy" into NCSTA.

DVSA ISSUE 1. UPDATE AND STRENGTHEN PURPOSE CLAUSES FOR EACH OF THE THREE NSSC PROGRAMS.

ISSUE: The current purpose clauses for RSVP, Foster Grandparents, and Senior Companions should be updated to better reflect the richness of the programs and better convey what they are about.

BACKGROUND: The current purpose clauses were first developed over twenty years ago and are inadequate in describing the programs as they have evolved. They read as follows:

Sec. 200. It is the purpose of --

(1) this title to provide for National Senior Volunteer Corps, comprised of the retired senior volunteer program, the foster grandparent program, and the senior companion program, that empower older individuals to contribute to their communities through volunteer service, enhance the lives of the volunteers and those whom they serve, and provide communities with valuable services;

(2) part A, the retired senior volunteer program, to utilize the vast talents of older individuals willing to share their experiences, abilities, and skills in responding to a wide variety of community needs;

(3) part B, the foster grandparent program, to afford low-income older individuals an opportunity to provide supportive, individualized services to children with exceptional or special needs; and

(4) part C, the senior companion program, to afford low-income older individuals the opportunity to provide personal assistance and companionship to other older individuals through volunteer service.

DISCUSSION: NSSC proposes the following revised purpose clauses for the three NSSC programs (these are initial drafts only):

It is the purpose of --

(1) this title is to provide for the National Senior Service Corps, comprised of the Retired and Senior Volunteer Program, the Foster Grandparent Program, and the Senior Companion Program, that empower older individuals to contribute to their communities through volunteer service, enhance the lives of the volunteers and those whom they serve, and provide communities with valuable services;

(2) part A, the Retired and Senior Volunteer Program, in recognition of the potential benefit to society of the growing population of older Americans, develops opportunities for people age 55 and older to share their experiences, abilities and skills for the betterment of their communities and themselves.

(3) part B, the Foster Grandparent Program, taps the diversity and skills of eligible people 55 years and older by providing them with volunteer service opportunities that positively impact the lives of children, teenagers and families, many of whom face serious, often life-threatening challenges.

(4) part C, the Senior Companion Program, enables eligible people aged 55 and older to provide critical support services and companionship to adults at risk of institutionalization and who are struggling to maintain a dignified independent life in the face of illness, disability, or frailty and isolation.

RECOMMENDATION: Adopt the revised purpose clauses.

DVSA ISSUE 2. MAKE MINOR LANGUAGE CHANGES SO LAW IS CONSISTENT WITH CURRENT NAME USAGE:

- A) CHANGE NAME TO NATIONAL SENIOR SERVICE CORPS, AND MAKE CORRESPONDING CHANGES IN TABLE OF CONTENTS AND TITLE II HEADINGS.**
- B) CHANGE REFERENCES TO ACTION TO CORPORATION FOR NATIONAL SERVICE (SECTIONS 224 (E); 403 (A); 408; 416 (F)(1); 421. DELETE ANY OTHER REFERENCES TO ACTION.**
- C) MAKE A TECHNICAL AMENDMENT TO CHANGE NAME TO RETIRED AND SENIOR VOLUNTEER PROGRAM IN SEC. 200.**

ISSUE: The law should be updated to reflect current practice and usage.

BACKGROUND: The current umbrella name in the Domestic Volunteer Service Act (DVSA) for RSVP, Foster Grandparents, and Senior Companions is "National Senior Volunteer Corps." This name change was made in 1993 when the DVSA was reauthorized as part of the National and Community Service Trust Act. (Prior to that time, the umbrella name was "Older American Volunteer Programs (OAVP)"). Since the 1993 amendments, the umbrella name has evolved from "Volunteer Corps" to "Service Corps."

ACTION was formally merged into the Corporation for National Service in April 1994, but the name change was not accompanied by corresponding legislative action.

The name of the Retired and Senior Volunteer Program was changed during the last reauthorization to reflect the fact that not all RSVP volunteers are retired, but corresponding language in Sec. 200 was not changed.

DISCUSSION: National Senior Service Corps is the umbrella name currently being used by the Corporation. It conveys the unified "service" theme for Corporation Programs, and is generally accepted by NSSC customers. The "S" in the current logo represents both "senior" and "service."

Concern has been expressed by Project Director representatives, however, that while it is acceptable to change this umbrella name, other references to the word "volunteer" should remain in the Act.

Deleting the name "ACTION" and inserting the name "Corporation for National Service" will make DVSA consistent with currently used language and help clarify that the programs authorized by DVSA are part of the Corporation for National Service.

RECOMMENDATION: Change references in the DVSA from "National Senior Volunteer Corps" to "National Senior Service Corps." Maintain the use of the word "volunteer" elsewhere in the act. Change all references to "ACTION" to "Corporation for National Service." Add "and" to all references to the Retired and Senior Volunteer Program.

DVSA ISSUE 3. SECTIONS 211 AND 213, LOWER AGE OF ELIGIBILITY TO 55 FOR FGP AND SCP, USING RSVP "PREFERENCE" LANGUAGE FOR THOSE 60 AND OVER; CHANGE "SIXTY" TO 55 IN SECTION 223, MINORITY GROUP PARTICIPATION

ISSUE: Should the age of eligibility for participation in the Foster Grandparent and Senior Companion Programs be lowered from 60 to 55, to correspond to the age of eligibility for participants in the Retired and Senior Volunteer Program (RSVP)?

BACKGROUND: In the 1993 DVSA amendments (part of the 1993 NCSTA), the age of eligibility for participation in the Retired and Senior Volunteer Program (RSVP) was lowered from 60 to 55, with a preference given to placement of volunteers age 60 and over. The purpose of the change was to expand opportunities for volunteer service to younger retirees, to meet the growing interest of this age group to participate, and to enable projects to respond to needs in communities that could benefit by a younger cohort of seniors.

DISCUSSION: At the time that the age of eligibility for RSVP was lowered, consensus could not be reached among Foster Grandparent and Senior Companion project directors about lowering the age for participation in those programs as well. One viewpoint held that the program existed to serve the senior, and that this focus would be lost if younger, more vigorous older adults were able to join the program. The other viewpoint held that younger, more vigorous older adults were needed to meet ever-pressing community needs. Because of this lack of consensus, no efforts were made to lower the age for Foster Grandparents and Senior Companions.

Now, with the RSVP experience to look to, Foster Grandparent and Senior Companion Project Directors see the benefits of lowering the age of eligibility. Focus on the senior has not been lost with the lowering of the age for RSVP, and a better balance between meeting the needs of the senior and the needs of the community is taking hold nationally among project directors.

Consistency in the age of eligibility for all Senior Corps programs will simplify the delivery of the Senior Corps message, will expand the base of persons eligible to participate, and will enable projects to continue their efforts to balance the "senior" with the "service" rendered by Senior Corps volunteers.

RECOMMENDATION:

- 1) Lower eligibility for Foster Grandparents and Senior Companions to 55.
- 2) Include preference for placement of older volunteers consistent with the preference provided in RSVP provisions.
- 3) Make corresponding age change in section 223 regarding minority group participation.

DVSA ISSUE 4. DELETE SECTION 201 (C) CALLING FOR REVIEW BY STATE UNIT ON AGING BEFORE AWARDING NEW RSVP GRANTS

ISSUE: In current law, State Units on Aging are given preference for sponsorship of RSVP projects, and are afforded a 45 day review and recommendation period for RSVP grants. Should this requirement be continued?

BACKGROUND: The preferences given to the State Units on Aging for sponsoring, or reviewing and making recommendations on RSVP grants, are included in decades-old provisions that have outlived their time and usefulness.

DISCUSSION: RSVP was started as an Older Americans Act demonstration program in the late 1960s to show that, given the opportunity, older persons would come forward to meet the needs of their communities through volunteer service. When the "aging network" of State and Area Agencies on Aging was created as part of the Older Americans Act, it made sense to include RSVP in the aging network's sphere of influence.

In the 1990's, RSVP is no longer considered an "aging" program, but a vital part of the growing national service movement. Indeed, Senior Corps programs should figure prominently in the commissions' State Service Plans. It could be viewed as an overlapping responsibility with State National Service Commissions for State Units on Aging to continue to have this review and recommendation authority.

Moreover, since State Units on Aging fall under the offices of the governors of the states, and Executive Order 12372 provides governors with the option to review grants, it is therefore no longer necessary to include this specific provision relating to the State Units on Aging.

Additionally, since State Units on Aging could be sponsors of Senior Corps programs, it could be viewed as a conflict of interest for them to have this kind of review and recommendation authority.

RECOMMENDATION: Delete section 201(c).

DVSA ISSUE 5. CHANGE LANGUAGE IN DVSA RELATED TO EVALUATION:

A) DELETE SECTION 504(B).

B) DELETE SECOND SENTENCE OF 416(A) THAT REQUIRES AN EVALUATION EVERY THREE YEARS.

ISSUE: Language should be changed to allow program as well as administration funds to be spent for evaluation. Current law requiring evaluations every three years should be dropped.

BACKGROUND: The current law (Section 504(b)) caps evaluation dollars for all DVSA programs at 2-1/2 percent of all program administration funds. Furthermore, section 504(a) limits administration funds to 18 percent of the total DVSA funding. These limitations placed on evaluation funding have resulted in a great discrepancy in available evaluation funding between programs authorized by DVSA and programs authorized by NCSTA.

The requirement in section 416(g) to evaluate VISTA and each of the three Senior Corps programs every three years means that while VISTA must be evaluated once every three years, one of the three Senior Corps programs must be evaluated each year. This has not allowed for thoughtful, in-depth evaluations of Senior Corps programs that lead to meaningful feedback in working to improve program quality.

DISCUSSION: Sec. 504 (b) was added in the 1993 amendments to supercede Sec. 416(g). Eliminating section 504(b) will allow the Corporation to spend up to one percent of the entire DVSA budget on evaluation of its programs, as specified in section 416(g). Both administration and program dollars would then be available for program evaluation.

Eliminating the sentence in section 416(g) that requires evaluations every three years will also remove the need to meet artificial deadlines and instead allow the Corporation to conduct evaluations in a manner that leads to higher quality programs.

The National Senior Service Corps Directors Associations are opposed to dropping Sec. 504 (b). Their position is that in these times of program cutbacks, they don't want program money diverted to evaluation. Further, they suggest that rather than dropping the three-year evaluation requirement entirely, it should be changed to five years.

RECOMMENDATION: Absent the ability to draw funds to support evaluations from other sources, Section 504 (b) should be deleted. The sentence in section 416(g) that requires evaluations of programs every three years should also be deleted.

NCSTA ISSUE 6. ENSURE THAT STATE COMMISSION BOARDS CONTINUE TO REQUIRE SENIOR SERVICE REPRESENTATIVE.

ISSUE: Current language in the National and Community Service Trust Act (Section 12638) requires that an individual with experience in promoting volunteer service by older Americans be included on State Commissions. There is a need to safeguard this provision.

BACKGROUND: By including the provision that an individual with experience in promoting volunteer service by older Americans be included on State Commissions, The National and Community Service Trust Act insured that there would be a spokesperson on each State Commission who could raise the awareness of Commission members about the role that older Americans can play in the service movement, and ensure that senior service programs are included in state service plans.

DISCUSSION: In keeping with the Corporation's objective to promote the integration of the various streams of service, and to enable new service programs to build on and benefit by the experience of the NSSC projects which are represented in over 70,000 community based organizations across the nation, it makes sense to support the current Commission infrastructure designed to achieve these objectives.

RECOMMENDATION: Make no change in existing law that would diminish the role of senior service representation on State Commission Boards.

NCSTA ISSUE 7. CHANGE LANGUAGE ESTABLISHING A NATIONAL YOUTH SERVICE DAY TO LANGUAGE CALLING FOR A NATIONAL DAY OF SERVICE.

ISSUE: Should language be changed in the National and Community Service Trust Act (Section 12653) to include senior volunteers in a national day of service?

BACKGROUND: Current language in the National and Community Service Trust Act calls for a National Youth Service Day. Last year, the Corporation for National Service organized events around National Day of Service, dropping the word "youth" from all Corporation publicity efforts.

DISCUSSION: Dropping the word "youth" from the currently established service day makes its name more inclusive and recognizes the contributions of senior volunteers. While program constituents have recommended a separate senior service day, the Corporation should maintain only one national service day. This will allow for a greater media focus on one day rather than dividing news coverage between two separate days.

RECOMMENDATION: Change language in the National and Community Service Trust Act to establish a National Day of Service.

NCSTA ISSUE 8. INCORPORATE DVSA SEC.2(A) "VOLUNTEERISM POLICY" INTO NCSTA. REVISE SEC. 12501 OF NCSTA TO ELIMINATE REFERENCES TO YOUTH AND YOUNG ADULTS AND TO CLARIFY ELIGIBILITY FOR THE EDUCATION AWARD.

ISSUE: Language from DVSA's introduction should be incorporated into the introduction of the NCSTA. NCSTA purpose statements should be altered to more accurately reflect all streams of service.

BACKGROUND: The DVSA includes language on national policy related to the support of volunteer service that could enhance the purpose clauses of the NCSTA, and reaffirm this statement of national policy to the benefit of national service.

DISCUSSION: The following language from Sec. 2(a) of DVSA, as modified could be included as part of Sec. 12501 of the NCSTA:

Because of the long-standing importance of volunteer service throughout American history, it is the policy of the Congress to foster the tradition of volunteer service through greater involvement on the part of both young and old citizens.

Two changes should be made to NCSTA's Sec. 12501 to make it more consistent with a Corporation that includes service participants of all ages:

Sec. 12501 (a) (6): delete words "especially youth and young adults."

Sec. 12501 (b) (3) add after words "national service:" "and who meet specific criteria." This will clarify that not all participants in programs run by the Corporation for National Service are eligible for the education award.

RECOMMENDATION: Make three changes to NCSTA Sec. 12501 as detailed above.

AmeriCorps*VISTA Reauthorization Issues
Nov. 6, 1995

- 1. Statement of Purpose**
- 2. Areas of Program Concentration**
- 3. Recruitment and Planning Functions**
- 4. Priority for Local Recruits**
- 5. Term of Service**
- 6. Cash Stipend Option at End of Service**
- 7. VISTA Literacy Corps**
- 8. Applications for Assistance**
- 9. University Year for VISTA**
- 10. Special Volunteer Programs**

VISTA Reauthorization Issues

ISSUE 1. Statement of Purpose (Sec. 101)

ISSUE: Should the statement of purpose for the Volunteers in Service to America program contained in the Domestic Volunteer Service Act be amended in any way?

BACKGROUND: The current language makes no reference to the relationship between VISTA and AmeriCorps.

The current language also makes no reference to the primary objective of each AmeriCorps*VISTA project which is the achievement of self-sufficiency of program initiatives undertaken by the AmeriCorps*VISTAs.

DISCUSSION: If AmeriCorps is to be officially included in reauthorization language, the term AmeriCorps*VISTA should be set forth in the statement of purpose for the program.

RECOMMENDATION: Add term "AmeriCorps*VISTA to purpose statement if similar language is also to be added to the NCSTA. Add clarifying language to the Statement of Purpose which discusses capacity building, self-sufficiency, and achievement of sustainable activities as a goal of each AmeriCorps*VISTA project.

VISTA Reauthorization Issues

ISSUE 2. Areas of Program Concentration (Sec. 103 (a))

ISSUE: Should DVSA language be changed to emphasize the Corporation's four program priority areas?

BACKGROUND: Section 103 (a) contains an accumulation of program emphases and target population groups dating back to the Economic Opportunity Act of 1964, and refers to other legislation which may no longer be valid.

DISCUSSION: Current language makes no reference to the National and Community Service Trust Act, nor to the broad program priority areas of AmeriCorps: Education, Public Safety, Environment, and Human Needs.

RECOMMENDATION: Amend language to ensure consistency with AmeriCorps program priorities while maintaining clear low-income focus of the AmeriCorps*VISTA program.

VISTA Reauthorization Issues

ISSUE 3. Recruitment and Placement Functions (Sec. 103 (b))

ISSUE: Should language in recruitment section of DVSA be altered to reflect current CNS recruitment structure?

BACKGROUND: A number of provisions mandate specific organizational structures, information systems, public affairs activities, and hiring requirements related to the recruitment and placement of AmeriCorps*VISTA members which are inconsistent with the current recruitment structure.

DISCUSSION: The current language indicates that "the office established under this subparagraph shall be merged with the recruitment office of such Corporation. At no time after such transfer of functions shall more than one office responsible primarily for recruitment exist within the Corporation."

Functions of recruitment and evaluation/placement of applicants for AmeriCorps*VISTA are clearly distinct with placement requiring close contact with, and specific knowledge of, individual project needs as well as suitability requirements.

RECOMMENDATION: Repeal all language which is inconsistent with current recruitment structure of the Corporation.

Clarify that evaluation/placement of candidates for AmeriCorps*VISTA service remain in the program office with flexibility to administer in the most efficient and economical manner possible.

VISTA Reauthorization Issues

ISSUE 4. Priority for Local Recruits (Sec. 103(b)(6)(C))

ISSUE: Should VISTA give priority to locally recruited members over nationally recruited members?

BACKGROUND: Current language requires that "a locally recruited volunteer (receive) priority for placement in the sponsoring organization. . . that recruited such volunteer." National recruits, by inference, receive a lower priority in placement for AmeriCorps*VISTA service.

DISCUSSION: Field staff recommends deleting this requirement and substituting "best qualified" or "most appropriately skilled" applicant since the desired outcome is achieving the best "match" possible of member to assignment.

Politically, and economically, current language may be more acceptable. Image of "outsiders" coming into certain communities still raises concerns, and costs of transporting national recruits can be expensive in current budget climate.

RECOMMENDATION: Delete current language and remain silent on the issue;
OR

Leave current language as is since we have been able to increase number of national recruits and we may not want to go much above the current one-third level if the budget is substantially reduced.

VISTA Reauthorization Issues

ISSUE 5. Term of Service (Sec. 104 (b))

ISSUE: Should DVSA language place a cap on the number of years a VISTA can serve?

BACKGROUND: Current language provides a minimum one year of service for AmeriCorps*VISTAs, but allows for service up to a total of five (consecutive or non-consecutive) years.

DISCUSSION: Minimum of one year of service should be retained as minimum amount of time needed to obtain demonstrable results on a typical A*VISTA assignment.

AmeriCorps*VISTA service should be regarded as service and not a job. The ability to earn education award is limited to two years. Most A*VISTA projects last 3-4 years.

RECOMMENDATION: Limit term of service to no more than 2 years, but allow for a second enrollment period of up to two years (after some substantial period of time has elapsed) with an understanding that the education award is available for only 2 years, OR

Limit Corporation-funded service to two years, with a corresponding period for the education award, and allow non-Corporation funds to support service for up to two additional years with no education award provided.

VISTA Reauthorization Issues

ISSUE 6. Cash Stipend Option at End of Service (Sec. 105 (a))

ISSUE: Should DVSA retain the VISTA end-of-service stipend as an option to the educational benefit?

BACKGROUND: AmeriCorps*VISTAs are currently eligible for a \$100 per month cash stipend option payable at the end of service if they do not choose the education award. (The legislation allows up to a maximum of \$125 per month assuming the availability of funds.) Leaders are authorized a stipend of \$200 per month. No such option exists in the AmeriCorps grant programs. (NCCC has a "cash-out" option of \$2362.)

DISCUSSION: A*VISTAs are not eligible for unemployment compensation after they leave service; the stipend is intended to provide some assistance during the period of transition after service.

Approximately 50% of current A*VISTAs have chosen the stipend option. That percentage has remained fairly constant since the inception of the education award in March 1994.

Approximately 15% of A*VISTAs are 50 and older; another 17% are between 40-49. This compares with a total of 9% over the age of 40 in the AmeriCorps grants programs.

75% of AmeriCorps*VISTAs over the age of 50 select the cash stipend option; 43% of those between 40 and 49 select the stipend option.

A different demographic profile exists between AmeriCorps*VISTA and AmeriCorps grants. Seniors continue to be a recruitment target for the A*VISTA program and are specifically encouraged to participate per Sec. 107 of the DVSA.

RECOMMENDATION: The stipend option is clearly very attractive to a significant portion of the program, costs less than the education award, and should be retained.

VISTA Reauthorization Issues

ISSUE 7. VISTA Literacy Corps (Sec. 109)

ISSUE: Should VISTA Literacy Corps continue to be authorized?

BACKGROUND: VISTA Literacy Corps is a separately authorized, separately appropriated program component within the overall VISTA program. FY 96 House mark eliminates the Literacy Corps entirely; Senate Appropriations Committee retains it with an 8% reduction.

DISCUSSION: The regular VISTA program has had a considerable level of activity focusing on adult literacy for the past 15-20 years--long before authorization of the Literacy Corps in FY87. Ideally, we would like to have the flexibility to determine the appropriate level of resources devoted to this activity without legislative prescription.

In a time of diminishing resources, the Literacy Corps may provide a means for obtaining some additional funding for AmeriCorps*VISTA which may be lost if the program is totally eliminated.

RECOMMENDATION: If the Literacy Corps continues to receive funding in FY 96, we should not propose elimination, OR

Eliminate the Literacy Corps authorization, and move the funding into the regular program if it is politically feasible.

VISTA Reauthorization Issues

ISSUE 8. Applications for Assistance (Sec. 110)

ISSUE: Should a time limit be set on the number of years a VISTA project operates?

BACKGROUND: The language in this section stipulates that assistance cannot be denied to any project solely on the basis of the number of years the project has already received assistance.

DISCUSSION: Each A*VISTA project should have as an overriding goal the accomplishment of a set of goals/objectives within a generally-agreed upon timeframe.

Corporation field staff should have the ability to determine if requests for additional A*VISTA assistance which clearly exceed the anticipated project timeframe warrant further support.

Legislation as currently written reduces the Corporation's flexibility to close projects at the end of a Memorandum of Agreement if they have not been able to accomplish project goals within a reasonable timeframe.

RECOMMENDATION: Repeal Section 110 of the DVSA, especially in light of anticipated budget reductions.

VISTA Reauthorization Issues

ISSUE 9. University Year for VISTA (Sec. 111-113)

ISSUE: Should authorization for University Year for VISTA be retained?

BACKGROUND: Title I, Part B, of the DVSA contains language authorizing a full-time, stipended program for students enrolled in higher education institutions known as University Year for VISTA. This authorization has not been funded since FY 1994.

DISCUSSION: Current language allows for full-time service on an academic semester, academic year, or full year with payment of living allowance and stipend. Program focus mirrors that of the regular VISTA program.

RECOMMENDATION: Repeal all of Part B authorizing language since Learn and Serve authorization contains similar provisions and all higher education activity should be under the same "umbrella."

VISTA Reauthorization Issues

ISSUE 10. Special Volunteer Programs (Sec. 121-124)

ISSUE: Should language authorizing Special Volunteer Programs be retained?

BACKGROUND: Title I, Part C, of the DVSA contains language authorizing stipended and non-stipended special volunteer and demonstration programs, technical and financial assistance to private voluntary efforts, and literacy challenge grants. This authorization has not been funded since FY 1994.

DISCUSSION: Virtually all of the authorities contained in Part C of the DVSA are available to the Corporation under Subtitle H and other provisions of the NCSTA. Literacy Challenge Grants have never been funded.

RECOMMENDATION: Repeal all of Part C authorizing language since NCSTA contains sufficient flexibility to carry out all activities except for the Literacy Challenge Grants.