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COMMUNITY DEVELOPMENT WORK STUDY GRANT
PROPOSAL TO HUD:
THE SELECTION FACTORS AND MANAGEMENT PLAN

A Project
Presented to the
Faculty of
California State University,
San Bernardino

In Partial Fulfillment
of the Requirements for the Degree
Master of
Public Administration

by
Strawberry Kathy Gatts
March 1998

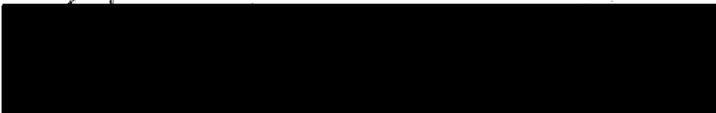
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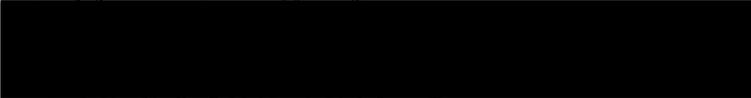
A Project
Presented to the
Faculty of
California State University,
San Bernardino

by
Strawberry Kathy Gatts

March 1998

Approved by:


Audrey Mathews, Committee Chair
Department of Public Administration


Clifford Young, Department Chair

3/17/98
Date

ABSTRACT

This thesis was written as part of a Community Development Work Study Program grant proposal. Therefore, deviations from a normal thesis structure were required in order to specifically answer the prescribed selection factors used to rate the grant proposal. Also, the absence of footnotes was due to the dictates of the grant structure. Repetition of some information, stated in different terms, was necessary to fulfill the exact needs of each selection factor, related subfactors, and management plan.

California State University, San Bernardino, offers a unique opportunity for masters students in Public Administration to participate in an array of community building initiatives in local government and nonprofit organizations. Recipients of the Community Development Work Study Program (CDWSP) fellowships will be selected from the Fall 1998 entering class of the Masters in Public Administration (MPA) degree program. They will take a two-year academic program leading to the MPA degree while working on assignments in community building, organizing, planning, and economic development-empowerment. This special CDWS Program will be arranged and supervised by California State University, San Bernardino (CSUSB) and Inland Empire Community Outreach Partnership Center (IECOPC).

California State University, San Bernardino, is the only state-funded comprehensive university in the San Bernardino area. The University's stated mission is to be a comprehensive public institution of higher learning that prepares men and women from San Bernardino and Riverside Counties for lives of personal growth, professional advancement, and service to the community. The University is committed to building partnerships with the communities throughout the region in order to identify and solve mutual concerns and problems.

The Inland Empire Community Outreach Partnership Center is designed to empower neighborhood organizations, city and regional agencies, and constituent agencies by providing technical and knowledgeable assistance based upon applied research. The essential concept is the use of community consensus-building techniques to enhance communication and trust among communities, agencies, and local government.

Thus, CSUSB's IECOPC is ideally situated to arrange and support internship experiences in community building and economic development. The placements that CDWSP students will have with IECOPC Community and Economic Development offices include community organizing and planning, economic development, empowerment, applied research in support of planning and direct service activities, job and job skills training, leadership training, and information literacy programs.

ACKNOWLEDGMENTS

I wish to thank Professor Audrey Mathews whose ability and wisdom guided this project to its completion.

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CHAPTER ONE

INTRODUCTION

This thesis was written as part of a Community Development Work Study Program grant proposal. Therefore, some deviation from a normal thesis structure occurs in order to specifically answer the prescribed evaluation factors in the grant. Also, the absence of footnotes is due to the dictates of the grant structure. Repetition of some information, stated in different terms, was required in order to address each aspect of a particular selection factor. The thesis Abstract was used as the Executive Summary section of the grant. The Introduction section was used as the grant's Proposal Narrative. The other thesis headings were weighted selection factors used to rate the grant proposal. The Management Plan was the Management Plan of the grant.

The California State University, San Bernardino, (CSUSB) Department of Public Administration has strongly impacted local community development, community planning, and community building government programs and nonprofit organizations. Graduates of the CSUSB Masters of Public Administration (MPA) program hold key positions in county, city, and other local government offices in California's two largest counties: San Bernardino and Riverside. A Community Development Work Study Program (CDWSP) grant will enable five economically disadvantaged/minority students,

including students with disabilities, to continue their graduate education in public and nonprofit sectors.

Traditionally, California State University, San Bernardino draws a significant number of its students from minority and economically disadvantaged communities of the two "inland empire" counties. Students that apply and qualify for funding under a CDWSP grant will enter the Masters of Public Administration program.

Under the grant, qualified students will have the opportunity to specialize in community building or economic development. They will be prepared by class work, seminars, applied research, and work-study field experience. They will gain experiential skills in decision making, research, administration, planning, community and consensus building, and economic development. The Department's two year MPA program is accredited by the National Association of Schools of Public Policy and Administration (NASPPA).

Upon graduation CDWSP students will receive a Master of Public Administration degree. MPA students must complete 48 units (12 courses) in order to receive their degree. Generally, CDWSP students in the program will take two classes a quarter, in addition to their 20 hour per week internship that will be funded by the CDWS Program.

The MPA program is flexible in that it allows students to work with relevant projects that combine their own interests with community building issues. The Department of

Public Administration has a tradition of graduating students who return to their community in local government or nonprofit positions. MPA alumni presently hold key positions in local government and nonprofit agencies. Our alumni have a history of assisting the department in placing MPA students in internships and work-study programs.

California State University, San Bernardino through the Inland Empire Community Outreach Partnership Center (IECOPC) partnership will offer many opportunities for MPA students to participate in a wide variety of community building initiatives in local government and nonprofit organizations. The first recipients of the Community Development Work Study Program will be selected from qualified entering students from Fall 1998 registrations.

Supervisor of the CDWSP grant will be Dr. Clifford Young, Sr., MPA Department Chair. Professor Audrey Mathews, who has over twenty-five years of experience administering local, state, and federal government programs, budgets, and finances, will manage the grant.

QUALITY OF ACADEMIC PROGRAM

a) Quality of course offerings

Ninety percent of CSUSB's MPA student populations work mainly in local government municipalities, counties, and special districts. The other ten percent are employed by

Federal or State governments, and nonprofit organizations. All students, whether pre- or in-service, full-time or part-time take classes together for mutual benefit and learning. The curriculum is not divided into courses for entry level, supervisory, managerial, or senior executive management personnel.

The MPA curriculum is periodically revised by faculty, alumni, and student committees in order to maintain its relevance and leadership training skills needed to address fast paced changes in the public sector. Keeping up with changes in community building emphasizes the practical skills needed for operating in the realm of public-private ventures of all kinds. The creation of inner-city economic revitalization projects increasingly require financial management skills and an entrepreneurial outlook for those employed by nonprofit agencies and government. The MPA core curriculum reflects this need.

California State University, San Bernardino, MPA courses cover most central issues that need to be addressed by regional and local government. These issues encompass the following: choosing what goals to pursue, and what programs and strategies to adopt that will bring the greatest successes in job training, education, economic development, community organizing, leadership, and planning. Thus, the CSUSB MPA program is designed to provide applied, "real-world" reflective practitioner

education and training.

CDWSP students will complete a common core of courses which will expose them to basic theories, methods, and issues in public administration, and then choose a concentration in either community building/development or economic development/empowerment. The concentration is composed of elective courses. The final project is either a thesis or report, which is linked to the student's field experience and work, as well as their chosen concentration courses.

Eight core courses are required: two in financial management (PA615, PA663), three in management (PA611, PA662, PA664), one in administrative law (PA672), and two in research/policy analysis (PA603, PA680). The CDWSP student will choose four additional elective courses in economic development or community building, organizing, or planning (PA617, PA618, PA628, PA695). The courses include classroom discussions, lectures, seminars, reading, research, small group interactive seminars, and other techniques as appropriate.

CORE COURSES:

PA603: Research Methods in Administration. This course covers principles of research design, development of research instruments, data accumulation and analysis of significant data integrated with use of computers in research. Critiques of sample research studies from the

literature, and a personal research study is conducted by the student.

PA611: Public Administration Theory & Practice. The course covers critical analysis of major theories of public administration and their application, including development of the discipline, evolution of institutional forms both in the United States and in international settings, concepts of decision-making and various functions of public administration in society.

PA615: Public Financial Management. Management of financial resources in public organizations with emphasis on local government is covered in this course. Topics include evaluation and monitoring of financial conditions and trends, fiscal policy analysis, revenue and expenditure forecasting, capital planning and financing, cash flow management, debt administration, cost allocation and integrated financial management systems.

PA662: Human Resource Management in the Public Sector. Analysis of the personnel function as it applies to public sector organizations is covered. Topics include development of modern public service, functions of personnel management, politics of the civil service, employment discrimination, labor management relations, professionalism and ethics, comparative public personnel administration, and computerization of human resources management.

PA663: Public Budgeting and Finance. The course is

focussed on budget concepts and their application in varied settings including federal, state, and local governments in the United States and overseas. Included are economic, management and political approaches to budgetary decision-making processes, and institutions, as well as major issues in contemporary budgeting.

PA664: Management of Public Organizations. Issues in public management, including the role of the public executive, theories of public organizations, human behavior in public organizations, management of innovation and policy change, and information management are discussed and analyzed.

PA672: Administrative Regulation. Analysis of important Administrative law cases are performed and discussed by students in a seminar setting. Discretionary authority of regulatory agencies, the manner in which power is exercised by such agencies, and the administrative legal structure of the regulatory process is examined.

PA680: Public Policy Analysis. An integrative course examining the analytical, behavioral and systems science approach to public administrative systems, with emphasis upon the development of evaluation skills in applied decision-making.

CDWSP STUDENT ELECTIVES:

PA617: Management of Local Economic Development. An introduction to the forms, processes and effects of

economic development. Topics include: the dynamics of urban change and revitalization; the planning and financing of community economic development programs and projects; the role of public, neighborhood, advocacy and not-for-profit organizations, and social and environmental impacts of economic change.

PA618: Local Government Development Finance. Explains and analyzes the major financing mechanisms for local government economic and public works development, their working and effectiveness. Topics include the background of the budget process and pertinent documents, an overview of economic development and public works finance, assessment districts, fiscal impact analysis, capital budgeting and financing, revenue forecasting, financing of redevelopment agencies, financial indicators, and case studies of development financing.

PA628: Intergovernmental Administration. Administration of government programs in an intergovernmental context. Development of the federal system, relationships among federal, state and local governments, intergovernmental finance: revenue and expenditure, practical problems in setting and implementing policies in an intergovernmental context.

PA695: Graduate Research Project. Field study of a project or projects encountered in the CDWS Program.

The CDWS Program assists students in developing the

methods and techniques necessary to function effectively in working with low income, economically disadvantaged/minority neighborhoods in gaining greater ability to become self-supporting citizens.

b) Activity choices

Additional extension and expansion of the learning process taking place in the core curriculum will be enhanced by the following work-study activity choices in which CDWSP students can choose to participate.

Community organizing and planning activity choices:

ACTIVITY 1:

The first phase (developmental) of these activities employs strategic planning and community consensus building techniques to insure trust and value building among communities and local governments. As part of the strategic planning process, CDWSP students will work with community and business partners in identifying critical issues and problems that impact their communities by using needs assessment tools.

These tools will provide local governments with an impact and threat analysis of the critical issues in relation to a community's strengths, weaknesses, and opportunities. This activity provides an "information environment" to be used as a clearing house from which a community's public and private stakeholders can make decisions about how to use its resources to support job and

business development, generate income, financing, and increase their revenue base.

External issues will be included in this analysis in order to clarify future development options. Using this element of strategic planning, geographic targeting will be used to evaluate the first phases of organizing and planning activities. The analysis of the needs assessment tool will allow communities to identify those industries, jobs, and financial institutes that best match community resources, goals and values. This matching process will increase the likelihood of long term success in local community and economic development efforts.

ACTIVITY 2:

The resources of CSUSB and IECOPC, and participating local governments, San Bernardino County and Riverside County, and various related public sector agencies will be available to CDWSP students who wish to organize, undertake, and expand activities that will enhance institutionalization of community building and economic empowerment. Frameworks will be established for county-wide participatory processes and appointment of task forces composed of community leaders. These task forces will work on community-wide strategic planning that will be used to help city and county officials coordinate development efforts with neighborhoods and business interests.

Since many of our students in the MPA program are

already employed by government and nonprofit agencies, student interaction is likely to foster other possible activity projects. Therefore, the MPA student body is also considered by the department to be a viable resource that may engender other work-study projects under this activity.

The common denominator of this activity is a strategic and comprehensive approach to solving problems such as consumer attraction, housing and street beautification and crime reduction. A broader approach addresses both the internal, or local factors and the external factors, such as competition from opposing factions, that often shape development projects that do not have input from the citizens and neighborhood that these projects affect.

Economic development and empowerment activity choices are from the following:

ACTIVITY 1:

San Bernardino and Riverside counties have many communities and local economies dominated by small businesses. In order to strengthen the competitiveness of smaller companies, and increase their contribution to local community and economic development, a variety of programs will be researched for their viability and application in these communities. Access to, and information about business incubators, small business development centers, local entrepreneurial training programs, community-based seed and venture capital pools, and other resources can be

created with the support of local governments, national associations and banking institutions as partners. This activity will be included as part of a clearing house function, along with conferences and intensive seminars that representatives from communities and businesses can attend.

ACTIVITY 2:

The quality of the local work force is an important factor to be included when calculating the success of community and business investment decisions. To this end the CDWSP students can work with human resource departments in communities, businesses, local government, and the IECOPC and CSUSB in planning education and training programs that focus on improving the skills of the local labor force.

ACTIVITY 3:

Evaluation and modification activities will analyze key actors and partnerships in order to ensure that the partnerships are following their functions, tasks, and goals. The activity process flow will be: 1) needs assessment, 2) collection of existing information, 3) production and development of new information, 4) dissemination of that information through a clearinghouse function. Outcome evaluation assessments will then be performed to realistically assess whether the goals and objectives of the activities, expectations and priorities

of the communities and businesses, local governments, national associations and financial institutions were met.

CDWSP students will have the opportunity to work on sustainability projects that enhance the institutionalized partnerships that are fostered by IECOPC. The Inland Empire is considered a prime area for future growth in Southern California. Many of the communities, businesses and local governments are recognizing their potential and are willing to work hard to achieve it. The rich and diverse array of programs and strategies identified by the communities suggest that the Inland Empire, namely San Bernardino County and Riverside County are open to experimentation and innovation. CDWSP students can play a key part in this process.

The entrepreneurial approach to community and economic development by community, business, and government partners is reflected in the agenda formation and consensus building aspects of this project. The program plans involve the forging of partnerships with banking and financial institutions, both local and national, along with exploring and integrating funding from existing programs such as HUD Office of University Partnerships projects, work-study, Americorps and others, to insure their institutionalization.

ACTIVITY 4:

An applied research activity is a component

specifically designed to provide the data necessary to help achieve the following objectives: 1) A major long term objective is to facilitate creation of "sustainable jobs" for the populations of interest. 2) A second major objective is economic improvement of the Inland Empire, in general, as well as in specific communities participating in the CDWS Program. 3) A third major objective is community empowerment.

CDWSP student research activities will entail organizational needs assessments on relevant data via telephone interviews, personal interviews, and focus group sessions with leaders of the various organizations of interest. These leaders often need backup data as documentation which can support their statements regarding the magnitude of community problems, and the efficacy of a proposed or implemented project. CDWSP students can be important to the success of these projects.

ACTIVITY 5:

The Home Mortgage Disclosure Act (HMDA), enacted by Congress in 1975, requires banks, savings and loan associations, thrifts, credit unions, and mortgage banks to publicly report detailed data on their mortgage lending activity. CDWSP students will have an opportunity to work in the analysis of the data, and with community and consumer organizations in the Inland Empire that have effectively used the HMDA data as a tool in the battle

against discriminatory lending practices, the redlining of minority/low-income neighborhoods, and the disinvestment of urban communities.

Under HMDA, lenders are required to publicly disclose the number of housing applications by census tract, and by the race/ethnicity, income, and sex of the borrower. In addition, the law requires institutions to indicate whether the application was approved or denied and the dollar amount of the loan. CDWSP students can choose to participate in any of these areas.

c) Appropriateness of courses for community building careers

The MPA core classes provide students with well-rounded skill building experiences in addressing real problems encountered in the social, economic, and political environments of present day public sector employment. CDWSP students will gain specialized knowledge and experiences to build expertise in community building and economic development through additional "elective" courses and field work. They will also complete a comprehensive thesis/project based upon their CDWSP work.

The following courses are specifically related to CDWSP students:

PA617: Management of Local Economic Development. The objectives of this course are to: prepare students for management roles in local economic development; introduce

students to local economic development processes, familiarize students with tools and techniques employed by governments to stimulate private investment in local communities; acquaint students with the background, structure, and implementation of public/private partnerships for economic and community development.

PA618: Local Government Development Finance. This course familiarizes students with major financing mechanisms for local government public works and economic development; introduces students to legal issues, powers, limitations, and procedures surrounding these major funding mechanisms; and acquaints students with methods of development impact analysis. Topics include fiscal impact analysis, capital budgeting and financing, revenue forecasting, financing of redevelopment agencies, and case studies.

PA628: Intergovernmental Administration. This course acquaints students with the historical context of American government and intergovernmental relations; examines and provides an overview of the phases and models of intergovernmental relations, fosters understanding of modern intergovernmental fiscal, regulatory, and behavioral influences on the general operations of public agencies; and examines how intergovernmental relations impact the operation of local agencies in various areas such as human services, economic development, and education.

PA615: Public Financial Management. Primary objectives of this course are to explore the structure, role, and process of financial management; help students understand, analyze, and critically think of the impact of these external forces on local government finance; and to enhance the written and oral communication skills of the students in the area of financial management.

PA663: Public Budgeting and Finance. Course objectives are to introduce students to budgeting at all levels of government in the United States; to assist students in developing and fostering skill in the use of budgeting methods and analytical techniques; and to provide students with a basic overall understanding of public finance.

PA664: Management of Public Organizations. This course will strengthen students' management and leadership skills through use of analytical tools that implement simplification and order when dealing with confusion and chaos. Case studies are analyzed to encourage innovation, ethics, cooperation, commitment, cost-effectiveness, improved quality, speed, accuracy, and public service.

PA672: Administrative Regulation. This course introduces students to: the field of administrative law; the process whereby administrative law is made and enforced; the limitations placed on agencies by administrative law; and introduce students to the methodology used by courts to evaluate the lawfulness of

administrative decision making and actions.

PA680: Public Policy Analysis. Course objectives are to: examine the theory and practices of policy and program analysis and their political and institutional context; consider normative value questions in policy analysis and policymaking; survey the nature, aims, limitations, and help to be expected from "rational" policy analysis; address various analytical methods which enhance policy and program decisionmaking; apply relevant information in choosing desirable policy options.

PA695: Graduate Research Project. Field study of a project or projects encountered in the CDWS Program. The written report is the students' Masters Thesis.

Work Placement and Community-based Internships function in the following way:

CDWSP students will complete 20 hours of fieldwork per week, completing 200 hours each quarter. Fieldwork is defined as real-world work in a public or private organization involved in community building or economic development areas, or applied research within an organization. Students will fulfill this requirement by signing a contract with the MPA Department as a graduate assistant, as well as signing a written statement from the employer as to specific duties and number of hours to be worked.

The following defines responsibilities of students and

faculty supervisors:

The CDWSP fieldwork is approved in advance by the faculty supervisor. The student keeps a journal to record the relationship between the fieldwork and course work for each quarter. At the end of each quarter a report is written based upon this synthesis, and it is then reviewed by the faculty advisor.

During the last quarter of the second year, a comprehensive project thesis (695) allows CDWSP students to present a professional report based upon their fieldwork in community building or economic development. Students must have collected the necessary data, research, information, and be able to communicate their findings by writing and presenting a realistic analysis in both an oral and written format. Thus, the comprehensive project thesis incorporates the quarterly reports developed throughout their internships at the fieldwork level. The comprehensive report is a synthesis and analysis of their two-year CDWSP course work and field experience.

d) Qualifications of faculty

The MPA faculty is well-rounded, with/or obtaining doctorates from highly regarded universities and an appropriate mix of practical experience, skills, and competencies. All of the faculty are actively involved in numerous professional associations, as paper presenters or as office holders. The faculty's applied and basic research

record is very good, and is nationally and internationally recognized. Faculty commitment to quality research is strong. Research currently underway includes intergovernmental coordination, community policing, planning, development, and economic empowerment.

MPA faculty members are all involved in local and regional development projects. All MPA students have direct access to the faculty. Most of the faculty members' research and community service is conducted through the university, so that many MPA students may be directly engaged with the faculty as assistants on these projects. Thus, faculty members' extensive contacts with alumni, regional governments, and business organizations lead to a wide choice of projects, reports, and internships for students.

DEPARTMENT OF PUBLIC ADMINISTRATION FACULTY are:

David Bellis, Ph.D. (University of Southern California), Professor, Public Administration, Economic Development, Public Policy, MPA Graduate Director, Internship Coordinator.

Charles Christie, Ph.D. (University of Southern California), Professor, Public Administration, Local Government Administration, Human Resources.

Michael Clarke, Ph.D. (University of Georgia), Professor, Public Administration, Personnel and Labor Relations.

Guenther Kress, Ph.D. (University of California, Davis), Professor, Public Administration, Program Evaluation, Public Budgeting.

Audrey Mathews, D.P.A. (University of Southern California), Assistant Professor, Public Financial Management, Public Budgeting, Economic Development, Organizational Culture, CDWS Program Director.

Brian Watts, Ph.D., J. D. (Vanderbilt University, Emory University), Associate Professor, Administrative Law, Government-Business Relations, Public Labor Relations.

Clifford Young, D.P.A. (University of Southern California), Professor and Chair, Research Methods in Administration, Local Government Administration, Public Policy.

RATES OF GRADUATION

The Community Development Work Study Program grant requires the graduation rate of CDWSP grant recipients. CSUSB has not had a CDWSP grant in the past. However, the CSUSB campus population is comprised of full-time and part-time students. Our current enrollment is 110 students in the MPA program. This equates, in academic language, to 47 Full Time Equivalent Students (FTES). The average unit load is 6.4. The weighted FTE graduation rate is 42.7 percent. It takes an average of 3.7 years for an MPA student to graduate.

The number of females represented is 49.1 percent. The ethnicity composition is 52.6 percent white, 45 percent minorities, 2.4 percent other.

The age composition average is 36.6 years. A majority of the population is between 35 years and 54 years of age. The second largest age set is between 24 and 34 years of age. We estimate that the student population between the ages of 21 and 34 years of age would be the most interested in applying for the CDWS Program. They average 42 percent of the student population. It can be estimated that 19.7 percent of the 47 FTES are from this age group. Therefore, 50 percent of the estimated CDWSP students have a high probability of graduating.

FINANCIAL COMMITMENT TO STUDENTS

Every student who is admitted to the program will be given sufficient financial aid to complete their degree. The MPA Department has scholarship funds that students will be able to apply for. Students are also frequently eligible for partial fellowships from the Graduate Opportunity Program that can pay the balance not covered by CDWSP. There are also student loans available as necessary.

CDWSP students will have full access to all equipment and facilities available to other students in the MPA program, as well as IECOPC equipment, facilities, and programs. A partial list includes: Classrooms for

instruction, conference rooms, computer labs (IBM, MAC, GSI mapping, Internet, statistical computation, graphics, word processing, email, telnet conferencing), library material, audiovisual equipment, community meeting places.

Graduate Assistants in the Public Administration Department are supported primarily from other grants and university general funds. In accordance with the terms of the grant, the CDWSP students' financial requirements will be managed by CSUSB. Staff members of CSUSB will efficiently conduct all the payroll, expense, and tuition disbursement and reporting requirements. All the reporting, hiring, financial tracking, and agreements with students, and with agencies will be handled in a timely fashion and in accordance with program guidelines. The Department of Public Administration's communication with University admissions and financial aid is excellent.

QUALITY OF WORKPLACEMENT ASSIGNMENTS

a) Number and variety of work assignments available to students

The California State University San Bernardino and the Inland Empire Community Outreach Partnership Center, because of their strong connections with many community-based agencies and departments of local government, provides MPA students with an excellent number of diverse assignments in community development, economic

revitalization, small business assistance, neighborhood and community planning, and related fields.

WORK ASSIGNMENT 1:

CDWSP students will have the opportunity to work in strategic planning and community consensus building to enhance trust and value building among communities and local governments. Strategic planning will identify critical issues and problems by using a needs assessment tool. This tool will provide local governments with an impact and threat analysis of critical issues in relation to community strengths, weaknesses, and opportunities. This activity creates an "information environment" for public and private stakeholders.

WORK ASSIGNMENT 2:

CDWSP students may work on establishing frameworks for county-wide participation processes that include appointment of task forces composed of community leaders. These task forces will work on community-wide strategic planning that will be used to help city and county officials coordinate development efforts with neighborhoods and business interests. This activity is a strategic and comprehensive approach to solving problems such as consumer attraction, housing and street beautification and crime reduction.

WORK ASSIGNMENT 3:

Entrepreneurial approaches to community and economic

development by community, business and government partners will be reflected in agenda formation and consensus building projects for CDWSP students. These projects will involve the forging of partnerships with banking and financial institutions, both local and national, as well as exploring and integrating funding from existing programs such as the Department of Housing and Urban Development (HUD) Office of University Partnerships projects, work study, Americorps and others, in order to foster institutionalization.

WORK ASSIGNMENT 4:

CDWSP student's work may include designing and/or implementing applied research activities that entail an organizational needs assessment of data requirements via telephone interviews, personal interviews, and focus group sessions with leaders of the various organizations of interest. CDWSP students will have an opportunity to work with community and consumer organizations in the Inland Empire. Students will work on the analysis of data that involves discriminatory lending practices, the redlining of minority and low-income neighborhoods, and the disinvestment of urban communities. Each student will work on two or three projects each year.

There will be a sufficient number of projects at any one time to give students an opportunity to explore their main interests and to rotate among several connecting

projects during their two year study. The placements encompass and apply economic analysis, community organizing and management, project financing, physical and environmental planning, and other techniques basic to the practice of community development.

b) Practical and useful work assignments

The work plan provides experience in a variety of environments that include research, analysis, policy formulation and implementation, community building, economic development, and local or regional government. The following work skills are developed: communication with professionals and the community, gathering and analysis of data, research and analytical skills, economic and financial evaluation in public, private, and nonprofit sectors, public speaking and presentation, and professional writing.

c) Preparation for a professional career

Fieldwork placements allow students to develop important skills and contacts in the professional world. They are able to gain:

1. Community building expertise.
2. Economic empowerment skills and knowledge.
3. Functional understanding of interconnecting government, community, business, and educational networks, and how to interact within various levels of these institutions.

4. Ability to prepare and present reports and plans.
5. Reality based implementation processes and professional effectiveness.
6. Decision-making skills.
7. Management expertise.
8. Experience with legal restrictions/requirements.
9. Financial and Budgeting experience.
10. Experience working with a diverse, multicultural and economically disadvantaged population, including those with disabilities.
11. Act as liaison between the levels

FOSTERING PERMANENT EMPLOYMENT IN COMMUNITY BUILDING

a) Past success in placing graduates

Over 80 percent of MPA graduates are currently employed in the public sector, while 17 percent hold positions in private businesses and nonprofit organizations, including colleges and universities. Only 3 percent are unemployed. County government accounts for 38 percent of our alumni, city government accounts for 25 percent, state government, including universities for 19 percent, business for 6 percent, and other forms of government and non-profit service account for 8 percent.

MPA graduates are also employed in a wide range of positions. Over half are in management. Significant career advancement has occurred for many graduates. In recent

years CSUSB MPA graduates include:

Council Member and Mayor, city of Fontana
Council Member and Mayor, City of Highland
Planning Director, City of Victorville
Director, Public Works City of Rialto
Budget Officer, City of Riverside
Finance Director, City of San Jacinto
Deputy Chief Administrative Officer, Riverside County
Legislative Assistant, Congressman Jerry Brown
Business Manager, Ontario Unified School District
Executive Director, The Children's Network

**b) Faculty and staff resources for graduate's
permanent employment**

The extent to which the proposed program will lead CDWSP students to direct and immediate permanent employment in community building is indicated by the past success of the Department's ability to place previous graduates in permanent employment. Another selection factor is the amount of faculty/staff time and resources devoted to assisting students in finding permanent employment.

The following individuals will have CDWSP responsibilities in the areas of administration, advising, mentoring, and teaching:

Professor Clifford Young, CDWSP Supervisor
Professor Audrey Mathews, CDWS Program Director
Professor David Bellis

Professor Chuck Christie

Professor Michael Clarke

Professor Guenther Kress

Professor Brian Watts

CSUSB and MPA Department staff will have duties in the areas of academics, budgetary, administration, and counseling as appropriate to the University's requirements for an MPA degree, and services required or offered by the University.

The Department of Public Administration, which houses the overall principal supervisor of CDWSP, Dr. Clifford Young, professor and chair of the Department of Public Administration is very committed to the CDWS Program. Dr. Young feels that the CDWSP students will help to carry out the stated mission of the Department, which is to be a comprehensive public institution of higher learning which prepares men and women from San Bernardino and Riverside Counties for lives of personal growth, professional advancement, and service to the community.

As part of its commitment to this mission, the Department has begun an off-site program in Ontario, which offers an NASPAA accredited MPA program in Ontario-provided facilities. This program is designed to educate public administrators in new ways for the 21st Century, including relevant courses with topics such as Local Economic Development and Local Government Development Finance.

Applied research is another part of the work performed by CSUSB MPA Department faculty. In the past, applied research has focused on policy studies of poverty issues, environmental issues, public safety, housing, welfare, government, administration, economy, job-fairs, inner-city poverty populations, education, transportation, planning, and ethnic and immigrant community problems. Interns from the MPA Department will have the chance to work on these projects. Internships have been very important in establishing contacts that often leads to permanent employment.

The Institute of Applied Research & Policy Analysis at California State University, San Bernardino, is a full service consulting and applied research organization and a member of the IECOPC partnership. The purpose of this multidisciplinary institute is to provide a variety of research and consulting services to public agencies and private organizations, and to serve as a data repository for the Inland Empire. The Institute has computer data processing capability, and utilizes a variety of statistical software packages.

Their core professional staff of experienced researchers are able to draw upon the diverse talents of CSUSB faculty. Areas of expertise include program evaluation, urban studies, economics, demography, finance, marketing, personnel management, statistics, geography,

environmental science, computer information systems, production management, public policy, and criminal justice evaluation.

The Department of Information and Decision Sciences is included as a major component of IECOPC. The services they provide are in two areas: (1) database and GIS analysis, design and implementation for long-term institutionalization; and (2) computer skills training as related to computer and information technology. This includes computer operating systems, networking, programming, database design, visual and geographical information systems analysis and design and web based techniques (such as html, java, and multimedia, etc.).

Dr. Frank Lin and Dr. Robert Wilson are the information technology and decision science professors who will assist some CDWSP fellows in identifying and using computer-based research tools. These tools include database management systems, Internet search tools, and resources for GIS mapping projects. Dr. Zhi-Xue Xu is responsible for developing and maintaining the computers, printers and related equipment that the CDWSP students will use.

Internships in the MPA Program often lead to permanent job offers with the internship agencies. Therefore, it can be assumed the CDWSP graduates will achieve the same status.

Government agencies in the MPA Department's service

area of San Bernardino and Riverside counties (the two largest counties in California) often request assistance from MPA Department faculty on special projects. CDWSP fellows will have the opportunity to work on some of these projects as the opportunity arises. Additionally, CDWSP students will work with the Inland Empire Community Outreach Partnership Center (IECOPC). They will work on projects that provide training and technical assistance in the areas of economic development, community building, housing, and planning in Riverside and San Bernardino counties. IECOPC will also serve as a resource center for CDWSP students.

In addition, California State University San Bernardino holds a career fair each year. The day-long Spring 1997 Job Fair included a half-dozen panel discussions and on-site interviews with representatives of more than 50 firms involved in planning and community building. The sessions are co-organized by student groups.

Professor Mathews and the MPA Department faculty members will actively counsel and assist the CDWS students in their job search. They often make contact with potential employers, and write numerous recommendations. The MPA Department continues contact with most of its student intern alumni.

PROGRAM ADMINISTRATION

a) Rotation and monitoring of work placement assignments

Each CDWSP student will be placed at various work assignments within IECOPC, in a city or county agency, or in other nonprofit organizations involved in community building projects. Specific placements will depend on matching available projects to a CDWSP students' specialized skills, and interests.

Various means will be used to track and monitor the progress of CDWSP participants. The CDWS Program Director, Professor Mathews, will track and monitor the academic progress and performance of the participants. At the end of each quarter the advisor will check the grade point average and level of fulfillment of course requirements. In the event of any minor problems, the student will be notified, and given information on how to rectify the problem. If a major problem arises, the Director will work on an ad hoc basis with the CDWSP student.

To monitor professional progress of the CDWSP participant after graduation, or dropping out, the Department will use alumni surveys to determine the employment status of each former participant. The survey includes questions on the present employer, as well as the nature of the job.

b) Program Director's responsibility, time and authority

The degree to which the individual who will coordinate and administer the program has clear responsibility, ample available time, and sufficient authority to perform these functions, affects the ability to coordinate and administer the CDWS Program.

Professor Audrey Mathews, the CDWS Program Director, works directly under Dr. Clifford Young, Sr., MPA Department Chair. Dr. Young, Sr., has the institutional and academic authority to coordinate the overall administration of the program. Dr. Albert Karnig, President of CSUSB, and Dr. Clifford Young, Sr., and Professor Audrey Mathews are committed to the success of CDWSP students.

Supervising CDWSP students, management of the CDWSP grant and its related work-study contracts are areas of responsibility of the CDWS Program Director. The Director has the authority and time to select and supervise students, negotiate work placements with agency directors, supervise support staff for record-keeping and reporting to HUD, conduct seminars, and advise students on their work and their academics.

c) Prior success managing CDWSP

The MPA Department has not previously had a CDWSP grant.

CHAPTER TWO

INSTITUTIONAL COMMITMENT TO DISADVANTAGED AND MINORITY STUDENTS

Over 45 percent of California State University San Bernardino MPA students come from a minority background, and graduates show that 21 percent were African-American, 13 percent were Hispanic, and 10 percent were Asian-American. The MPA student body is also highly diversified in terms of age, with the average median at 31 years. Gender is about evenly divided between male and female. (1995 analysis) Additionally, many of CSUSB's students are economically disadvantaged. California State University San Bernardino is the only affordable 4 year institution locally available to them.

The San Bernardino and Riverside county community has specific demographics that make CSUSB a prime candidate for a CDWSP grant. The University has a long standing history of supporting the regions' minority and economically disadvantaged students, who make up a large part of its student population.

a) Regional demographics

San Bernardino County (SBC) is geographically the largest county within the contiguous 48 states, and is the major component of the Inland Empire, a generic identifier for the inland area of Southern California to the east of Los Angeles and Orange Counties. San Bernardino County is a

racially and ethnically diverse area, with large and rapidly growing populations of African-Americans, Hispanics, and Asians, as well as a significant core of Native Americans. San Bernardino has one of the lowest economic indices of the entire nation and is routinely ranked in the top quarter of state and federal listings of highly economically disadvantaged areas. The traditional economic base of San Bernardino County has been transportation and defense-related light industry, and some agriculture. This economic base was drastically reduced when Norton, March and George Air Force bases were closed.

Much of western San Bernardino County can be classified as inner city urban poor, with a fringe identifiable as rural poor. As can be expected in this context, a large portion of the infrastructure, both in terms of general public services and the baseline existing housing inventory, is aging and substandard. Additionally, these social and economic difficulties have found expression in one of the highest violent crime rates in the nation.

The regional background data shows poverty and unemployment in the region to be above the national average. The average unemployment rate in 1993 in the Inland Empire was 10.5 percent, which is well above the overall California rate of 9.2 percent, and the national rate of 6.8 percent. (Source: California Employment

Development Department 1994; rates not seasonally adjusted).

Furthermore, the 1990 U.S. Census shows that the Inland Empire area continues to be above the national average in the proportion of families with incomes below the U.S. poverty level or 12.7 percent. The poverty rate among African-American and Hispanic residents was significantly higher than other groups.

Table 1 summarizes the Racial and Ethnic Composition of the region. Table 2 summarizes the 1990 Census information on Household Income Distribution by Race and Ethnicity. The University is a significant factor in supplying an affordable four year education to the region's ethnically diverse undergraduate student population. The University is also very important in supplying affordable graduate degrees at the Masters level. Approximately one-third of the University's 12,000 students are enrolled in post-baccalaureate courses.

U.S. Census data reports that San Bernardino County is comprised of 7.7 percent African-American and 26.7 percent Hispanic residents. Between the 1980 and 1990 censuses the growth in African American residents in San Bernardino ranked first in the nation among counties with at least 50,000 African-American residents.

TABLE 1			
San Bernardino County			
Racial and Ethnic Composition: 1980 and 1990			
	San Bernardino County		
	1980 Census	1990 Census	% Change
White (non-Hispanic)	653,303	864,830	32.00%
African-American (non-Hispanic)	46,615	110,352	137.00%
Hispanic	165,863	373,632	125.00%
Native American (non-Hispanic)	10,084	10,837	7.00%
Asian and Pacific Islander (non- Hispanic)	14,929	55,710	273.00%
Other (non-Hispanic)	4,222	3,019	-28.00%
Total Population	895,016	1,418,380	58.00%

As shown in Table 2, a greater percentage of minority households earn 50 percent or less of the median family income compared to White households. The percent of Black households earning 50 percent or less than the median income is the highest at 31 percent, followed by Hispanic and Native Americans each with 28 percent of households in the low-income category. Black households are among the most marginalized neighborhoods in San Bernardino County, and perhaps in the entire State of California.

TABLE 2
San Bernardino County
Household Income Distribution by Race and Ethnicity

	Total Household \$	% of Household \$	\$ Low Income 0-50% MFI	% Moderate-Income 51-80% MFI	% Middle-Income 81-95% MFI	Above 95%
White (non-Hispanic)	322,675	69.00%	20.00%	15.00%	8.00%	56.00%
Black (non-Hispanic)	33,873	7.00%	31.00%	17.00%	8.00%	44.00%
Hispanic	90,472	19.00%	28.00%	20.00%	9.00%	42.00%
Native American (non-Hispanic)	4,103	1.00%	28.00%	20.00%	7.00%	44.00%
Asian & Pacific Islander (non-Hispanic)	14,191	3.00%	22.00%	13.00%	7.00%	59.00%
All Households	465,877	100.00%	23.00%	16.00%	8.00%	53.00%
MFI - Median Family Income MSA MFI = \$37,273 National MFI = \$35,939 Source: 1990 Census, CHAS Table 1A						

The region is characterized by a high incidence of crime, controlled substance and alcohol abuse, domestic violence, single parent teen pregnancy, gang activity; low rates of immunizations, high school graduation, college enrollment, and employment; and a deficient housing inventory. The population is overwhelmingly minority, reliant on public assistance, and young, with children living below the poverty line and below recommended

nutritional and health care levels. CSUSB and IECOPC projects helping to address these issues will be available to CDWSP students.

This provides a unique research base with special opportunities for CDWSP students to make a genuine difference to these communities, as well as serve as role models for increasing community empowerment and self-esteem.

b) CSUSB commitment to community building

Opened in 1965, California State University, San Bernardino is one of 22 campuses in the California State University system. It is the only state funded, comprehensive university in the San Bernardino County area. The University is located on 430 acres in the foothills above the city of San Bernardino. The university serves the counties of San Bernardino and Riverside. It offers 42 baccalaureate degree programs, 15 teaching credential fields, and 20 master's degree programs. Enrollment growth at CSUSB has kept pace with the population growth in the region, earning CSUSB the distinction of being the fastest growing university in the western United States.

The student population has more than doubled in the past ten years. Student enrollment numbers approximately 12,000 students. There are 635 full and part-time faculty. Enrollment is comprised of about 9,000 undergraduate and 3,000 graduate students. Table 3 provides the 1997 IECOPC

ethnicity breakdowns of CSUSB students.

TABLE 3
Ethnicity Profile

CSUSB Students	
White, non	52.6%
Hispanic	22.7%
African	9.2%
Asian	8.8%
Filipino	2.6%
Other	2.4%
Native	1.3%
Pacific	0.4%

Source: 1997 IECOPC

The University's new President, Dr. Albert Karnig, is an internationally recognized scholar in the field of public policy and analysis, and is on the faculty of the Department of Public Administration. Dr. Karnig specializes in research in Public Administration and university-based outreach activities by racial and ethnic minorities. He fully supports the CDWSP program.

The MPA Department has an active and effective recruitment program for minority and economically disadvantaged students. The recruitment program, which has strong leadership from students as well as from the faculty, staff, and campus administration, has brought about a 10 percent increase in the minority composition of the MPA student body since 1985 (CSUSB Institutional Research). Recruitment is aimed at both current undergraduates and persons who completed college in earlier years, many of whom are already working in the field of community building, planning, or economic empowerment.

The offer of a CDWSP fellowship can play an important role in increasing the diversity in our graduate program, as well as positively affecting neighborhoods, communities, and the larger social structures in which the CDWSP students work.

The CDWSP grant will not result in any decrease in the total amount of financial aid available to students entering the Department. The Department's scholarship aid (Graduate Opportunity Program aid (GOP), other Work Study funds, endowed fellowships, etc.) is determined on the basis of campus-wide criteria which will not be affected by this grant. The total amount of GOP aid for masters students across the campus will also not be affected by any CDWSP award.

CHAPTER THREE

MANAGEMENT PLAN

The plan for managing activities supported by the 1998-2000 Community Development Work Study Program grant at CSUSB will draw upon the procedures which have been in use for previous grant or fellowship awards. These procedures have proven to be efficient and complete in meeting the program requirements and the students' needs.

a) Key personnel and work hours

The management of the grant will be carried out by staff from the MPA Department. Their estimated average work

hours, based on past practice and requirements of the program for 1998-2000 will be:

<u>Name</u>	<u>Hours per month</u>
Dr. Clifford Young, Sr. will supervise/administer the program	16
Professor Audrey Mathews will manage the program and evaluate the projects	32

b) Plans, procedures, schedules and milestones

The plans, procedures, schedules and milestones must be set forth as applicable to the following factors:

FACTOR 1: Recruiting and selecting student participants.

The CDWSP award will be made after the admissions process for the Fall of 1998 has been completed. We will use the same procedure for the incoming 1998 students that we have successfully employed in past years when other appointments are made after the admissions process.

Once notice is conveyed of California State University San Bernardino's receipt of the award, the Department Secretary will identify, based on ethnicity, economic status, and declared fields of interest, all the potential CDWSP recipients among the incoming Fall 1998 MPA students. The Department Secretary will then present Professor Young and Professor Mathews with the admissions and financial aid files of all Fall 1998 incoming MPA students who meet the eligibility criteria. Students will be ranked based upon

GPA, expressed degree plans, choice of concentration, and nature of any other financial aid.

The students who are most qualified, based on academic promise, economic and community building career interests, prior experiences, and financial need, will be told about their eligibility. The student will be fully informed of their responsibilities in accepting the CDWSP award. Student participants will be made aware orally and in writing (including copies of the full CDWSP contract with the University) of the strict requirements concerning timely completion of graduate school and compliance with the terms of the fellowship. They will be asked to express their interest by writing an essay that describes their current and future interests in areas covered by the grant. Personal or phone interviews will be set up for those who respond.

The Professors will then conduct interviews to select the award recipients. Award recipients will be notified in writing. Upon acceptance of an award offer, any other ethnically or economically-based aid the student was previously offered will be rerouted to another accepted qualified applicant to the Department. Thus, the procedure increases the amount of aid to that pool of applicants, as well as increases the likelihood of student attendance and success. The MPA Department Secretary will maintain the files on all who were admitted and accepted the offer.

In the event that one or more should fail to finish in a timely manner, the University's procedures for enforcing these agreements will be fully applied.

FACTOR 2: Monitoring and guiding student academic and work progress.

The Program Director will be responsible for the day to day supervision and management of the program. The Program Director is the principal contact for the organizations to which students are assigned for internships. The Program Director reports to Professor Young, who is the principal supervisor for this and other Department grants. Dr. Young is Academic Supervisor for the CDWSP grant, with final overall authority for the administration of the academic program and the operations of IECOPC. Professor Mathews will be the CDWSP student faculty advisor. She is the head of the Public Budgeting and Finance concentration in the Department, and focuses on minority and multicultural issues as well. Each student will have extensive consultation with these and other faculty members in their first year.

Professors Young and Mathews will monitor the students' progress through the MPA program. The MPA Department office will keep the files on students' grades, courses completed, and other relevant progress updated each quarter.

Time spent by the above faculty and department

secretary advising, placing, teaching, and supervising CDWSP students, and ensuring compliance with CDWS Program regulations and reporting requirements will substantially exceed the \$1,000 per student administrative allowance in the CDWSP grant. Based on the staff time and tangible resources allocated during the past several years' experience, we calculate that to support five CDWSP students, these campus units will contribute \$10,000 per year above the administrative allowance in the CDWSP contract.

Additionally, during both the school year and the summer months, CDWSP students will have regular meetings with Professor Mathews to discuss both work placement and academic issues.

FACTOR 3: Monitoring and tracking the allocation to and expenditure of funds by the students.

The California State University, San Bernardino, Masters of Public Administration Department is the organization in which the CDWSP grant will be administered. The MPA Department Secretary is the accounts manager for the Department. She will track CDWSP expenditures for their accordance with the rules, including employment documents, receipts for purchases, transfers of funds for the payment of tuition, and documentation for any other expenditures. She will be in regular contact with the students about all of these items. Any questions about the uses of project

funds are immediately brought to Dr. Young's attention. She will assist Dr. Young and Professor Mathews in compiling the reports to the Department of Housing and Urban Development, and will generate a monthly budget report for Dr. Young and Professor Mathews.

The University's Payroll Department manages the MPA Department's personnel and work stipend documents. They will also manage the CDWSP grant personnel and payroll documents.

Expenditures under the grant are posted to the University's computerized accounts system through which the Office of Contract and Grant Accounting monitors spending and proper processing of financial documents.

FACTOR 4: Coordinating and monitoring the work placement agencies.

Professor Mathews will be the principal contact with the work assignment organizations. She will contact relevant community building and economic development institutions and corporations, local government agencies, and IECOPC related agencies whose current activities appear to be a good match with the fellowship recipients' interests. A list will be generated from these sites for initial placement of incoming students. After the students have adjusted to their academic program, they will be asked to more specifically refine their CDWSP project interests. Any changes or adjustments will be made to their career

focus, and additional placements will be designed with these goals in mind, in accord with the completion of their final CDWSP thesis project.

For each placement, there will be a three-way mutual agreement between student, the agency, and the MPA Department as to the scope of work, nature of the student's responsibilities in the agency office, tangible outcomes for the agency and community of their work, and links to the student's academic objectives. The placements will be reviewed by all three parties to see that each of these areas are being satisfactorily addressed. Each quarter the CDWSP student and the program director will make a plan for the next period's placement.

The University will be the employer of record for the students in their work-study placements. The participating agencies will supervise and monitor the student at their locations, and confirm that their work hours were the same as the student's University monthly time sheet. In all cases, Professor Mathews will be in regular contact with key agency staff, who will be requested to confirm the placement hours.

FACTOR 5: Other matters.

The CDWSP fellows will benefit from a small MPA Department that can offer personalized interaction when advice and supervision is needed. Each student has the opportunity for an additional academic advisor who is a

faculty member whose research and specializations most closely match the student's declared interests. However, the CDWSP Director is the advisor that is principally responsible for the CDWSP student's course selection, final project, and general progress through the program.

Dr. Young or Professor Mathews will be the initial faculty advisor for the CDWSP students. Dr. Young, Dr. Bellis, Dr. Christie, Dr. Clarke, Dr. Kress, and Dr. Watts will teach the core community building courses, as well as other courses, that will lead to the community building concentration. Professor Mathews will teach the core economic development courses, as well as other courses such as organizational culture and multicultural management, that will lead to the economic development concentration. Professor Mathews will oversee the work-study placement assignments.

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