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CRS Issue Brief

National Service: Issues and Legislation in the 103rd Congress

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National Service: Issues and Legislation in the 103rd Congress

SUMMARY

National service is an issue in the 103rd Congress for several reasons. President Clinton has stated that he will propose a new national service program in which students could pay for college or other post-secondary education through community service. Few details have been released on the program; however, President Clinton's economic plan states that if fully implemented, the program would cost \$7.4 billion over the next several years, and could ultimately include 100,000 participants. For FY1994, the President has requested \$394 million for his national service initiative.

The President is expected to send legislation to Congress this spring regarding his proposal. In addition, several other national service bills have already been introduced in the 103rd Congress.

The initial component of the Clinton national service program -- the 1993 Summer of Service -- would involve over 4,000 participants including about 1,000 youth in activities associated with children at risk. The President has requested \$15 million for this summer program, as part of his economic stimulus package.

The 103rd Congress will also consider extending two existing national and community service Acts -- the Domestic Volunteer Service Act and the National and Community Service Act. The funding authority for both of these laws expires at the end of FY1993. The Acts' administering agencies -- ACTION and the Commission on National and Community Service -- have a combined budget of about \$275 million for FY1993.

Through these and other laws the Federal Government offers various civilian volunteer service opportunities. Current programs include the following: VISTA (Volunteers in Service to America); the Peace Corps; older American volunteer programs; several Department of Education programs; the National Health Services Corp; school-based service programs; and a demonstration program of service in exchange for vouchers redeemable for postsecondary education, training, or downpayment on a home.

Many issues arise in debating whether the Federal Government should undertake a large national service program and what the dimensions of such a program should be. One of the most controversial issues is whether service should be linked to student loans, and to what extent. Other issues include: Should post-service benefits be redeemable only for college? How many people could a new program realistically accommodate? How much should be spent on a new program? Who would administer the new program? What impact might a large-scale program have on the existing public service work force? Can a large program be implemented effectively?

BACKGROUND AND ANALYSIS

Most Recent Developments

In his State of the Union Address on Feb. 17, 1993, President Clinton stated that he will propose a national service program in which pre-college and college students can pay for college through community service. On February 23, the first component of his proposal -- the 1993 Summer of Service -- was outlined in testimony before the House Appropriations Subcommittee on Housing and Urban Development, Veterans Affairs and Related Agencies. Among other activities, this initial component would provide service opportunities for over 1,000 youth, who would receive \$1,000 to be applied to education or training. The White House has requested \$15 million (part of Clinton's economic stimulus package) for the Commission on National and Community Service to administer this 1993 summer program. For FY1994, the President has requested \$394 million for his overall national service initiative, including \$5 million for the independent Points of Light Foundation. The President is expected to send legislation on his national service proposal to Congress in spring 1993.

Introduction

What is National Service?

National service requires or allows citizens to perform public service work usually in exchange for benefits such as education financial assistance. National service often has multiple goals including addressing unmet social needs, and providing benefits to its participants such as teaching particular skills and building self-esteem. For many advocates, it has the goal of increasing civic responsibility and community spirit among its participants and beneficiaries. It also can be designed to appeal to middle class and upper middle class persons as well as those who may be economically or educationally disadvantaged. In fact, the concept of national service appeals to many precisely because it has the ability to address several issues concurrently.

The term "national service" is sometimes used interchangeably with "community service." The Commission on National and Community Service uses "community service" to refer to the full scope of service activities -- full-time and part-time -- occurring in freestanding organizations such as youth corps as well as those integrated in schools, and persons simply helping others. They define "national service" as a major life commitment -- one year or more of full-time service or its equivalent in part-time service over a longer period. Community service is almost entirely unpaid; national service participants generally receive some type of assistance, often some combination of living allowance, health or similar benefits, and end of service stipend.

Community service opportunities are offered by a variety of organizations and programs in the U.S., some financed and administered by the Federal Government, but most administered and financed by State and local governments and non-profit organizations. For example, as of June 1992, 63 conservation corps programs operated in the U.S. at an annual cost of \$131 million, including wages and stipends paid to corps members. Less than 10% of the total funding came from Federal sources in 1992,

primarily through the Job Training Partnership Act and the Community Development Block Grant.

The Commission on National and Community Service estimates that 30,000 Americans are currently involved in intensive civilian service, of which about half are involved in conservation and youth corps. It is estimated that 38 million people volunteered for work without pay for an institution or organization in 1989. There is also evidence to show that young people, in particular, like to volunteer and are doing so in greater numbers. According to a Gallup Organization-Independent Sector study, 61% of teenagers aged 12-17 volunteered an average of 3.2 hours a week in 1991.

The list of potential community-based volunteer opportunities is vast. Proponents believe that in a time of scarce resources, certain domestic social service problems such as lack of programs for youth after school, the need for tutorial help, or cleaning up polluted lands can be ameliorated through national and community service. Potential service opportunities exist in areas such as child care, help for the homeless, teaching, hospitals, environmental conservation, and help for the elderly, among many others.

Examples of service programs that are increasing in number include conservation and youth corps, service learning programs and intergenerational programs. Conservation and youth service corps usually involve teams of young people, often from disadvantaged backgrounds (such as substance abusers, dropouts, or truants) working on community projects such as cleaning up polluted streams or working in day care centers. Usually these corps combine substantial work for the participants, opportunities to advance their education (such as obtain a general equivalency diploma for dropouts), with a highly structured and disciplined environment. Service learning programs combine community service with an academic subject. For example, a group of middle-grade science students in Indiana operate a wild animal rehabilitation facility that offers them a way to study animal life, while at the same time, saving endangered animals. Some intergenerational service programs combine youth volunteers with needy elderly or able-bodied elderly with babies exposed to substance abuse.

National Service Proposals

President Clinton's National Service Proposal

President Clinton has released few details on his national service proposal. President Clinton states in his economic plan, *A Vision of Change for America*, that the program will allow young people to meet "pressing national needs in areas including education, public health, environmental protection, and public safety." In his State of the Union Address, the President said that the program would provide "twice as many slots for people. . . [as] ever served in the Peace Corps. . . ." To date, over 140,000 people have served in the Peace Corps. *A Vision of Change for America* states that \$7.4 billion would be invested in the program over the next 4 years. The following provides information on what is known about particular aspects of the Clinton proposal taken from his speeches and information from the White House Office on National Service.

National Service and Student Loans: According to President Clinton, student loan forgiveness and income contingent repayment of student loans would be used to promote participation in national service activities. The first option would allow

borrowers to pay off a certain portion of their educational debt through participation in a community service activity. Possibly, students would be allowed up to \$6,300 in loan forgiveness. The second option would enable borrowers to be employed in low-paying public service jobs, such as teachers or drug counselors, through authorizing annual student loan repayment as a proportion of income.

Service Placements and Participants: Service opportunities could include: placement in existing conservation and youth corps or other specialized service corps designed to meet certain needs such as working with at-risk children; placement in new programs started with seed money from the new Clinton program; and individualized placement in programs such as VISTA or nonfederal programs. Most of President Clinton's speeches refer to young persons participating in the program before, during, or after college. However, he has also mentioned that ultimately national service should involve persons of all ages.

Benefits: Participants would receive a weekly living allowance, probably based on the number of hours worked. They could also receive health and child care benefits. In addition, they would receive an end of service voucher that could pay for future college or other postsecondary education, or could be used to pay off an existing Federal student loan.

Administration: It is unclear whether the program would be administered by an existing Federal administering body, or a newly created one. Clinton advisors have mentioned that they want to take advantage of the existing State and local entities that administer programs. Possibly participants would apply through a State agency and be placed in a variety of programs.

Cost and Size: Up to 25,000 persons would be allowed to participate in the first full year of the program (beginning Oct. 1 1993). By FY1997, 100,000 participants could be accommodated. The average cost per participant would be \$20,000. President Clinton has requested \$15 million for the beginning component -- the 1993 Summer of Service. The President has requested \$394 million for the entire program for FY1994. If fully implemented, the entire national service program is estimated to cost \$7.4 billion over 4 years.

Summer of Service: President Clinton has proposed a Summer of Service program as the first component of his overall national service proposal. Details on this beginning component were given in testimony by Peter Edelman, Counsellor to the Secretary of DHHS before the House Appropriations Committee, Subcommittee on VA, HUD, and Related Agencies on Feb. 23, 1993. This program would take place in the summer of 1993 and is intended to demonstrate the potential of national service to address a critical national concern -- children at risk.

The main component of the summer program would involve over 1,000 youth aged 17-23 years old. These youth would perform community service for up to eight weeks, and receive a minimum wage stipend and a \$1,000 post-service benefit to be used for education and training. Four to ten sites would be chosen as demonstration sites, and would be administered by partnerships between institutions of higher education and nonprofit organizations. These youth would also be offered: placement services for those who want to serve in a future year long program; leadership training so that

summer participants can help in expanding and implementing future phases of the program; and funding for those youth who want to create a new service program.

The three other components of the summer program would be ---

- grants for existing summer conservation and youth corps with a proven track record of success to increase the number of funded summer positions;
- a service training program for elementary and secondary school teachers to enhance service education in schools;
- a grant to ACTION to fund 600 additional VISTA summer associate positions to supplement the regular full-time VISTA volunteers.

The entire summer program is expected to involve 4,400 participants. In his speech formally announcing the national service program on March 1, President Clinton asked students who were interested in participating in the 1993 Summer of Service to send a postcard with such a request to the White House.

Other Proposals

Several national service proposals have already been introduced in the 103rd Congress. Legislation introduced by Representative Shays (H.R. 1004) would require all youth to perform 1,000 hours of national service between the ages of 18 and 25. On the other hand, legislation introduced by Representative Kennelly would establish a voluntary national service program for youth and the elderly (H.R. 1193). Senator Bumpers has introduced legislation (S. 240) that would amend the new Federal Family Education Loan (FFEL) Forgiveness Demonstration program, which allows partial forgiveness of FFELs for people working full-time for at least a year as a low-paid employee of a nonprofit community service organization, or in certain professions, such as teaching. S. 240 would extend the demonstration program to current borrowers and make it an entitlement.

Current and Expiring Federal Programs

The Federal Government currently offers civilian voluntary opportunities through various programs. The largest programs, in terms of funding and participation, are authorized through the Domestic Volunteer Service Act (DVSA, P.L.93-113) and administered by the independent agency ACTION. Those programs include VISTA, and several older American volunteer programs such as the Retired Senior Volunteer Program and the Foster Grandparents Program. In FY1993, the ACTION agency has a budget of about \$200 million.

In 1990 Congress passed the National and Community Service Act (NCSA) (P.L. 101-610) which also authorizes a variety of volunteer programs. Programs include school-based service programs (including elementary, secondary and post secondary institutions); conservation and youth corps; and a demonstration program that offers service in exchange for vouchers that are redeemable for higher education, training, or down payment on a home. Several smaller programs authorized by the NCSA are

intended for: employer-based retiree volunteers and youth volunteers in rural areas. All of the programs under the NCSA are administered by an independent Federal body - the Commission on National and Community Service. The Commission has a 21 member board of directors appointed by the President. For FY1993, the Commission has a budget of \$75 million.

Two new national service programs were authorized as part of the Department of Defense Authorization Act of 1992 (P.L. 102-484). The Civilian Community Corps is authorized to recruit retired or former members of the military to be Corps leaders, and to utilize unused or abandoned military installations as summer and year round residential Corps sites for youth. It will be administered by the Commission on National and Community Service, and was appropriated \$30 million for FY1993. The National Guard civilian youth opportunities program is authorized to provide military-based training and supervised service in community and conservation projects to dropouts aged 16-18. Training is to be provided by State National Guardsmen, and the Department of Defense will administer the program. The program received an appropriation of approximately \$50 million for FY1993. Neither of these two programs is in operation yet.

In addition to the above programs, the Public Health Service administers the National Health Services Corps, which since its founding has placed over 16,000 health care providers in health professional shortage areas. The FY1993 appropriation for the health corps program is \$118.6 million. The Peace Corps, independently administered, offers international service opportunities and received an appropriation of \$218 million for FY1993. The Department of Education also offers service opportunities through three programs: innovative projects for community service (\$1.4 million for FY1993); student literacy corps programs at higher education institutions (\$5.3 million for FY1993); and urban community service (\$9.4 million for FY1993).

The Federal Government also offers partial loan forgiveness for employment or service in certain areas. The Perkins student loan program will forgive a certain percentage of a Perkins loan for:

- service in the VISTA or Peace Corps programs;
- for employment as a teacher in certain fields for schools serving high concentrations of economically disadvantaged students, or in special education;
- as a staff member of a head start program;
- as a law enforcement or corrections officer;
- as a nurse or medical technician; or
- as an employee with a family services agency serving high-risk children.

Also, a new demonstration program will provide forgiveness of Federal Family Education Loans (FFEL) for certain teachers, volunteers and nurses. This demonstration program was authorized at \$12 million for FY1993, but funding has not been made available yet.

Domestic Volunteer Service Act and National and Community Service Act Reauthorization Issues

The authorization of appropriations for the Domestic Volunteer Service (DVSA) and National and Community Service Acts (NCSA) expires at the end of FY1993. The Subcommittee on Select Education and Civil Rights of the House Committee on Education and Labor held a hearing on Feb. 25, 1993 on issues concerning reauthorization of both of these Acts. The hearing's objective, according to Subcommittee Chairman Major Owens, was to learn from existing models of full-time service, as Congress prepares to receive legislation from President Clinton for a new program. Witnesses included leaders of several conservation and youth corps programs and current and former VISTA volunteers. Panelists recommended using States as the overall administrative unit for programs including any new Clinton Administration program, and possibly placing oversight of all national service initiatives under one agency such as the Commission on National and Community Service.

In discussing the reauthorization of the DVSA, Congress may examine the extent to which the 1989 amendments to the DVSA have been met. Those included requiring ACTION to spend a portion of its funding on national recruitment and placement of volunteers. Congress also may examine any available evaluation results of the new NCSA programs or similar non-Federal programs.

Issues

Debating the merits and dimensions of a new large national service proposal as outlined by President Clinton raises many questions. For example, how will a new national service program be linked to Federal student loans? Other questions concern the use of the post service benefit, the types of national service opportunities, the characteristics of participants, and the size, cost, and administration of the program.

National Service and Federal Student Loans

President Clinton proposes linking the Federal student loan or FFEL program to his national service plan in two ways. One is to provide student loan forgiveness for participation in a national service project. The other is to encourage employment in low-paying public service jobs through authorizing student loans to be repaid on the basis of the borrower's annual income, known as "income contingent" repayment. The FFEL program is the largest source of Federal funding to postsecondary students and such changes could provide new incentives for young people to attend postsecondary school and participate in national service. At this time however, much is unclear about the precise relationship between the FFEL program and the national service proposal.

Major issues relating to the loan forgiveness aspect of the Clinton Administration plan concern who should be eligible for forgiveness, for what type of service, and how much of their loan should be forgiven. These questions are critical because loan forgiveness, effectively turning a loan into a grant, is costly. Currently over 4 million students borrow FFELs, presumably the primary type of loans that would be forgiven. The Administration envisions a program benefiting 100,000 persons by FY1997 with possible loan forgiveness of up to \$6,300. Such parameters would obviously require restrictions on eligibility. By what means would the program limit participation --

income level, educational status, or simply a lottery-type application process? Would participants receive benefits only after completing the job or would the end of service benefit be prorated for non-completers? Would the annual benefit be a flat amount or a proportion of debt up to a certain level?

Another question is whether loan forgiveness would be a sufficient "draw" to attract applicants for national service. Average student loan debt is \$5,000, and studies on student debt burden conclude that most borrowers have no problem repaying student loans. Also, data on participation in student aid programs suggest that devoting one or two years to national service may not be a viable option for many borrowers, given that fewer than half of current post-secondary students are 18-22 year-olds attending college full-time. Many more students have families, are older, work part-time, or have pursued postsecondary education only to improve job prospects. Would these "non-traditional" students want to or be able to work for minimum wage in exchange for forgiveness of Federal education loans that probably do not cover their entire education costs?

Income contingent loan repayment presents a different set of issues. One question is whether it is necessary, given alternative payment options already available to student loan borrowers such as graduated/income sensitive repayment schedules and loan consolidation. Another issue is the added cost the option implies for borrowers, particularly those with high debt to income ratios and the most appropriate Federal subsidy for such borrowers. Still another is whether it is necessary or advisable to involve the U.S. Internal Revenue Service (IRS) in collections, particularly if income contingent repayment is optional for borrowers and only a limited number choose the alternative.

Post Service Benefit

The idea of national service in exchange for vouchers redeemable for college is not new. A demonstration program authorized by the National and Community Service Act awarded grants to eight States in FY1992 to conduct this and other projects. However, in that program vouchers can also be redeemed for training, and down payment on a home. Some advocates have suggested allowing the post service benefit also to be used as seed money for a business. Proponents argue that increasing the types of activities the post service benefit can pay for could increase the amount and types of youth attracted to the program. It also can be argued that limiting the post service benefit to only college raises equity issues. Not every young person wants to go to college. Although President Clinton has mentioned being able to use the benefit for "other post secondary education" and "training" no specifics have been forwarded.

National Service Placements

For national service to accomplish its goals of building civic responsibility proponents emphasize that participants must have significant jobs, not just "make-work" tasks. How can a large program guarantee significant work for volunteers? What protections would existing public sector employees, particularly low-wage and low-skilled workers, have from job displacement? Although some unions have been optimistic about small programs, such as City Year in Boston (this program had approximately 200 members in 1992), a larger national service program could present

problems for them. President Clinton has stated that legislation for the program will include strict non-displacement and non-duplication provisions.

It is also unclear what types of national service placements volunteers would receive. President Clinton has mentioned the areas of education, public health, environmental protection and public safety. The Commission on National and Community Service recommends that youth and conservation corps, which are successful in reaching urban and rural disadvantaged youth could easily be expanded. An earlier Ford Foundation study estimated that there is a potential need for 3 million service participants working primarily in education, child care, and health care.

Peter Edelman's testimony before a House Appropriations subcommittee, suggested more specific uses of volunteers. They included: assisting health care providers in implementing immunization programs for young children; individualized literacy programs; education enrichment activities for children at risk of dropping out of school; and projects to test entire neighborhoods for lead paint. Although there may be a need for people in these areas, there could be problems with certain placements. For example, President Clinton has mentioned having some participants augment police forces, but each State has different qualifications for police officers and young participants may not meet those qualifications. It is also unclear that youth trained for a few weeks could help in testing for lead paint.

In addition, what would a new program do to address the problem of attrition? The average length of stay in full-year youth corps programs is approximately seven months with corps members leaving for various reasons. These include leaving for employment purposes or to enroll in a full-time vocational or academic program. What effect would attrition have on program operations? Would participants be penalized for failing to complete the program?

National Service Participants

President Clinton has mentioned that the new program would allow youth to participate before, during and after college. However, it is unclear how many participants would come from each category. Some argue that many high school graduates are emotionally unprepared for college and a year of intensive service would afford them valuable time before college. Others argue that participants with college experience would have more skills to offer a service program than a recent high school graduate. President Clinton has also mentioned that his program would strive for a strong class, racial, and ethnic mix, which has worked well in programs like City Year and Youthbuild. However, would the economic incentives provided by this new program appeal more to low-income youth? How would one achieve a mix? Is a mix desirable when there are limited resources and very needy youth?

Another issue is whether all participants should have to work full-time. Could a program include some post-college part-time participants? For some recent graduates, especially those with families, a more appealing option might be to volunteer part-time and have partial loan forgiveness over a longer time period.

There is also the issue of age. President Clinton's proposal appears to focus exclusively on the young by including links to student loans. Many would argue that all ages should be allowed to participate in a large scale national service program.

Given that there are existing Federal service programs that allow older people to volunteer, should Congress appropriate more funding for these programs?

Cost and Size

There is some debate over how many people a new program could accommodate. It is not clear if the 100,000 participants that President Clinton says the program could accommodate in the next few years is feasible. Would that many people want to participate? Could a large program place that many individuals in quality service slots? The Commission on National and Community Service recently stated that it **would** be feasible to expand the number of national service opportunities to approximately 100,000 within a few years. However, the Commission states that reaching this number would require adequately addressing the following aspects: administrative and community leadership development, program development, training and support, and network coordination. The National Commission on Responsibilities for Financing Postsecondary Education recently recommended that 50,000 students be involved in a new service program.

The average annual cost per participant in a national service program is estimated by the Commission on National Service to be \$20,000 assuming living allowance, health benefits, administration and an end-of-service benefit. Exactly what types of benefits during service would participants receive? Aside from a living allowance, health insurance, and possibly child care, should workers compensation be provided? Can the Federal Government afford national service? The Clinton Administration estimates spending \$7.4 billion on the program from FYs 1994-1997, starting with \$394 million requested for FY1994. Would the program require matching funds from States and local communities? Instead of instituting a large new program, would it be better to slowly expand the existing volunteer programs with appropriate incentives and provisions for modifications?

Administration, Coordination, and Congressional Oversight

President Clinton has stated that he does not want to reinvent the wheel; that he wants to use the existing State and local infrastructures to administer a new program. A Federal entity would have to administer the program at least through administering Federal appropriations, possibly coordinating evaluations, and maintaining relationships with Congress and the White House Office of National Service. Should a new Federal entity administer the program or should it be given to ACTION, or the Commission on National and Community Service, or another agency? Should existing programs be merged with a major new national service effort? Would there be a way to use the best administrative attributes of existing service-oriented agencies like ACTION and the Commission to the benefit of a new program?

ACTION was created as the Federal domestic volunteer agency and has an extensive decentralized field office system with Federal offices in most States. Although the field offices could help a new program in recruiting and placing new volunteers, the agency's administration has been mired in controversy especially since former President Reagan tried to dismantle the agency in the early 1980s. The Commission on National and Community Service has received praise for administering its grants with a small staff and a 21 member bipartisan experienced board. However, it could be hard to make

decisions with such a large executive board, and the Commission staff might have to be expanded greatly to accommodate a new Clinton administration proposal.

Regardless of who administers the program, volunteers in existing Federal programs receive varying types and amounts of benefits, which could raise equity issues. Should Congress examine the differences among various programs to determine if participants are being treated equitably? For example, should living allowances among programs be equal? Currently, the living allowance for VISTA volunteers, by law, is at least 95% of the HHS poverty guideline for a family of one (\$6,970 in 1993). However, living allowances for participants in programs operated by the Commission on National Service are, by law, not more than 100% of the HHS poverty guideline for a family of two (\$9,430 in 1993).

Various congressional committees have authorizing and funding jurisdiction over existing Federal service programs. Currently, funding for ACTION is provided through the Department of Labor, Health and Human Services, and Education and Related Agencies appropriation laws. Committees reporting ACTION authorizing legislation include the House Committee on Education and Labor (the Subcommittee on Select Education and Civil Rights has jurisdiction over VISTA and the Subcommittee on Human Resources has jurisdiction over the older American programs), and the Senate Committee on Labor and Human Resources.

Funding for the Commission on National and Community Service is provided through the Department of Housing and Human Development (HUD), Veterans Affairs (VA), and Related Agencies appropriation laws. Committees reporting authorizing legislation include the House Committees on Education and Labor, Banking, Finance and Urban Affairs, Foreign Affairs, and Natural Resources, and the Senate Committee on Labor and Human Resources.

It is unclear which of the above committees would be given jurisdiction over a potential Clinton administration proposal. If the proposal includes a link to Federal education loans the House Education and Labor Subcommittee on Post-Secondary Education and Training or the Senate Labor and Human Resources Subcommittee on Education, Arts and Humanities have jurisdiction over the student loan programs.

LEGISLATION

H.R. 651 (English)/S. 233 (Boren)

Extend the authorization of appropriations for the Civilian Community Corps Demonstration Program. H.R. 651 introduced Jan. 27, 1993; referred to the committee on Education and Labor. S. 233 introduced Jan. 27, 1993; referred to Committee on Armed Services.

H.R. 1004 (Shays)

Establish program of mandatory national service for young people. Introduced Feb. 18, 1993; referred to Committees on Education and Labor, Post Office, Ways and Means, Energy and Commerce, and Foreign Affairs.

H.R. 1193 (Kennelly)

Establish a program of voluntary national service for young people and senior citizens. Introduced Mar. 3, 1993; referred to Committees on Armed Services, Education and Labor, Veterans Affairs, Ways and Means, and Foreign Affairs.

S. 240 (Bumpers)

Accelerate implementation of loan forgiveness incentives for student borrowers who perform certain full-time, low paid national community service. Introduced Jan. 27, 1993; referred to Committee on Labor and Human Resources.

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House Committee on Education and Labor, Subcommittee on Human Resources. Reauthorization of the Domestic Volunteer Service Act: Title II -- Older American Volunteer Programs. Mar. 24, 1993.

House Committee on Natural Resources, Subcommittee on National Parks, Forests, and Public Lands. Oversight Hearing on The American Conservation Corps and Youth Conservation Programs on Federal, State and Local Lands. Feb. 18, 1993.

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