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[H.R 2010-Becerra Amendments] [loose]

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H.L.C.

JUNE 8, 1993

**AMENDMENT OFFERED BY MR. BECERRA
TO THE AMENDMENT IN THE NATURE
OF A SUBSTITUTE TO H.R. 2010**

(Page & line nos. refer to Committee Substitute)

Separate amendment

Page 47, beginning line 24, strike "such as" and insert "to include".

Separate amendment

Page 49, after line 25, insert the following new subparagraph (and redesignate subsequent subparagraphs accordingly):

- 1 ^{and serve} "(E) programs or projects which serve a
- 2 significant percentage of economically dis-
- 3 advantaged or underserved populations;

*should be
re-drafted as a
separate amendment*

Page 186, after line 7, insert the following new paragraph (and redesignate subsequent paragraphs accordingly):

- 4 "(4) REQUIRED REPRESENTATION.—Not less
- 5 than 1/3 of the members of the State Commission of
- 6 a State shall consist of individuals with experience
- 7 or expertise in serving the needs of youths who—
- 8 "(A) are economically disadvantaged;
- 9 "(B) from minority group backgrounds;

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H.L.C.

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- 1 “(C) are school dropouts; or
 - 2 “(D) have limited English proficiency; or
 - 3 “(E) are youths with a disability.
-

pg. 17 line 9 - new (13) - renumber existing (13) as (14)

"(13) a program conducted by a not-for-profit organization that provides participants with opportunities to develop community service values and skills by performing the following services:

(a) public education and outreach (including the dissemination of information to individuals) to legal permanent residents of the United States regarding the requirements, responsibilities or opportunities of United States citizenship and naturalization; or

(b) services to assist such legal permanent residents in initiating or completing the procedures to become a U.S. citizen; or

(c) U.S. citizenship educational, instructional, or testing services."

BECERRA AMENDMENTS CONT'D

5. pg 53, line 14, add new (g) to read:

"(g) Probation and Punitive Action.- Upon the release of the evaluation established under this section (134), the Corporation shall place (require within 30 days or leave to discretion of Corporation?) all states not serving, in the estimation of the Corporation, a significant number of economically disadvantaged individuals on probationary status.

The Corporation shall also place on probationary status states/state commissions which the evaluation shows have not allocated 50% of total amount of funds allocated to programs or projects operating in areas described in Sec. 133(e) or Sec. 133(c)(6).

Option A - Prescriptive

The Corporation shall notify states/state commissions placed on probation within 30 days of the release of the evaluation of their probationary status.

Within 60 days of the release of the evaluation, the Corporation shall provide to each state/state commission goals of percentage or number of economically disadvantaged individuals to be served within the program year in order to be removed from probationary status.

The state/state commission shall, within 60 days of being notified of being placed on probation, provide to the Corporation a strategic plan to increase the number of economically disadvantaged individuals being served and/or the percentage of programs taking place in areas described in Sec. 133(e).

The Corporation will review and approve or disapprove the state strategy and notify the state/state commission within 30 days of receiving the strategic plan. The state/state commission must submit a new strategic plan if the initial one has been rejected.

The Corporation may provide technical expertise and staff to assist the state/state commission.

Option B - General

Require Corporation to develop a plan and timetable to: notify the state/state commission of its being placed on probation; develop guidelines and timetable for states/state commissions to develop a strategic plan; establish a process to provide technical expertise and staff if necessary; establish a process to review and/or revise state strategic plans.

BECERRA - Probation and Punitive Action Amendment Cont'd

Outcome (Following either Option A or B)

If within one year of being notified of its probationary status, the state/state commission has not, in the opinion of the Corporation, achieved the Corporation's goals for serving economically disadvantaged individuals, the Corporation is empowered to: reduce the size of both competitive and population grants awarded to state/state commission; and/or dissolve the existing state panel and require the Governor to appoint a new panel.

(Cover Page)
(Amendments)
(Explanation of Amendments)

Purpose.

(1 -- as in bill) The purpose of H.R. 2010 is to establish a Corporation for National Service, enhance opportunities for national service, and provide national service educational awards to persons participating in such service.

(2 -- more evocative) The purpose of H.R. 2010 is to offer Americans of all backgrounds opportunities to meet unmet needs, improve their own skills, and build a sense of community through national service.

(Table of Contents)
(Committee Action)

Summary.

H.R. 2010, as amended, provides that:

-- a Corporation for National Service shall be established, combining the Commission on National and Community Service and the ACTION agency;

-- a new national service program shall offer Americans of all backgrounds opportunities to meet unmet needs through national service, and to receive stipends and educational awards in return;

-- the Serve-America program for school-age youth and the Higher Education Innovative Programs shall be amended and reauthorized.

-- the Domestic Volunteer Service Act shall be amended and reauthorized.

Statement.

It has long been recognized that in order to maintain the rights of citizenship, Americans must exercise its responsibilities as well. Thomas Jefferson expressed the American ideal of service when he wrote that "a debt of service is due from every man to his country." National service has played a prominent role throughout American history.

Service aims to meet the unmet needs of the Nation. Equally important, it expresses the significance that citizens vest in meeting those needs, the sense of citizenship that American democracy requires. In service, Americans bridge racial, economic

and class divisions, and through common experiences achieve common purposes.

History

Beginning with the Homestead Act, many of the country's greatest legislative achievements have called Americans to serve and offered earned awards in return for vital service. In the 1930s, President Roosevelt established the Civilian Conservation Corps, involving more than four million Americans in service over more than a decade. Throughout the 1930s, the CCC offered valuable skills and a living wage to those who participated. Equally in the work it performed, the CCC provided valuable benefits to society: many of the 40,000 bridges constructed and two million acres of land reforested by the CCC provide benefits to this day.

After World War II, the GI Bill enabled [how many?] millions of veterans to go to college, helping develop the educated workforce that inaugurated a period of great economic growth for America. Like the aid offered under the Montgomery GI Bill today, the educational assistance provided by the original GI Bill was not an entitlement given by virtue of economic status; it was an award earned through service to Nation. The GI Bill is widely recognized as one of America's most popular and successful educational investments.

In the 1960s, the Peace Corps and VISTA mobilized the idealism of young people in that era for important purposes both in America and abroad. President John F. Kennedy captured the civic spirit that these programs embodied with his challenge, "Ask not what your country can do for you; ask what you can do for your country." While also receiving a basic stipend to enable people of all backgrounds to serve, graduates of the Peace Corps and VISTA gained something more important: a new sense of citizenship and commitment to country. In many cases returned Peace Corps Volunteers or VISTA alumni entered distinguished careers in public service. The Peace Corps and VISTA remain important service programs today.

The virtues of all these initiatives -- the vital work performed; the educational award earned; and the spirit of citizenship developed -- are combined in this Act's national service initiative.

Recent Developments

This legislation does not only join a long American tradition of legislating support for service. It builds on a growing grassroots commitment to serve America's communities. In the last 15 years, the national service movement has come to include millions of diverse Americans in service of all forms. Sometimes with and sometimes without government assistance, this

"people-powered" movement embodies the American spirit of civic responsibility. It takes a variety of forms.

Part-time voluntary service

According to Independent Sector, more than 94 million Americans now volunteer on a regular basis. Through civic and religious organizations around the country, volunteers meet critical unmet needs for which neither government nor the private sector would otherwise provide. In addition, national nonprofit organizations such as the Points of Light Foundation, the United Way, and the National Volunteer Centers facilitate giving and the competent provision of services.

Part-time, non-stipended service and full-time, stipended service complement one another. Each reflects a different commitment to service in a different context. A stipend can make it possible for those of limited means to serve over a long period of time, while those without stipends are often able to contribute importantly in a limited way while they meet a variety of other responsibilities. Non-stipended, voluntary service will likely remain important for years to come.

School-based youth service

There has been special growth in service among young Americans. A 1991 survey reported that 61 percent of 12-17-year-olds volunteer an average of 3.2 hours a week. The methods of service-learning, which ties classroom education to practical experience in serving others, have become integrated into curricula at elementary, secondary, and post-secondary institutions. In elementary schools, service-learning instills in school children an ethic of service that makes them want to serve when they get older. At a hearing, a teacher and assistant principal at Webster Open School in Minneapolis, Mary Noble, said:

A service ethic doesn't automatically happen at age 17 or 18. It starts much earlier, and it should therefore be a part of the K through 12 education program. It is a lifelong learning process. Students should learn to do service just as they learn to do reading and math.

Service-learning has begun to play an important role in school reform, tying communities and their schools more closely together, and developing an experiential component that makes learning both more enjoyable and more permanent.

Service programs on college campuses have grown equally rapidly. Administrations, faculty, and students are all increasingly involved. Organizations like the Campus Opportunity Outreach League and Campus Compact have rapidly expanded networks of community service organizations, increasing the programmatic emphasis on sustaining commitments and ties to communities as

well. Campus Compact estimates that at its 305 member schools alone, more than 140,000 students provided about 8.5 million hours of service. Institutions as diverse as Maricopa Community College in Mesa, Arizona, Brown University, and Spelman College offer models for college-based community service programs.

Full-time service

Full-time national service has flourished in recent years, with a diversity of program models developing to meet different types of local needs. In most efforts, small stipends and limited benefits are offered in order to allow diverse participation, particularly among low-income youths. Without such living allowances, only the wealthy and the retired would be able to serve full-time.

Service and conservation corps now enroll more than 13,000 young people. Programs like Youthbuild and the Los Angeles Conservation Corps provide at-risk youths with important skills while also offering valuable services to communities, such as building quality low-income housing, providing home health care for the elderly, and cleaning up urban parks, gardens, and playgrounds. Diverse community corps, such as City Year and the Delta Service Corps, provide a life-transforming common experience for high school drop-outs, college graduates, and often Older Americans alike. The VISTA program, and new models with enhanced group components such as Public Allies, offer primarily individual placements in local non-profit organizations aiming to alleviate poverty. Specialized post-college initiatives, such as Teach for America, offer highly skilled services in areas that most need them.

While not formally recognized as providing "national service" opportunities, thousands of organizations nationwide offer services to meet unmet needs that, with some adjustment, could become part of national service initiatives. Head Start centers, family support programs, community health centers, public housing agencies, police departments, elementary and secondary schools, and conservation organizations all provide a wealth of opportunities for service. Such community-based organizations provide an important part of the organizational basis for the expansion of national service programs.

Federal role

The rhetoric of public/private partnerships achieves successful reality in many national service initiatives. Unlike past programs such as the Civilian Conservation Corps, which were funded and operated exclusively by the federal government, the new national service initiatives receive support from every sector of American society. Many are operated by non-government entities, and the best rely on the communities they serve for input and direction. In these instances, the Federal government often provides a crucial source of financial support.

Importantly, however, the government invests in programs rather than operating them; it measures and rewards success instead of trying to achieve it itself; it provides an overall direction to programs without eliminating flexibility; and it acts as one investor among many, not market monopolist. The Committee strongly supports these trends, which, not incidentally, limit the size of bureaucracy and focus Federal expenses in communities instead of Washington.

Many programs, such as Public Allies and City Year, began with private support from foundations and businesses, yet have expanded and improved because of Federal assistance. Other initiatives, such as the California Conservation Corps and PennSERVE, rely on state funding. Others are rooted in local non-profit organizations with entirely localized funding bases. And others rely on support from other Federal sources such as the Job Training Partnership Act or the Department of Defense's readjustment programs.

With the enactment of the National and Community Service Act in 1990, the Government created a second primary stream of Federal support for service alongside the programs of the ACTION agency. Together, the Commission on National and Community Service and ACTION offer limited but significant Federal support for service initiatives.

Through the new Commission, the Government offers financial support to high-quality programs in all of the "streams of service," including K-12 service-learning programs, college-based community service, and full-time national service initiatives. In 1991, the Commission distributed funds to 47 states for service learning, and awarded 58 grants that will provide service opportunities in more than 200 college universities. It provided twenty-four states and localities and six Indian tribes with funds to develop, support, and expand youth corps programs. The Commission also provided support to eight model national service programs in 1992, and plans to fund 14 such initiatives in 1993.

The Commission's work builds on that of the ACTION agency. ACTION currently enrolls 3,300 Americans in the VISTA program, who provide service in alleviating poverty in all 50 states. Among senior volunteers, there are approximately 12,000 participants in the Senior Companion Program, 23,000 in the Foster Grandparent Program, and more than 435,000 in the Retired Senior Volunteer Program. Nearly half a million Americans contribute XX billions of hours of service through the programs of the ACTION agency.

In combining the ACTION agency and the Commission into the Corporation for National Service, the Act aims to retain what is strongest in both agencies for the purposes set out in the statute.

Goals of the Act

This Act has two central goals: (1) to benefit communities by meeting their unmet environmental, educational, human and public safety needs; (2) to enhance the lives of participants by enabling them to develop a service ethic, enhancing their bonds to their communities and country, improving their skills and, in the case of the full-time program, providing educational awards.

The Act supports all the "streams of service," amending and expanding the K-12 service learning program and the higher education service program; establishing the new national service program by combining subtitles C and D of the National and Community Service Act; amending and reauthorizing the Domestic Volunteer Service Act, including the VISTA and Older Americans Volunteer Programs; and reauthorizing support for the Civilian Community Corps and Points of Light Foundation.

Meeting unmet needs

The Committee strongly believes that national service work must meet unmet needs that would not otherwise be met by the Government or the private sector. For this reason, national service cannot displace existing workers; doing so would imply that instead of meeting unmet needs, it is meeting needs that were already being met while creating new problems. At the same time national service cannot represent "make-work," "picking up gum wrappers," that offers no tangible benefits to communities.

The Committee is well aware of the failures on both these accounts, perceived and real, of the Comprehensive Employment and Training Act (CETA). The Act has a variety of protections to prevent a repeat of CETA's problems. Funds are allocated on a competitive basis to ensure that only the best programs receive support. Measurable goals must be defined in terms of community impacts, not number of individuals employed. High performance and independent evaluation are required. Union consultation and, in some cases, concurrence, are included to ensure that national service does not become a source of cheap labor that displaces existing workers. And strong provisions to prevent waste and fraud are included (see below).

There are four areas in which national service initiatives may meet unmet needs: education, the environment, human needs, and public safety. While these areas enable national service programs to attack a wide range of problems, in every case, work performed must provide essential services.

[slug in more on unmet needs]

Helping participants

With regard to participants, national service can offer a variety of benefits. For those who have not finished high school or have graduated but not considered post-secondary education, national service can provide essential skills, ranging from

particular trades to general work habits. In addition, the educational award can offer much-needed assistance for job training or a two- or four-year college education. In many cases, the award will encourage youths who had not considered post-secondary education to think about and achieve that added education.

Others will mature in a year of service before college, gaining a self-discipline and sense of purpose that will serve them well throughout their college years. Joseph Duffey, former president of American University in Washington, D.C., has estimated that perhaps one fourth of entering freshmen are unprepared to gain all they can from college. National service can help prepare them.

Those who serve after post-secondary education can pay off outstanding loans or save up awards for post-graduate work, while also learning about a career path, gaining perspective on their life options, and meeting important needs in their communities that require significant education. Through a year or two of national service, those who serve after college can lighten or remove the debt loads that otherwise impede too many career choices.

All those who serve will develop a sense of civic responsibility. As their ties to their communities grow, their lives will increase in depth. Those who serve America will learn the good of helping fellow citizens that transcends race, religion, gender or income. In service together, they will see the barriers that separate them from others lower, and feel the common values that join them strengthened.

Diversity of participation

The Committee intends for participants with a broad range of educational attainments, ranging from high school dropouts to professional school graduates.

Because the national service program is a citizenship initiative designed to strengthen the spirit and the communities that unite Americans, the Committee strongly believes that the program should be made broadly available to a wide variety of Americans. While the Committee strongly supports means-tested education aid and job training, national service is a different program with different goals. In particular, one important program model is the diverse community corps, in which suburban middle-class college graduates and poor urban dropouts can come together for the shared purpose of service. Even when diverse individuals do not serve together in a program, however, their presence together in the national service initiative will signal the Nation's shared commitment to meeting certain needs. For this reason, the program is designed to attract both pre- and post-college participants of varied race, religion, region and income.

The Committee believes that the national service initiative must consistently target areas where needs are greatest, such as economically and environmentally distressed areas and areas adversely affected by defense conversion and national trade policies. In order to increase the program's facility in meeting local needs, the Committee believes it can be beneficial for participants to be recruited from the areas they serve. Whether or not this occurs, there should be a great deal of consultation programs and communities served.

The initiative is designed to allow for both local design and national direction. The Committee recognizes the importance of creating a national identity for national service programs, so that the gains of national service are clear to the public, and at the same time the shared feature of all programs are known to the participants. At the same time, the Committee believes that national service should enable communities to design and implement solutions to meet their own particular needs. National identity and prioritization, on the one hand, and local direction and flexibility, on the other, should both be achieved by this legislation.

While flexibility for local implementation is important, the Committee also believes that programs must show measurable results, that inferior programs should be improved or eliminated rapidly, and that waste, fraud, and abuse can have no place in the national service initiative. For this reason, the Committee believes that the Corporation for National Service must firmly implement all provisions to require measurable results and prevent fraud.

Examples of national service

A great variety of model programs are possible under this legislation. All must share the basic goals and features of national service: meeting unmet needs in one of the four areas; improving the lives of participants by developing their sense of citizenship; and not displacing existing workers.

Certain models are well-established, such as conservation corps, youthbuild programs, and individual placement programs like VISTA. There are many other existing efforts, which, while not currently considered under the national service rubric, can easily be adjusted to fit within it. Though national service cannot and should not replace other initiatives specifically targeted at particular needs, it can provide essential additional support. It is the hope of the Committee that, in the words of Martha Diepenbrock of the Los Angeles Conservation Corps, national service will come to be viewed by professionals and communities with a variety of concerns as "a way to get our priorities done."

The Committee believes that a wide variety of national service programs are desirable, both to determine what works best

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House of Representatives

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30TH DISTRICT, CALIFORNIA

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SECONDARY, AND VOCATIONAL EDUCATION

SUBCOMMITTEE ON POSTSECONDARY
EDUCATION AND TRAINING

SUBCOMMITTEE ON LABOR-
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Rough Lang. on Probationary + Positive action
as result of 2 yr study. Call me & let
me know what you think. Need to get it & by. Cool
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BECERRA AMENDMENTS CONT'D

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BECERRA - Probation and Punitive Action Amendment Cont'd

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The rhetoric of public/private partnerships achieves successful reality in many national service initiatives. Unlike past programs such as the Civilian Conservation Corps, which were funded and operated exclusively by the federal government, the new national service initiatives receive support from every sector of American society. Many are operated by non-government entities, and the best rely on the communities they serve for input and direction. In these instances, the Federal government often provides a crucial source of financial support.

Importantly, however, the government invests in programs rather than operating them; it measures and rewards success instead of trying to achieve it itself; it provides an overall direction to programs without eliminating flexibility; and it acts as one investor among many, not market monopolist. The Committee strongly supports these trends, which, not incidentally, limit the size of bureaucracy and focus Federal expenses in communities instead of Washington.

Many programs, such as Public Allies and City Year, began with private support from foundations and businesses, yet have expanded and improved because of Federal assistance. Other initiatives, such as the California Conservation Corps and PennSERVE, rely on state funding. Others are rooted in local non-profit organizations with entirely localized funding bases. And others rely on support from other Federal sources such as the Job Training Partnership Act or the Department of Defense's readjustment programs.

With the enactment of the National and Community Service Act in 1990, the Government created a second primary stream of Federal support for service alongside the programs of the ACTION agency. Together, the Commission on National and Community Service and ACTION offer limited but significant Federal support for service initiatives.

Through the new Commission, the Government offers financial support to high-quality programs in all of the "streams of service," including K-12 service-learning programs, college-based community service, and full-time national service initiatives. In 1991, the Commission distributed funds to 47 states for service learning, and awarded 58 grants that will provide service opportunities in more than 200 college universities. It provided twenty-four states and localities and six Indian tribes with funds to develop, support, and expand youth corps programs. The Commission also provided support to eight model national service programs in 1992, and plans to fund 14 such initiatives in 1993.

The Commission's work builds on that of the ACTION agency. ACTION currently enrolls 3,300 Americans in the VISTA program, who provide service in alleviating poverty in all 50 states. Among senior volunteers, there are approximately 12,000 participants in the Senior Companion Program, 23,000 in the Foster Grandparent Program, and more than 435,000 in the Retired Senior Volunteer Program. Nearly half a million Americans contribute XX billions of hours of service through the programs of the ACTION agency.

In combining the ACTION agency and the Commission into the Corporation for National Service, the Act aims to retain what is strongest in both agencies for the purposes set out in the statute.

Goals of the Act

This Act has two central goals: (1) to benefit communities by meeting their unmet environmental, educational, human and public safety needs; (2) to enhance the lives of participants by enabling them to develop a service ethic, enhancing their bonds to their communities and country, improving their skills and, in the case of the full-time program, providing educational awards.

The Act supports all the "streams of service," amending and expanding the K-12 service learning program and the higher education service program; establishing the new national service program by combining subtitles C and D of the National and Community Service Act; amending and reauthorizing the Domestic Volunteer Service Act, including the VISTA and Older Americans Volunteer Programs; and reauthorizing support for the Civilian Community Corps and Points of Light Foundation.

Meeting unmet needs

The Committee strongly believes that national service work must meet unmet needs that would not otherwise be met by the Government or the private sector. For this reason, national service cannot displace existing workers; doing so would imply that instead of meeting unmet needs, it is meeting needs that were already being met while creating new problems. At the same time national service cannot represent "make-work," "picking up gum wrappers," that offers no tangible benefits to communities.

The Committee is well aware of the failures on both these accounts, perceived and real, of the Comprehensive Employment and Training Act (CETA). The Act has a variety of protections to prevent a repeat of CETA's problems. Funds are allocated on a competitive basis to ensure that only the best programs receive support. Measurable goals must be defined in terms of community impacts, not number of individuals employed. High performance and independent evaluation are required. Union consultation and, in some cases, concurrence, are included to ensure that national service does not become a source of cheap labor that displaces existing workers. And strong provisions to prevent waste and fraud are included (see below).

There are four areas in which national service initiatives may meet unmet needs: education, the environment, human needs, and public safety. While these areas enable national service programs to attack a wide range of problems, in every case, work performed must provide essential services.

[slug in more on unmet needs]

There is an added benefit which service can provide communities -- a new spirit of responsibility that inspires all the residents to work for an improved future. As Secretary of the Interior Bruce Babbitt stated in testifying before the Committee:

The presence of volunteers in a community has a ripple effect that somehow tends to awaken communities toward the possibilities of mutuality and reciprocal obligations ... It infuses a remarkable spirit into the community.

Helping participants

With regard to participants, national service can offer a variety of benefits. The Committee intends for the national service initiative to include participants with a broad range of educational attainments, ranging from high school dropouts to professional school graduates. All these can gain from national service in different respects.

For those who have not finished high school or have graduated but not considered post-secondary education, national service can provide essential skills, ranging from particular trades to general work habits. In addition, the educational award can offer much-needed assistance for job training or a two- or four-year college education. In many cases, the award will encourage youths who had not considered post-secondary education to think about and achieve that added education.

Others will mature in a year of service before college, gaining a self-discipline and sense of purpose that will serve them well throughout their college years. Joseph Duffey, former president of American University in Washington, D.C., has estimated that perhaps one fourth of entering freshmen are unprepared to gain all they can from college. National service can help prepare them.

Those who serve after post-secondary education can pay off outstanding loans or save up awards for post-graduate work, while also learning about a career path, gaining perspective on their life options, and meeting important needs in their communities that require significant education. Through a year or two of national service, those who serve after college can lighten or remove the debt loads that otherwise impede too many career choices.

All those who serve will develop a sense of civic responsibility. As their ties to their communities grow, their lives will increase in depth. Those who serve America will learn the good of helping fellow citizens that transcends race, religion, gender or income. In service together, they will see the barriers that separate them from others lower, and feel the common values that join them strengthened.

Diversity of participation

The Committee strongly believes that opportunities to perform national service should be made available to Americans of diverse age, income, race and region. In two respects related to its goal of fostering good citizenship, the national service

program is importantly different from means-tested education aid and job training. First, like the GI Bill, national service embodies the American idea of reciprocal responsibility -- that those who give to their country have earned something in return. The opportunity to serve and earn a benefit through civilian service, like the chance to do so through military service, should be offered regardless of race or income.

Second, national service is designed to unite Americans from diverse backgrounds in a common learning experience and endeavor. In particular, one important program model is the diverse community corps, in which suburban middle-class college graduates and poor urban dropouts can work side by side, learning about each other and their shared communities. While City Year is best known as such a program, there are many other recently developed programs which are successfully incorporating the goal of diversity, such as the East Bay Conservation Corps and New Orleans Summerbridge. And even when an individual program is not diverse, however, diverse participants from different programs can think of themselves as parts of a single effort to improve their Nation. National service must be a shared effort by all sectors of society.

At the same time, the Committee strongly believes that the national service initiative must consistently target areas where needs are greatest, and that there must be strong participation from these underserved communities. Programs that include local participants will better understand their communities' needs. The legislation requires at least 50 percent of programs to be located in areas of greatest need, such as economically or environmentally distressed areas, areas adversely affected by defense conversion or national trade policies, and areas experiencing reductions in population or high unemployment. In these instances, there will be a priority for programs that recruit participants from distressed areas, though the Committee believes that there may be benefits to participants from other areas as well. Special efforts should be undertaken to recruit disadvantaged and at-risk participants, who may be hard to reach and recruit, yet who can offer and gain much from national service. Whatever the status of participants, there should be a great deal of consultation with individuals and communities to be served.

Organizational Issues

The Act establishes for Government the role that David Osborne and other proponents of "reinventing government" have advocated: "steering" instead of "rowing"; promoting competition instead of allowing monopoly; and rewarding results while offering flexibility. At the same time, the Act is designed to ensure that waste, fraud and abuse are quickly identified and eradicated.

The Committee believes that national service must have a national identity. The program can become a lasting American institution only if the benefits of national service for communities and participants are made clear to the general public. In addition, the participants of national service programs must realize that they are not only working to meet local needs, but that they are part of a national effort. For both these reasons, the national service program as a whole must focus on meeting certain needs and providing certain experiences, which may be broadly defined yet should be readily identifiable. The Committee expects the Corporation to ensure that a national program identity is clearly established.

The legislation is designed to require measurable results from programs and to establish competitive mechanisms that multiply successes and eliminate failures. By design, the Act establishes no set-asides and no direct appropriations for programs; the Committee believes that these undermine the quality-driven competition that is essential to programming excellence. In its overall operation, the new program chiefly builds on the work of the Commission on National and Community Service in investing in programs instead of operating them. The Committee believes that this model, which minimizes federal bureaucracy and maximizes local involvement and responsiveness to change, will best be able to successfully and sustainably grow over time.

A broad variety of organizations and coalitions will be able to develop and operate programs, and will be offered the flexibility to design initiatives that meet local needs. The need for national identity and priorities is balanced against the importance of local direction and design.

The Committee strongly believes that waste, fraud and abuse can have no place whatsoever in a successful national service program. There are a variety of provisions to prevent such excesses. In the normal course of events, required evaluations with regard to measurable goals will be able to recognize successes and failures. These evaluations should rely not only on rigorous academic methods, but also on participant and community surveys that can elicit vital information. Training and technical assistance should be made widely available to ensure that programs understand the goals and requirements of quality national service programs. The Committee also recommends that the Corporation follow the practice of the Peace Corps and engage in frequent site visits, to recognize failures quickly and honestly and correct them. Finally, the Committee has established within the Corporation a strong Inspector General function, required decertification provisions for programs that misuse their funding, and vested responsibility for program integrity at both the State and Federal levels. All these provisions should ensure that abuses are recognized and dealt with rapidly.

Examples of national service

A great variety of model programs are possible under this legislation. All must share the basic goals and features of national service: meeting unmet needs in one of the four areas; improving the lives of participants by developing their sense of citizenship; and not displacing existing workers.

Certain models are well-established, such as conservation corps, youthbuild programs, and individual placement programs like VISTA. There are many other existing efforts, which, while not currently considered under the national service rubric, can easily be adjusted to fit within it. Though national service cannot and should not replace other initiatives specifically targeted at particular needs, it can provide essential additional support. It is the hope of the Committee that, in the words of Martha Diepenbrock of the Los Angeles Conservation Corps, national service will come to be viewed by professionals and communities with a variety of concerns as "a way to get our priorities done."

The Committee believes that a wide variety of national service programs are desirable, both to determine what works best and to meet the differing needs of different areas. The examples that follow, like those in the legislation, do not begin to exhaust the range of possibilities. They do indicate the diversity of potential program along all their axes: pre-college, post-college, post-graduate and mixed; existing programs, programs currently outside the national service rubric, and new programs; programs requiring extensive training and high skill levels, and programs requiring little training or specialized skills; and programs operated by non-profit organizations, state or local governments, or federal agencies.

Public Safety

In a variety of cities around the country, police departments are currently developing programs in which non-sworn police officers can still contribute significantly to public safety. Working closely with police departments and public housing authorities, and also freeing up regular officers to walk beats, "community service officers" (CSOs) can provide valuable assistance in non-hazardous public safety services. College graduates can be trained to handle minor investigations, analyze crime data, and engage in alternative dispute resolution. CSOs can also counsel crime victims and act as community liaisons, working with community groups and school children to organize prevention efforts, such as anti-drug initiatives and crime patrols.

Other crime-related initiatives could draw on diverse young people in community-based anti-crime activities. Youth as Resources and the National Crime Prevention Council are already engaged in such activities. In close partnership with local schools and anti-drug professionals (from counselors to cops), national service participants could form drug abuse prevention

teams to engage in a panoply of activities. The teams could include a range of students, from college graduates trained in psychology to high school dropouts and recovering crack addicts. Each would offer a unique perspective. Teams might spend some time developing a curriculum for drug education during and after school and then implementing it. At other times, team members might work one-on-one with at-risk youths. Part of the time, programs could run midnight basketball leagues to keep kids off the streets. And at still other times, teams might solicit private sector funding to develop billboard advertising videos on drug abuse, and other materials.

Education

There are similar opportunities in the fields of education and early childhood development. National service participants could, for example, provide invaluable assistance in Head Start and other child care programs. After receiving training in the summer after college, participants would be assigned in groups as assistant teachers in Head Start centers and other child care facilities for low-income families. Experienced teachers would act as mentors, and assistant teachers would work with small groups of children, developing their cognitive and social skills through sustained attention and education. In addition, the participants would provide services to parents -- literacy training, parenting education, etc. The assistant teachers would periodically meet to receive additional training, and move on to more challenging tasks when suitable.

In Chapter 1 schools that most need help, national service participants at a variety of education levels and in a variety of roles could significantly further efforts to improve education. Some could work with parents to ensure their involvement in their children's education. Others would serve as math or reading tutors. A third group would act as service-learning coordinators, arranging experiential community service activities to instill the service ethic in youths and involve schools in their communities. Participants who became interested in teaching careers would be able to receive additional training while serving. A few certified teachers might enter the schools through professional corps in fields like special and bilingual education.

Environment

Conservation corps represent a strong existing model for national service programs. These plant trees, build soil banks to prevent erosion, develop trails, revegetate heavily visited areas, and survey flora and fauna. Such programs primarily involve pre- and non-college participants, but college graduates with special training often serve as team leaders. The Committee hopes that this legislation will increase the quality and expand the scope of existing conservation corps.

There are other new and exciting models which might be implemented. For example, college graduates could work with businesses and consumers to devise strategies to reduce waste. After a summer of training, they would be assigned to cover a limited area where they would meet with employers, retailers, and building managers to develop plans for source reduction and recycling. Participants would continue working with these people, helping them meet their recycling goals. In areas where there are legal requirements for recycling, participants could work with local law enforcement agencies to ensure compliance. The overall goal of the program, however, would be to help people fulfill requirements before legal action becomes necessary.

Human Services

In the broad field of human services, there are a broad variety of possible programs. Programs like Habitat for Humanity and YouthBuild are already well-established. The latter, in particular, provides at-risk youth with remedial education, job training, and practical experience while building much-needed shelter for homeless and low-income individuals. By leveraging non-profit and private dollars, and by converting the "served" into "servers" in low-income communities, programs like YouthBuild accomplish greater good at less cost than traditional programs.

Other housing-related initiatives could include renovation of abandoned buildings for use as community centers and child care facilities. Some programs could not only build housing, but provide essential supportive services like counseling as well.

Health care is a field in which national service participants can make a particular impact. For example, national service participants without advanced degrees could become an integral part of the effort to improve health care in medically underserved areas. Working with a school of nursing or public health agencies to provide the training necessary, nonprofit community health centers could involve young people in a variety of health-related activities.

Some young people could provide daily services to the home-bound elderly, enabling to stay at home instead of being forced to enter a nursing home. These services might include the administration of medications, meal delivery, light housekeeping, and companionship. Other youths could provide outreach services as part of prenatal and immunization programs, making home visits, arranging for transportation, serving as translators, referring parents to substance abuse programs if needed, and so on. Still other youths could provide administrative assistance after hours in clinics, enabling them to stay open late to serve working parents.

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COMMITTEE ON APPROPRIATIONS

WASHINGTON, DC 20510-6025

JAMES H. ENGLISH, STAFF DIRECTOR
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April 5, 1993

Mr. Eli Segal
Director
Office of National Service
The White House
Washington, D.C. 20500

Dear Eli:

The Subcommittee on VA, HUD and Independent Agencies will hold a hearing on the President's Fiscal Year 1994 budget request for his National Service Program on Thursday, May 6, 1993 from 10 a.m. to 12:30 p.m. in SD-192. The Commission on National and Community Service will also testify during this hearing.

We would ask you to designate the Administration's witness who will testify at that hearing on behalf of the President's National Service Program as soon as possible once the President's budget request is formally submitted to Congress.

We look forward to working with you on this important national initiative.

Sincerely,



Barbara A. Mikulski
Chair
VA, HUD, and Independent
Agencies Subcommittee