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TRANSCRIPT OF PROCEEDINGS

UNITED STATES SENATE

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COMMITTEE ON LABOR AND HUMAN RESOURCES

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THE NATIONAL SERVICE TRUST ACT OF 1993

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Washington, D. C.

May 11, 1993

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THE NATIONAL SERVICE TRUST ACT OF 1993

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TUESDAY, MAY 11, 1993

U.S. Senate,

Committee on Labor and Human Resources,

Washington, D.C.

The committee met, pursuant to notice, at 10:35 a.m., in room SD-430, Dirksen Senate Office Building, Senator Edward M. Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Metzenbaum, Simon, Mikulski, Wellstone, Kassebaum, Coats, and Gregg.

OPENING STATEMENT OF SENATOR KENNEDY

The Chairman. We'll come to order.

We want to thank all the representatives of the various service corps from different communities around the country for their attendance here today. We're going to do our best to accommodate all of them; perhaps if our good friends in the press could move forward, we'll violate the fire laws for just a few hours this morning and permit our young volunteers to join us.

We apologize to our witnesses. We start our hearing at 10:30, and at 9:30, the Foreign Relations Committee is having a very important hearing on some of our very current foreign policies issues, as well as the Armed Services Committee, of which I am a member also. So we have done the best we could

1 to try and accommodate the different members' interests, and
2 we'll move as quickly as possible to the witnesses.

3 Today, we will be hearing testimony in support of the
4 President's program on voluntary national service. I think
5 all of us understand that one of the fundamental core values
6 of our society has been voluntary service, from the earliest
7 development of our country and its history. This Nation has
8 been at its best when it has served others.

9 All of us are very mindful of the strong commitment that
10 President Clinton has to this issue. He has raised it in
11 terms of his priorities as the President of the United
12 States. It is an issue that has had bipartisan support in
13 the past. Republicans and Democrats alike have been strongly
14 committed to community and national service. We had legisla-
15 tion from this committee on the community service program in
16 1990. So Republicans and Democrats alike have been strongly
17 committed not only at the national level, but at the State
18 and local levels as well.

19 So it is in that spirit that we consider the President's
20 proposal, and we are delighted to have the Secretary with us,
21 but before hearing from him, I will submit my full statement
22 for the record and recognize Senator Kassebaum.

1 23 [The prepared statement of Senator Kennedy follows:]

1 OPENING STATEMENT OF SENATOR KASSEBAUM

2 Senator Kassebaum. Thank you, Mr. Chairman.

3 I would like to hear the Secretary as well, and I would
4 ask that my full statement be made a part of the record.5 I would just add that I don't think there is anyone who
6 can quarrel with the concept of the national service initia-
7 tive. There are many who have been involved in one way or
8 another in community service, and I have always believed as
9 one feels a stake in his or her community, the one learns to
10 care and be a participant.11 I would just add, Mr. Chairman, that the administration's
12 proposal for creating national service program tied to
13 educational stipends is the part of the bill about which I
14 have the most concerns, and they are three-fold: the size of
15 the program and the rapid rate of expansion that is proposed;
16 the means by which it provides educational benefits; and the
17 potential creation of an additional bureaucracy that could
18 prove troubling.19 In the context of my full statement, I would like to ask
20 that a statement of Bruce Chapman be made a part of the
21 record--a scheduling conflict prevented him from testifying
22 today--and also an editorial, "What about Needy Students?"
23 from this morning's Washington Post.

— 24 Thank you, Mr. Chairman.

25 The Chairman. They will be so included. Thank you,

1 Senator.

2 [The prepared statements of Senator Kassebaum and Mr.

2,3,4 3 Chapman, and Washington Post article follow:]

1 The Chairman. Senator Pell is chairing the Foreign
2 Relations Committee, so I will place his statement in the
3 record. He regrets he is not able to be here.

5

4 [The prepared statement of Senator Pell follows:]

1 The Chairman. Senator Metzenbaum?

2 OPENING STATEMENT OF SENATOR METZENBAUM

3 Senator Metzenbaum. I just want to say I am pleased to
4 see Secretary Babbitt here, speaking for this program. I
5 know he has considerable personal interest in the subject. I
6 support the thrust of the legislation that is being proposed
7 and look forward to working with him and other members of the
8 administration. I think if we can move this program rapidly,
9 it will serve the Nation well.

10 Thank you, Mr. Chairman.

11 The Chairman. Thank you very much.

12 Senator Durenberger?

13 OPENING STATEMENT OF SENATOR DURENBERGER

14 Senator Durenberger. Mr. Chairman, I'm going to take
15 just a little bit of time, and I am going to ask that my
16 statement be put in the record.

17 I want to recognize Eli Segal, as well as the Secretary,
18 because as Mary McGrory pointed out this morning, we probably
19 wouldn't be here if it weren't for him--he is now called the
20 "toy tycoon"--but he has committed a large part of his life
21 to what comes after this day, and so I certainly want to
22 recognize that President's are great and they have high
23 recognition, but somebody is there to be the spirit, so I
24 want to add that recognition.

25 But second, I want to add another view. We are going to

1 hear from a couple of Minnesotans today, Mary Noble and Rob
2 Hurt, and I thank you for inviting them, because my cosponsor-
3 ship of this--my friend Nancy Kassebaum has already pointed
4 out a little bit of the problem that some of us have with
5 this, but it has nothing to do with the spirit. My cosponsor-
6 ship of this came with no reluctance for the spirit of this,
7 because I have been involved in this all of my life, but it
8 came--and during the course of this, Mr. Chairman, you are
9 going to hear me accent the tug between national service and
10 community service, and someday when you and I are alone
11 together, I'd like to talk to you about your brother, and I'd
12 like to talk to you about the 1960's, and the 1960's compared
13 to the 1990's. I think the Nation is different today. I
14 think the people of this Nation are different today, and I
15 think what the President is doing here, hopefully, is
16 capturing some of that difference. And I guess the bottom
17 line is that the notion of national service in 1960 was one
18 thing, and it was critically important, and God bless your
19 brother and your whole family for your commitment to it in
20 your life outside of government as well.

21 But today, the thing that is slipping away from so many
22 of us is the sense of community. And I am particularly
23 pleased to know that many of the witnesses today will accent
24 that; just by their presence today, these young people will
25 accent the need that whatever we may end up calling it--

1 national or public or service of others--what we really are
2 searching for here is empowering each other to server
3 community, however that is defined; it might be family, it
4 might be workplace, it might be neighborhood, it might be the
5 city, it might be the Nation--but it is community, and the
6 sense of service needs to be redefined, I believe, in terms
7 other than serving the Nation.

8 So as we go through this process, I am, number one,
9 excited about it; I am proud as a Republican to be associated
10 with it. I hope many more Republicans get involved with this
11 issue despite reservations about the tie to higher education
12 funding. But I think the price, if you will, of our par-
13 ticipation is going to be to have the President make it even
14 clearer than he has so far that this is the beginning of
15 restoring at the individual level and the individual community
16 that important sense of community that we are losing in this
17 country. And service learning and a lot of those things that
18 we are going to accent from Webster Magnet School and what we
19 do in Minneapolis and D.C. and other places is an important
20 part of it. But I hope that that, rather than a debate over
21 higher education funding, is what comes out of this proposal.

22 [The prepared statement of Senator Durenberger follows:]

23 / COMMITTEE INSERT

1 Senator Metzenbaum. Mr. Chairman, I would just like to
2 say to Secretary Babbitt and the other witnesses that I am
3 going to be leaving early, but it is not for a lack of
4 interest; it is a lack of time. So please don't think that I
5 am being rude to you in walking out.

6 Thank you, Mr. Chairman.

1 The Chairman. Mr. Secretary, stimulated by Senator
2 Durenberger's comment, I remember being at a luncheon table
3 with the first volunteers for the 25th anniversary of the
4 Peace Corps, and I asked each of them how they got involved.
5 And virtually each one of them, almost using the same words,
6 indicated that it was the first time that anybody had asked
7 them to do anything for anyone else.

8 So I think if we can capture that kind of spirit and
9 find different opportunities for a wide range of interests
10 and impulses, it will be certainly one of the most important
11 things that the President has done.

12 We are fortunate in having the Secretary, a former VISTA
13 volunteer, who was part of a program to give something back
14 to the country for all it had given to him and to all of us.
15 So he comes to this issue not only having been out in the
16 field and being a part of it, but also as someone who has
17 been very much involved in developing a program even in the
18 time that he has been with the Department of the Interior.

19 We welcome you.

20 STATEMENT OF THE HONORABLE BRUCE BABBITT, SECRETARY,
21 U.S. DEPARTMENT OF THE INTERIOR

22 Secretary Babbitt. Mr. Chairman, committee members, it
23 is a pleasure to be here to discuss this most timely and
24 inspirational topic.

25 Before I begin, I would like to introduce five students

1 who have participated in the Student Conservation As-
2 sociation's program called Conservation Career Development.
3 It is of special significance to me because these young
4 people have been through the SCA, working on Federal public
5 lands, most of them under my jurisdiction, and I'd just like
6 to give you a capsule description of who they are and what
7 they have done and where they have done it, because I think
8 it evokes some of the possibilities and importance of this
9 kind of service.

10 I'd like each of you, as I mention you name, to just
11 raise your hand so the Senators can see that you are really
12 here.

13 Lavonda Lewis is a senior at Ballou High School in
14 Washington, D.C. She worked at Chincoteague National
15 Wildlife Refuge in the summer of 1992.

16 Theresa Drakeford is a senior at Dunbar High School here
17 in Washington. She also worked at Chincoteague. Their work
18 at that refuge consisted of dune stabilization, building
19 waterfowl nest boxes, beach cleanup, and tagging geese during
20 a 6-week summer program.

21 The next one I really like. Kathleen Jost is a senior
22 at Sidwell. What I like is this assignment--she worked at
23 Kenai Fjords National Park in Alaska, building a trail from
24 the exit glacier to the Harding ice field.

25 Monica Washington is a college sophomore at the Univer-

1 sity of Maryland Eastern Shore, a historically black college.
2 Monica drew a pretty good assignment, too. She worked for 10
3 weeks last summer at the Black Canyon of the Gunnison
4 National Monument out in western Colorado.

5 Toran Wallace is a freshman at Prince George's Community
6 College and has been active in the school year community
7 service and training program in the conservation career
8 program at the FCA.

9 Mr. Chairman, committee members, I have a statement
10 which I want to go through with some of the details of the
11 program, but I would like to begin by sharing briefly with
12 you some of my own experience and thoughts with this concept.
13 It has been a part of my life again and again and again for
14 some 30 years now.

15 My own experience as a volunteer began in 1962 when I
16 went to the hillside barrios of Caracas, Venezuela, as a
17 member of a group called "ACION," which was a predecessor of
18 the Peace Corps. I subsequently wound up in the VISTA
19 program, in the Johnson administration, where I spent several
20 years in a variety of different assignments including some
21 work in that time attempting to design some of these broader
22 community-based volunteer programs.

23 I found my way back into it as Governor, when we put
24 together a variety of work programs which were aimed at youth
25 in trouble, a variety of different ideas, and more recently,

1 as Secretary, I have been back out in the field in the
2 Skakomish River Valley in Washington, working with the
3 Washington Youth Conservation Corps, doing stream restoration;
4 I spent some time down in Durham, NC with the Durham Youth
5 Corps, a very impressive and vital local program, and right
6 here in the District, out working with the D.C. Service Corps.

7 My interest and involvement in this stems from what you
8 all know, and that is that the power of this service concept
9 has a transforming effect not only on the lives of the
10 volunteers--and you can't meet a returned Peace Corps
11 volunteer, VISTA volunteer, or any of them, without being
12 deeply impressed at the way individual lives have been
13 transformed.

14 It is also true in terms of their impact in direct
15 service in the communities, and I would suggest even beyond
16 that, the presence of volunteers in a community has a ripple
17 effect that somehow tends to awaken communities toward the
18 possibilities of mutuality and reciprocal obligations. It is
19 just as if somehow, the presence of the volunteer and the
20 statement they make far transcends what it is that is
21 actually being done. It sort of infuses a remarkable spirit
22 into the community.

23 As I have worked with Eli Segal on this particular
24 program, I have had a lot of occasion to reflect on the
25 importance of this specific effort, because I think what it

1 does is it begins to bring together and integrate and then
2 move back down into community the experiences that we have
3 accumulated across the last 30 years, with President Kennedy's
4 Peace Corps, with President Johnson's programs, with President
5 Bush's Points of Light Foundation, and with a variety of
6 other programs which have in their own way made enormous
7 contributions in many different areas.

8 What I see in the President's proposal today is an
9 opportunity to broaden and integrate the national service
10 concept and, as Senator Durenberger pointed out, really to
11 begin the process of returning it to communities. This
12 really isn't a national service program. What it is is a
13 process of empowering all of the diverse communities and
14 elements and groups in our society to step forward and, in an
15 interactive, communicative process, to bring out the best, to
16 empower and expand the kinds of efforts that have so impres-
17 sively begun to spring up from the grassroots all over this
18 country.

19 Let me, if I may, just go through some of the specifics
20 embodied in the legislation. The President has requested
21 \$394 million for the new initiative in 1994. That is enough
22 for about 25,000 participants. We expect to see 150,000
23 participants 4 years from now. But that lies in the future.
24 Most of all, we want to see a program put together at the
25 right level, growing at the right pace, even if that is not

1 the fastest, because the goal is to make national service an
2 American institution.

3 Now, to do that, the Act puts the idea of reinventing
4 government into action. We have required clarity about the
5 ends of national service, but offered flexibility about the
6 means to achieve them. We have created incentives for
7 excellence through market-like competition. We have not
8 built a large central bureaucracy. Instead, this program
9 spins outward to build on existing efforts and new local
10 initiatives.

11 In defining national service, the Act states that
12 national service must address unmet educational, environment,
13 human, or public safety needs; that it must improve the life
14 of the participant by improving his or her skills, offering
15 meaningful service experience, and building a sense of
16 citizenship, and that it must not displace existing workers.

17 Now, beyond these defining factors, the Act deals with
18 three basic issues: who may participate, what programs will
19 be supported, and what organizations will govern the process.
20 I'd like to take up each of these areas briefly.

21 First of all, participants. Because the program
22 embodies a renewed spirit of citizenship, it is designed to
23 involve citizens regardless of race, age or income. Eligibi-
24 lity is intentionally broad, and stipends and awards are
25 flexible. There is a lower age limit of 17, although in the

1 case of Youth Corps programs, the age is dropped to 16 for
2 out-of-school youth, and of course, no upper age limit at
3 all. Both full-time and part-time service will be possible,
4 before or after post-secondary schooling. That is so that
5 nontraditional students and parents can take part.

6 Service will be possible for one or two terms. Everyone
7 who completes a term of service will receive a non-taxable
8 \$5,000 educational award, usable for up to 5 years after
9 receipt. The award will be payable for past, present or
10 future educational expenses at virtually the entire range of
11 post-secondary institutions, from vocational schools to 2-
12 and 4-year colleges to professional and graduate school.

13 Awards at the time they accrue will be deposited in the
14 National Service Trust for all participants and will not be
15 available for reappropriation.

16 While in the program, participants will receive a
17 stipend. Stipends will vary across programs, depending on
18 the needs of the participants and the recruiting interests of
19 the sponsoring programs. The Federal Government under this
20 legislation would support up to 85 percent of the VISTA
21 benefit, which currently averages \$618 per month, but in
22 general, programs would retain the flexibility to pay less
23 than that or from their own resources up to twice that
24 benefit.

Participants who need them will also receive health care

1 and child care.

2 Next, a word about the programs. The wide eligibility
3 for participating in national service carries over to
4 programming. Very different programs with very different
5 goals will be possible. The chief requirement across all
6 programs will be, simply, demonstrably high performance. A
7 variety of entities will be eligible to develop and run
8 programs--nonprofit organizations, institutions of higher
9 education, local government, school districts, States, or
10 Federal agencies.

11 Many kinds of programs will also be possible. There
12 will inevitably be youth corps that involve at-risk kids in
13 cleaning up parks and building housing for the homeless.
14 There will certainly be specialized service corps for college
15 graduates to do work with preschoolers, or to do, for
16 example, non-sworn police work. There will be community
17 corps, with Americans of diverse backgrounds doing many
18 different kinds of important work.

19 And there will be many other kinds of work--service
20 learning coordinators, through our OTC-style, in-college
21 training, public service entrepreneurs, and so on.

22 In general, programs will be able to recruit and select
23 their own participants. To make things simple for people who
24 want to join up and may not know where to proceed, there will
25 be national and State information systems, and people will be

1 able to learn about service programs that they can be
2 referred back to at their high school, college, or job
3 placement offices.

4 The Corporation for National Service will have the
5 ability to service the national service programs on meeting
6 particular needs. In every instance, it will work for high
7 performance by designing criteria for the selection of
8 programs. General categories include quality innovation,
9 replicability, and sustainability. The Corporation will also
10 consider a program's management quality and whether it
11 targets areas of special need, like enterprise zones or
12 environmentally distressed areas.

13 Programs will be required to develop measurable perfor-
14 mance goals and to undergo independent evaluations to test
15 their success. Programs will have to provide at least a 15
16 percent match on stipends and 25 percent match for other
17 program support.

18 Along with evaluators, the Corporation will have an
19 inspector general to guard against fraud and abuse.

20 To hold these programs to high standards of excellence,
21 the prerequisite will be excellence in the institution that
22 supports service. The national Corporation combines two
23 existing agencies--the Commission on National and Community
24 Service and ACTION. For the new initiative, the Corporation
25 will invest in programs that work, without operating them.

1 Its chairperson will share power with a bipartisan board of
2 11 members, including persons with experience in national
3 service and State government, and persons with expertise in
4 meeting particular needs. Seven Cabinet members will serve
5 ex officio.

6 As a corporation, the entity will be able to solicit
7 private contributions, accept the voluntary services of
8 retired executives with expertise, and develop flexible
9 personnel policies, including pay-for-performance, and a 7-
10 year limit on most tenures.

11 The national Corporation will allocate one-third of its
12 funds directly to programs on a competitive basis, with
13 priorities including national models and Federal agencies.
14 The other two-thirds of the funds will be allocated through
15 the States, one-third by population-based formula, and one-
16 third on a competitive basis.

17 In order to receive funding, in general, States will be
18 asked to establish commissions on national service that
19 mirror the Federal Corporation. Commissions will have 7 to
20 13 members from a variety of fields, including labor and
21 local government, and will be appointed on a bipartisan basis
22 by Governors. Like the Corporation, the commissions will be
23 in the business of steering, not rowing, and will competitive-
24 ly select programs to be funded by the State.

25 Finally, this Act is not just about a program. It

1 reflects the President's support for service by all Americans,
2 at all ages, and in all forms. The Act will build on and
3 strengthen K through 12 service learning programs; it will
4 support the Older American volunteer programs and the VISTA
5 program, and it will reauthorize the Civilian Community Corps
6 and the Points of Light Foundation. As the President sees
7 it, service is and should be an opportunity for everyone.

8 Mr. Chairman, this concludes my prepared statement. I
9 would be happy to answer any questions.

6 10 [The prepared statement of Secretary Babbitt follows:]

1 The Chairman. Thank you very much. I think you have
2 given an excellent summary.

3 Could you just review the matching provisions? As I
4 understand it, there is a very modest match that can come
5 either from the States or localities, or maybe even from the
6 private sector. So in many of these current programs, there
7 is a very important private participation and involvement in
8 many of those most successful ones today, and as I understand,
9 you certainly want to try to encourage the private sector to
10 become involved.

11 Maybe you could just outline the concept behind that and
12 what you envision.

13 Secretary Babbitt. Yes. I think there are two ways
14 that the local and private participation comes in. One is at
15 the literal level, with a requirement of a 15 percent match
16 on stipends and a 25 percent match for overhead. Beyond
17 that, I think what I visualize is private and community
18 partnerships which are engaging volunteers in this program in
19 the matrix of local and private initiatives, and that that is
20 an important way to visualize this. In this sense, it is
21 really somewhat different from many of the volunteer programs
22 that have grown up such as VISTA and the Peace Corps, which
23 have been national in the way they do intake, train, deploy
24 and supervise volunteers. I think this is really quite
25 different.

1 The Chairman. Let me go to another area that, when we
2 were dealing with the Community Service Act previously, was
3 subject to a good deal of review, and that is the concept
4 that volunteerism ought to be volunteerism and not involve
5 stipends, living wages, that what we are really interested in
6 is just volunteerism, and maybe some direction and funding
7 for the program itself, but that this basically undermines
8 the concept of true volunteerism.

9 I'm going to serve that up--and I've got my own answer
10 to it, but I want to hear yours, which is more important.

11 Secretary Babbitt. Senator, the fact is that all of
12 these programs that we have designed across the years have
13 had an important stimulus effect in terms of encouraging
14 volunteer work on behalf of citizens.

15 I have an example in my own family. My son, who is a
16 junior in high school, does community service in a very
17 impressive program that has had extraordinary effects. It
18 has put my suburban son into the inner city in direct contact
19 with some programs that provide peer group tutoring and
20 academic service.

21 Now, what these programs do is provide a base of full-
22 time volunteer work which provides the structure for involving
23 people. It is the concept behind the Serve America Program,
24 which is a product of this committee and this Congress. It
25 is a concept behind the settlement house tradition, and many,

1 many private sector initiatives.

2 This program, it seems to me, says to all of those
3 groups that we can, with Federal assistance, provide full-
4 time volunteers who create the infrastructure from which we
5 ought to be able to engage, ultimately, the entire community.

6 The Chairman. And the basic point as well, I would
7 think, is that the idea of volunteerism is not limited to
8 those with financial resources. You want to be able to make
9 available to many people who are hard-pressed individuals or
10 whose families are hard-pressed the opportunity, with just
11 barely a living wage--which is the definition of a stipend--
12 that they are able to give something back and involve
13 themselves in some kind of constructive and positive endeavor.

14 It seems to me that that is fundamental and basic in
15 terms of a program that ought to be widely available to the
16 population generally. It is just fundamental. There will be
17 aspects of this program where a stipend will be necessary,
18 and there will be other aspects in which it will not. And as
19 I understand, the President is trying to present the broadest
20 opportunity for volunteerism in the society, in a variety of
21 different ways, to try to fashion and shape at least the
22 kinds of support elements that will permit the widest range
23 of young and old alike to be able to give something back to
24 America; and also to try to include a private dimension to
25 draw on the reservoir of interests in the private sector. At

1 least, that's the way that I look at it, and of course, as we
2 go through the legislative process, we will listen to various
3 recommendations about how that can best be done.

4 Thank you.

5 Senator Kassebaum?

6 Senator Kassebaum. Mr. Secretary, I was impressed with
7 your speaking about the Conservation Corps, and I think that
8 is a good example of an initiative that has worked very well;
9 perhaps because it has been rather small in number, it has
10 been something that a lot of attention has been given to, and
11 as a result some very positive work, not only for the
12 betterment of the programs involved, but I think a tremendous
13 experience for those who are participants.

14 The Park Service has in the past had a tradition of
15 voluntary but paid participation for those who are helping in
16 one way or another with conservation efforts in the parks.

17 I think that the concept of a community corps is one
18 that is worthy. I think that nearly everybody likes to feel
19 they have a stake in the community. I have long believed
20 that community programs should be required for graduation
21 from high school, whether one participates as a junior or a
22 senior; but there again, I think, is an opportunity to shape
23 it in a way that is more manageable and more directed to the
24 various needs of a particular community.

25 As I said earlier, I am troubled, really, by how we work

1 it as far as attached to educational benefit. The 1994
2 request is for \$394 million. All told, the annual budget for
3 Peace Corps is \$220 million. It is a significant initiative
4 just for 1994, let alone within 5 years, going to over \$7
5 billion.

6 I guess, Mr. Secretary, my concern is particularly how
7 this is going to translate. It seems to me there are various
8 parts of this, and it is all getting kind of intertwined and
9 hard to separate out--what is Serve America and the dramatic
10 increase for Serve America, which has worked very well--but
11 the other initiative as far as it being used as a benefit for
12 education. I guess I would like to ask you what the focus is
13 going to be on and the concern for some of us that, while we
14 are reducing Pell grant money, which is underfunded now, that
15 it is going to suffer even further, or the work-study
16 programs which we have had for higher education are going to
17 be hurt further by moving into this new initiative.

18 That is my confusion on this.

19 Secretary Babbitt. Senator, just a couple of thoughts.
20 Obviously, funding Pell grants is an extraordinarily important
21 priority. Now, the administration did have that request in
22 the stimulus package. Obviously, we must now work with this
23 Congress to look elsewhere to meet the implicit obligations
24 that the legislation imposes upon all of us to deal with
25 funding of the Pell grants.

1 Obviously, I agree with your remarks about parks and
2 schools. I can tell you that when this legislation passes, I
3 will have a proposal in to that National Service Commission
4 based on the National Park System the next day. And the Service
5 America school success speaks for itself; I recognize that
6 from my own family.

7 I guess the question that is the most significant that
8 you ask is what about the educational stipends--could you
9 have a program without them? Yes, you could. I think it is
10 an extraordinarily powerful incentive. I spent a day down in
11 a State forest outside Durham, NC a couple of months ago,
12 with the Durham Service Corps, talking with these kids as we
13 chopped trees and built trails for a full day. And in that
14 program, the basic municipal commitment had been linked up to
15 scholarship commitments that had been obtained--one was from
16 the Lyla Acheson Reader's Digest Fund, and they had patched
17 some others together. And I was, I must tell you, deeply
18 impressed by the way these young kids were not only engaged
19 in work, but saying, "I have a stake in getting back into the
20 educational process." And I'm sure that in a very large part
21 of this program, particularly where you are dealing with kids
22 who may not have been deeply focused on the need for further
23 education, that it is an extraordinarily good investment.

— 24 Senator Kassebaum. I thank you. My time is up.

25 The Chairman. Senator Mikulski?

1 Senator Mikulski. Thank you very much, and Secretary
2 Babbitt, a very cordial welcome to you. We are pretty much
3 in the same age group, and I think have had a lot of parallel
4 experiences.

5 I have been a volunteer. I have helped to organize
6 volunteers both as a social worker and a citizen volunteer,
7 and I am proud to be a "founding mother" of the Clinton
8 national service program, to take volunteerism and expand it
9 and extend it to a new social invention for our society.

10 I was so pleased to hear your testimony, because I think
11 you begin to answer some of the questions we face. How will
12 young people pay for education? How are we going to instill
13 the habits of the heart that made our country great? And how
14 are we going to enable young people to make an investment,
15 through their own sweat equity, in themselves and in their
16 communities?

17 I have examined how this program will work and advocated
18 some suggestions of my own. What so struck me about the
19 Clinton proposal is that young people will be organized in a
20 basic unit of service, like a platoon--small groups of men
21 and women working together, multi-ethnic, with diverse
22 backgrounds, working toward a common goal.

23 And in our national service program that we started with
24 a demonstration project, there are already people doing that.
25 Right here in this room are young Marylanders who come from

1 Volunteer Maryland, the Montgomery County Community Conserva-
2 tion Corps, as you spoke about, school kids with the Maryland
3 Student Service Alliance, who are participating in service
4 learning. And up here, behind me, are the kids in red shirts
5 from Civic Works, and they are a new corps that provides
6 education and job training to young people doing real
7 community service, who work in a supervised atmosphere. They
8 are working now with the Board of Public Works to do things
9 in our community that would have been left undone. But they
10 now have a way of supporting themselves, learning new skills,
11 while at the same time helping our community. To me, that's
12 what the national service that you and I envision is all
13 about.

14 There are going to be the naysayers, and I'd like to ask
15 some questions about the naysayers, who say, no, it would
16 cost too much money; no, it is going to be another big
17 bureaucracy; no, what do we need this for? I mean, why
18 should we have had night school; you know, if you were really
19 motivated, you would have gone to school during the day.

20 What would you suggest? You have heard the naysayers.
21 How would you, as someone who is a high official in the
22 Clinton administration, but who has a reputation in our party
23 for being pretty fiscally conservative--"tight-fisted," I
24 think your opponents have called you on other occasions--how
25 would you address some of the questions the naysayers are

1 putting out there?

2 Secretary Babbitt. Senator, the question that I hear
3 most often is what about all of those out-year projections
4 about the size of this effort. And I guess my response--sort
5 of hair shirt conservative that I am--is let's take it a year
6 at a time. This is a modest beginning, it is manifestly the
7 job of this administration and this Congress to watch these
8 programs as they go along. So I would urge everyone in this
9 debate to focus on this year. It is, I think, a reasonable
10 request. It is a modest number. I believe, based on my
11 experience with these concepts over the last 30 years, that
12 the structure of this is correct; that it reflects a fundamen-
13 tally different way of now moving these programs back to the
14 grassroots. It is conceptually correct.

15 We may find that there are ways to improve it as we go
16 along, but I think it is an extraordinary investment.

17 Senator Mikulski. In addition to the money, one of the
18 concerns that has come up among talking to colleagues who are
19 most sincere about this is that this is just going to be
20 another version of the CETA program--remember the old program
21 to put people to work in government in kind of full employ-
22 ment--and that at the end of it, all we did was kind of poke
23 up the bureaucracy, and people didn't learn a lot, and we
24 didn't get a whole lot for our money. I happen to think we
25 did get something from CETA. But do you see this as a new

1 form of taking people who are deeply in debt, or who are
2 blocked from other opportunities, and that this is a CETA
3 program, or is it your sense that it is more than that--or
4 maybe it is that. What is your sense?

5 Secretary Babbitt. Senator, I administered some CETA
6 programs during my time as Governor, and I must say I really
7 wasn't much of a fan of CETA. I think much of the criticism
8 about how that program took shape is quite justified. But
9 there is a big difference, whatever you think of CETA. CETA
10 was a work program, and I think a lot of its deficiencies
11 were precisely from the fact that it said let's just put
12 people to work in government bureaucracies.

13 This is vastly different. This is meant to be a service
14 program, and the legislation defines, I think quite clearly,
15 what it is these people are meant to be doing--whether it is
16 out in the parks, or whether it is working on service
17 programs in schools, or working doing outreach at community
18 centers. If it is true that a lot of CETA employees wound up
19 at city hall, running Xerox machines, if that is true, it is
20 manifestly not going to happen in this program.

21 Senator Mikulski. Thank you. Mr. Chairman, I think my
22 time has expired. I got a little note that said I had a
23 minute remaining.

24 The Chairman. Why don't you take that time, then, if
25 you like.

1 Senator Mikulski. Mr. Chairman, I'd like to just
2 acknowledge the people of Maryland, if I might, in this room.
3 The Maryland people came because they wanted to see government
4 in action. And if I could just take one second and ask the
5 Maryland people to stand up so we get a look the faces of the
6 people that we are talking about and that we are hoping to
7 inspire--Civic Works, the volunteer program, the Montgomery
8 County Conservation Corps--this is exactly what we are
9 talking about.

10 So they wanted to see me do my job because I have been
11 out there visiting them while they are doing theirs. So
12 thank you very much, and thank you for coming. [Applause.]

13 Thank you, Mr. Chairman.

14 The Chairman. Senator Jeffords?

15 Senator Jeffords. Thank you, Mr. Chairman. This is an
16 exciting moment for me and all of us, I think, who have
17 worked for years to try to bring this concept forward.

18 I remember back with Paul Simon when we were in the
19 House, we couldn't even get votes for a study of a national
20 service program, to say nothing of being able to implement
21 one. So I want to commend you and the administration for
22 bringing it forward.

23 I think we have to start small, but I think we have to
24 think big when we think in terms of a national service
25 program. I started getting really interested in it when I

1 examined the German national service program, the alternative
2 service, for their young men over there and saw the potential
3 of the experiences that they gave their young people to be
4 able to participate in a meaningful way in their society.
5 And I think we are going through now a period of reordering
6 our priorities, to try to change some of the ways we have had
7 to utilize our young people in military service, et cetera;
8 and yet we also know that there is a tremendous wealth of
9 resources and opportunity in our young people.

10 So I look at this as a transition period where, yes, we
11 are going to have budget constraints to start with, and yes,
12 we have to ease into it. But when I think of the incredible
13 national needs there are out there that are not being met
14 yet, that can be met by not only young people but others
15 through such a program, I just think we are opening the door,
16 and I want to let you know that even though I am certainly
17 fiscally conservative in many regards, I look at this as the
18 opportunity to reorder our national priorities, and this is
19 one that should take a high priority--not only for just work
20 in things we think of now, but I think as we get into health
21 care, the possibilities for working in home health care for
22 the elderly, there are a number of areas where we are going
23 to need young people with respect to our world leadership
24 demands, and expanding Peace Corps-type operations into more
25 technical skills, educational assistance, mentoring--all

1 these things are just made for national service.

2 So I just want to commend you, and also commend you for
3 having the bill conform with the Americans With Disabilities
4 Act, as well as the medical leave program. So I think you
5 are off to a great start, and I hope you feel as I do that we
6 are just beginning to think of the options and the oppor-
7 tunities we have.

8 The Chairman. Thank you very much.

9 Senator Wellstone?

10 Senator Jeffords. Mr. Chairman, that was a question.

11 The Chairman. Oh, excuse me. [Laughter.]

12 Secretary Babbitt. I can't resist a very short answer.
13 First of all, good ideas, when they take root, inevitably
14 blossom rather impressively, and I think this one will.

15 The other thing that strikes me is that if you look back
16 across the 30 years that we have been working in these
17 enterprises, we have done national service in a typically
18 American way--rather than starting with a grand design, we
19 have been building block by block by block, and I think your
20 sense is correct, that we now, on the basis of this experience
21 and on the basis of these programs, are really ready to start
22 the process of building a universal-type program. I sense
23 that. Only time will tell, but that is certainly my sense.

— 24 Senator Jeffords. Thank you.

25 Mr. Chairman, I'd ask that my statement be included in

1 the record.

2 The Chairman. It will be so included.

7 3 [The prepared statement of Senator Jeffords follows:]

1 The Chairman. Senator Wellstone?

2 Senator Wellstone. Thank you, Mr. Chairman.

3 Mr. Chairman, first of all, let me apologize to the
4 Secretary. I had another committee meeting that I had to go
5 to, the Energy Committee, which you know well.

6 Mr. Chairman, I'd like to ask unanimous consent that
7 this report on a hearing that we had on national service in
8 Minnesota on April 14th be included in the record, with the
9 table of contents being in the printed record. Peter Edelman
10 came out to Minnesota and just did a magnificent job.

11 The Chairman. Do you want the entire transcript
12 included?

13 Senator Wellstone. Just the table of contents.

14 The Chairman. It will so included.

15 Senator Wellstone. Thank you. I just wanted to brag on
16 it a little.

17 [Document follows:]

18 / COMMITTEE INSERT

1 Senator Wellstone. As Mary Noble will tell us later on
2 today, and Senator Durenberger knows this as well, service
3 learning is very important out in our State.

4 Mr. Secretary, I think I want to build on the question
5 that Senator Kassebaum raised. I do share the same concern
6 that she raised about making sure that community service not
7 become a substitute for a Pell grant program, but rather,
8 something in addition to the Pell grant program. I think--
9 and I have said this to Eli Segal and others--I think this is
10 a wonderful marriage of work to be done, of community, of a
11 yearning on the part of many citizens to be a part of service
12 to community. I just can't tell you how much I support it.

13 But in looking at this whole question of students for a
14 moment, let me just ask two questions. One is how can we make
15 sure that, in the conservation corps, or the whole concept of
16 national service, we have diversity built into this and that
17 in fact, it reaches out to those citizens who are struggling,
18 economically speaking, and that we have all the racial and
19 economic diversity that we need to have for this to really
20 work?

21 Secretary Babbitt. Senator, I think first of all there
22 is some very explicit language in the bill in a number of
23 different sections about the need for and the importance of
24 diversity. I think you could argue in a narrow sense that it
25 is a legal mandate, a legally enforceable mandate.

1 I think that ultimately, the best guarantee of diversity
2 is the interrelated structure of governance. I see a
3 balanced structure which says we do have a national board
4 which sets guidelines, has direct grant-making authority over
5 roughly a third of the funds; then, at each State, operating
6 under I think quite explicit statutory mandates for diversity,
7 we once again have a bipartisan board with a great deal of
8 public and mandated community participation. And I think
9 that interactiveness, together with the legal mandate and the
10 visibility, is a pretty good guarantee that it is going to
11 happen.

12 Senator Wellstone. I guess, Mr. Secretary, I didn't
13 interpret, or didn't see any statutory mandate--I have seen
14 the language, and I guess the question I was asking, and I
15 think in part, you answered it, is above and above the
16 language, how in fact we make this happen, to assure that it
17 happens, and maybe I should just leave that in the form of a
18 question, unless you want to pursue it.

19 The other question is different, and this comes from a
20 teaching background--and this is right up your alley; this is
21 really your background, I think. We had some interesting
22 testimony out in Minnesota where one woman stood up and said--
23 --and this had to do with service learning, which I know
24 Senator Wofford is very interested in, too--she had been
25 involved in this in the high school--we have 100,000 people

1 who are involved in service learning--she said, "You know, we
2 study the pollution of the Mississippi River, and we take our
3 science classes, and we know how to begin to monitor it and
4 so on, but there comes a point in time when we ask the
5 question why, in the first place, and what can really be done
6 about it."

7 Do you think we ought to try to incorporate the "Why"
8 question into this service work so that the citizens who are
9 involved in it have the opportunity to take the experience
10 and also do the reflection on this, or should that be a part
11 of the methodology of it?

12 Secretary Babbitt. Well, that's an interesting question.
13 I don't think I can hit it out of the park, but let me take a
14 swing or two at it.

15 First of all, in many of these programs, I think there
16 is a lot of "Why" in it in terms of the nature of the work; I
17 mean, the question almost poses itself and requires a
18 thoughtful answer, particularly in these educational parts,
19 where you are dealing with people who have ongoing academic
20 experience, and you've got them out working in national
21 parks. It seems to me the border between work and curriculum
22 tends to fade very quickly, and appropriately should.

23 Senator Wellstone. I think that's my point, that you
24 want to see that integration, and I could apply that to why
are people homeless, or why are people hungry, or why are

1 people who are older struggling. I think that can built into
2 the methodology of the program, the integration of the two.

3 I thank you.

4 Thank you, Mr. Chairman.

5 The Chairman. Thank you very much.

6 Senator Durenberger?

7 Senator Durenberger. Thank you, Mr. Chairman.

8 I thought Paul asked a terrific question, and I guess
9 instinctively, I would respond to it the way the chairman did
10 before you were able to get over here, and he used an example
11 of 30-some years ago where somebody said, "This is the first
12 time anybody asked me to do something good for somebody else."

13 I think all of the young people that we know in Minnesota
14 and everybody here would probably respond to that by saying
15 it has something to do with how I feel about myself as much
16 as how I feel about community, or Nation, or something like
17 that; that it is really important to me as a person. And I'm
18 sure there are a lot of answers to that question, but knowing
19 my colleague as I do, I think that's sort of where this all
20 starts in terms of service.

21 And maybe, Mr. Secretary, I can ask you the same
22 question in the context that I laid it out earlier, almost a
23 couple generations later. I think you are old enough to
24 remember the early sixties and the spirit of the time and the
condition of the time and where people were at and where

1 community was at and so forth. And I wonder if, along the
2 same lines as the "Why" question that Paul asked you, you
3 might reflect for us on motivation for people, particularly
4 young people, today as opposed to then, and what makes this
5 kind of a program, and this emphasis on service--

6 Secretary Babbitt. Senator, I would like to answer by
7 reflecting on an encounter that I had in the year 1965 with
8 Senator Wofford. The first round of national service, I
9 think, was very outward-looking, and that of course was the
10 motivation behind the Peace Corps. It was as if service was
11 somewhere else. It had significance as a function of
12 distance, and that certainly was phase one of my own ex-
13 perience in South America.

14 In the year 1965, I had a discussion with Senator
15 Wofford, who was then in the Johnson administration, about
16 this, and he said to me, "Bruce, don't you understand, or
17 shouldn't you reflect on the need for service to move inward,
18 toward communities?" And in his quiet way, he said there is
19 a set of new programs coming up which are talking not about
20 Africa, Asia and Latin America, but about our own back yards--
21 and it was that discussion which led me directly into the
22 VISTA program.

23 And it seems to me now, in the 1990's, in a way, we go
24 one step farther. It is no longer necessary for someone who
is imbued with the spirit of service to come to Washington

1 and join VISTA and be sent into a training program, because
2 ultimately, I guess, the challenge is whether or not you can
3 engage this idealism right in your own neighborhood, or at
4 least in your own community or your own society. It seems to
5 me that's really what this is about, is coming full circle
6 toward looking at your community and your neighbors in the
7 context of that particular place and time.

8 Senator Durenberger. Thank you.

9 Thank you, Mr. Chairman.

10 The Chairman. Senator Wofford?

11 Senator Wofford. I am sorry that I missed your oral
12 testimony, Mr. Secretary, but I have read it, and you very
13 succinctly and eloquently presented the program. I par-
14 ticularly liked your last point about, "Looking at the world
15 I know best, environmental protection, look at all that
16 national service can do"--and then you list: "thousands of
17 young people working in our parks to restore areas worn down
18 by tourism and industry; thousands more in our cities,
19 testing for lead paint and getting it removed; and thousands
20 more still, running recycling programs." And then you said,
21 "Just imagine all the good they can do, for themselves and the
22 country. With national service, we can take what we imagine
23 and begin to make it real."

— 24 I think, as you put in your testimony, what is so good
25 about the proposals from the President is that they are an

1 invitation to the imagination, to communities, to groups, to
2 secretaries of departments in the Federal Government, to
3 local neighborhoods, to churches, to schools, to businesses,
4 to imagine what you could do with what Senator Mikulski
5 called a "platoon," what you could do with a team, or what
6 you could do with even one participant in community service,
7 in national service.

8 I very much like the structure that you and Eli Segal
9 and the President have designed, and I say that as one who,
10 when you and I talked in that conversation, we were plotting
11 then how we would bring the Peace Corps idea home on a large
12 scale in America, and if you remember the conversation, I was
13 probably thinking in terms of one big kind of Peace Corps,
14 federally-run, on a big scale. And I think instead, since we
15 didn't get it, as this idea has percolated up with social
16 invention around the country, we are now coming to a better
17 structure and a better approach, which is not top-down, not
18 one new, central, Federal agency, but all kinds of youth
19 corps and service programs and action to make our imagination
20 real. So I think it is part of reinventing government.

21 I certainly have to ask the Pennsylvania contingent to
22 give a little competition to Maryland. I see the Pennsylvania
23 Conservation Corps hats. Would my Pennsylvania colleagues
24 stand and let us salute them, too? [Applause.]

Two questions, perhaps. One, is there anything more you

1 want to say about the cost-effectiveness of service programs
2 at a time when everybody ought to be thinking about costs and
3 being effective; that is key to reinventing government. What
4 do these programs have to say about getting our work done in
5 this country effectively and leanly?

6 And second, related to it is this question of stipends,
7 or paying people to do service. A stumbling block for
8 President Bush was his sense that you might corrupt volunteer-
9 ing if anyone got a stipend for it. Ironically, he said that
10 while flanked by members of the Armed Services on both sides
11 of him, and the Peace Corps, and you were in a stipended
12 program as a pioneer in VISTA.

13 Cost-effectiveness--do you think there is a danger of
14 paying minimum stipends and an educational opportunity
15 voucher, that it somehow corrupts the spirit of service?

16 Secretary Babbitt. Senator, it seems to me the ex-
17 perience with VISTA and the Peace Corps is quite to the
18 contrary. If you are going to engage people in full-time
19 volunteer activity, surely we must cover their expenses. And
20 I submit that the level of these stipends is just that.

21 On the educational stipend, there is an argument that
22 you could do this without them. As I explained earlier, in my
23 own experience with some of these programs, most recently
24 down in North Carolina, working out in the field with young
25 volunteers, I found this educational stipend to have an

1 extraordinary effect. It was as if these kids, who might not
2 be going on to education, were locking themselves into that
3 educational track because they were putting sweat equity into
4 an investment that they weren't about to just leave, evaporat-
5 ing in an abstract account. It gave them sort of a propriet-
6 ary stake in education. These were local programs where the
7 educational stipend, as I explained earlier, had been
8 financed by the Lyla Wallace Acheson Foundation. So I think
9 there is enormous power in that.

10 Cost-effectiveness--if you believe that this work is
11 important, it is a pretty effective way to do it. I spent a
12 couple days up on the Olympic Peninsula about a month ago,
13 where a youth corps in this case was doing stream restoration
14 work. Is that make-work? No. What it is, ultimately, is
15 bringing the salmon back to the Pacific Northwest, which is a
16 matter of enormous urgency and great economic value. And
17 what we are doing out there is known as "putting roads to
18 bed," which is an interesting process in which old roads,
19 rather than being left to erode into the stream, fill them
20 full of sediment and destroy the salmon runs, are actually
21 recontoured and revegetated--and we are going to have to do a
22 lot more of that kind of work.

23 So, is it a good investment? Yes, in my judgment.

— 24 Senator Wofford. And if you didn't have full-time
25 workers having expenses paid and some educational bonus, I

1 think you've got a real question of how Senator Wellstone's
2 desire and my desire for diversity would be possible. I
3 don't know how many young people are able at that stage of
4 their lives--or anyone, until they are on Social Security,
5 perhaps, or the very rich--can afford a year of full-time
6 service without some means of living.

7 Secretary Babbitt. I think that's the implicit premise
8 behind the Peace Corps and the VISTA models--all of the full-
9 time volunteer models that we have been successful with.

10 Senator Wofford. Are you satisfied with the \$5,000
11 level for the opportunity voucher?

12 Secretary Babbitt. Senator, I am. I think you could
13 parse that lots of different ways. The reason I am satisfied
14 is that, sure, there are a lot of expensive ways to get an
15 education, but where I come from you can still go through a
16 4-year community college with fairly minimal expenses of
17 maybe \$1,000, \$2,000 a year direct outlay. Now, that doesn't
18 mean you won't have to work at a convenience store or do
19 other things; and you could argue it very easily upward.

20 I think my judgment about that educational stipend is
21 kind of the "sweat equity" argument. The important thing is
22 to give young people--all people, but especially young
23 people--a direct stake in cashing in their investment, and I
24 think that that is a pretty reasonable stake, a kid walking
out of this program with \$10,000 which is drawable only at

1 the community college or the technical school is a marvelous
2 investment in, arguably, the most urgent need of this
3 society, which is to have a productive work force.

4 Senator Wofford. I believe the average college loan
5 that a student comes out with is less than \$10,000.

6 Secretary Babbitt. Yes.

7 Senator Wofford. I think it was something like \$6,700
8 when I last heard it. I think it is a good balance that was
9 struck with the \$5,000. As with the whole program, we can
10 learn by experience, and it will grow, as you say, according
11 to the market. If people--young people, older people--want
12 to serve on a much larger scale, and if communities and
13 taxpayers conclude that it is cost-effective and is really
14 making a difference, with those two factors combining, the
15 program can grow--and will grow, I believe.

16 Secretary Babbitt. That's certainly my answer to the
17 argument about the future, is that this idea ought to travel
18 on its merits, and I have a lot of confidence that it will.

19 Senator Wofford. Thank you, Mr. Chairman.

20 The Chairman. Senator Gregg?

21 Senator Gregg. Mr. Secretary, first, thank you for
22 being here, and all the people participating in these various
23 conservation corps, most of whom I understand are centered
24 out of a New Hampshire organization, which is the Student
25 Conservation Association, which is centered in Charlestown, NH

1 and which as, as Governor, I had a chance to work with
2 regularly and is an excellent organization. And I was
3 wondering how you expected to fold an organization like that
4 into this effort. They right now do most of their fundraising
5 privately, although the State of New Hampshire supported
6 their New Hampshire program, and I suspect other States come
7 forward and support their programs, and I am sure they've got
8 some Federal money in there, too. But they've got over 1,000
9 contributors, as I understand, corporate contributors. Would
10 you see organizations like this as contractors in this?

11 Secretary Babbitt. Senator, I can envision a number of
12 scenarios for a group like SCA, which I think underlines the
13 important flexibility of this program. If I were the leader
14 of SCA, I guess the first question I would ask is does it
15 make sense to submit a national grant for the purpose of
16 expanding my outreach in the context of my organization.
17 That would certainly be one possibility. Another one would
18 be to submit a national or State-specific grant for the
19 purpose of increasing the support and draw power for placing
20 my recruitees in host organizations. It would just give them
21 that much more reach. They could say to the National Park
22 Service you are providing overhead, or stipend, or whatever,
23 or they could say we will match part of it through this, or
24 they could present a whole package. There is an enormous
25 amount of flexibility.

1 Senator Gregg. How many students do you see being
2 involved here? What is your number, both at the start-up and
3 then--and you may have said this before I came in--but at the
4 start-up and then when you get ramped up to the \$7.4 billion?

5 Secretary Babbitt. Well, year one has a budget premised
6 for 25,000. There are a variety of projections about taking
7 that up to 150,000 over a multiyear period. I would simply
8 say I think those are nothing more than projections, because
9 my sense is that this concept will either take root and
10 flourish, or it won't, and that whether or not we reach
11 100,000 is going to be a direct function of public response
12 and real results.

13 Senator Gregg. Let's say it is extraordinarily success-
14 ful which, if we put it in place, I would hope it would be--
15 how are you going to differentiate who gets into the program
16 and who doesn't?

17 Secretary Babbitt. Again, we certainly hope that there
18 will be a lot more asking than there are places, and that the
19 demand will outstrip the resources. Basically, in this
20 structure, we envision the national Corporation segregating a
21 third of the slots--that would be roughly 8,000--for competi-
22 tive grant applications from any organization in this country
23 that has an idea.

24 Now, I can tell you who one of those applications will
25 come from--me--because I've got the National Park System

1 working right now on a proposal, but it will go before this
2 board in a mix which will include anyone who wants to go at
3 the national level. At the State level, New Hampshire, for
4 example, there will be a board appointed as set out in the
5 statute, a bipartisan board, appointed by your successor as
6 Governor. It will allocate to the 50 States collectively on
7 a proportional basis, will allocate another one-third of
8 those slots for community and local programs.

9 Senator Gregg. Is that a per capita allocation?

10 Secretary Babbitt. Yes, it is.

11 Senator Gregg. It's not by amount of national forest--

12 Secretary Babbitt. I hadn't thought of that--that's an
13 excellent idea.

14 Senator Gregg. --as a percentage of our total land mass.

15 Secretary Babbitt. I join with you in advocating that.

16 Then, there will be another third which will be sent out
17 to States on a discretionary, non per capita basis as a
18 function of the imagination and quality of the proposals.

19 Senator Gregg. How many people do you think you are
20 going to have to add in your Department to administer this?

21 Secretary Babbitt. I don't anticipate adding anyone to
22 administer. Senator, I have 80,000 employees in my Depart-
23 ment, and I can, I am quite confident, administer this with
24 those resources.

25 Senator Gregg. Thank you.

1 The Chairman. Senator Pell?

2 Senator Pell. No questions. Thank you very much for
3 having inserted my statement in the record.

4 The Chairman. I want to thank you, Mr. Secretary. Among
5 the points that have just been touched on here--and we'll
6 have to address them in another setting--is the impact that
7 all of this has on the education programs, where we go in
8 terms of administration--as Senator Kassebaum has pointed
9 out, the reduction in what they call the work-study and
10 supplementary programs, both of which are being cut back by
11 the administration, and the increasing contributions that are
12 made by individuals to the Pell grants.

13 We expanded the eligibility of Pell last year and raised
14 the amounts that they could reach, but what has happened is
15 that we haven't for other budgetary considerations, so we are
16 caught with a very modest amount of resources, which the
17 administration is going to have to find a couple billion
18 dollars in any event; and then a greater participation and
19 contribution from the lowest-income families, and the
20 cutbacks in work-study and supplemental to reach out to
21 working families. How this program is going to fit in and
22 impact all of that is something that has been raised by a
23 number of members with the Secretary of Education, and we
24 didn't get into it much here, and it is something that others
25 have spoken to me about, but I thought it was important that

1 we get the thrust of the whole service program. But I know
2 members are interested in it, and I am sure there are good
3 answers on the matter, and I know Secretary Riley will work
4 with us in addressing those particular issues.

5 I think the only group we didn't have stand up was your
6 group. We have students from the Washington, D.C., but they
7 don't have a Senator--some of us are trying to do something
8 about that--but perhaps they could stand up as well.

9 [Applause.]

10 If anyone else wants to cosponsor that bill with Senator
11 Simon and myself and some of the others here, we'd be more
12 than glad to have you.

13 We thank you very much, Mr. Secretary.

14 Secretary Babbitt. I thank the committee.

1 The Chairman. Our second panel consists of youth and
2 teachers engaged in service. We have several speakers on
3 service learning programs in grades K through 12.

4 Ada Liz Merced is a junior at Putnam Vocational High
5 School in Springfield, MA. Mary Noble is an 8th grade
6 teacher and assistant principal at Webster Open School in
7 Minneapolis and is accompanied by her student, Robert Hurt.

8 Shawn Griffin, a member of the Philadelphia Youth
9 Service Corps and who has a very significant story, was going
10 to be on the panel, but at the very last moment was necessari-
11 ly absent.

12 Senator Durenberger. Mr. Chairman, could I just add an
13 introduction on behalf of both Paul Wellstone and myself?

14 The Chairman. Surely.

15 Senator Durenberger. Mary Noble is an educator and
16 assistant principal at Webster Open, which is a kindergarten
17 through 8th grade program. As an educator, Mary has a much
18 broader interest. She has been instrumental in starting and
19 supervising a number of service learning projects, not just
20 in north Minneapolis, but all over the United States. She
21 has been particularly good at overseeing the training of
22 fellow teachers, and I would say it is principally because of
23 Mary that in our service learning bill that Senator Wofford
24 and Senator Wellstone and I put in, we have a special section
25 on teacher training. So she has worked a lot with other

1 projects, multi-age tutoring, elder care, food drives, sign
2 language instruction, and things like that, and the only
3 reason she is here today is because Rob Hurt agreed to come
4 with her. I understand Robert is an 8th grader at Webster
5 Open, and he has been involved in tutoring young students
6 after school, and helped set up serving learning projects.
7 Rob wants to be a pilot, and he has been accepted into an
8 aerospace magnet high school in Minneapolis where he is going
9 to continue his studies next year.

10 We are pleased both of them are here.

11 Senator Wellstone. Mr. Chairman.

12 The Chairman. Senator Wellstone.

13 Senator Wellstone. So that we can go right to the
14 testimony, let me just thank Mary and Rob for being here.

15 Ms. Noble. Thank you for inviting us.

16 The Chairman. Thank you.

17 Ada Liz Merced, we look forward to your testimony.

18 STATEMENTS OF ADA LIZ MERCED, SOPHOMORE AT ROGER L.
19 PUTNAM VOCATIONAL/TECHNICAL HIGH SCHOOL, SPRING-
20 FIELD, MA; ACCOMPANIED BY DENNIS BRUNTON, COMMUNITY
21 LEARNING FACILITATION TEACHER; AND MARY NOBLE,
22 EIGHTH GRADE TEACHER AND ASSISTANT PRINCIPAL,
23 WEBSTER OPEN SCHOOL, MINNEAPOLIS, MN, ACCOMPANIED
24 BY ROBERT HURT, STUDENT

25 Ms. Merced. My name is Ada Liz Merced, and I am from

1 Springfield, MA. I was born in Puerto Rico, and I was raised
2 in Springfield since the age of 5. I am 17 years old, and I
3 come from a family of nine children.

4 I am currently in the 10th grade at Putnam Vocation-
5 al/Technical High School in Springfield. I am in the
6 computer-aided drafting shop in school.

7 I first became exposed to community service learning
8 last year at school when I was sent to the civility room,
9 which is a remediation program, where I had been sent for
10 skipping classes. That night, I was to have detention, and I
11 was asked if I would rather come to a meeting of the Putnam
12 Health Center Steering Committee. I then decided to attend
13 and maybe get involved in some of the activities that were
14 going on.

15 I sat and listened to what they were saying, and I saw
16 that there were teachers, community people, business people,
17 nurses, and also students who were involved. As I sat there,
18 they made me feel comfortable, and they asked me for my
19 opinions. And as I gave my opinions, they listened to me and
20 made me feel like I could make a difference. The other
21 students at the meeting were as excited as I was. We knew we
22 were working on something real that mattered.

23 The Putnam Health Center was a major community service
24 learning project for the school, which Mr. Brunton's testimony
25 describes more fully. As I continued to work with the health

1 center, I became more involved in different aspects of the
2 project--areas like planning and helping run the largest
3 health fair in the city's history; helping set up support
4 groups that dealt with AIDS, parenting, drug abuse, sexual
5 abuse, equity, and alcohol abuse.

6 I also had an opportunity to use my talents to organize
7 a benefit concert, which will take place next month at the
8 Paramount Theater in Springfield, and involves nationally-
9 known groups, to help fund the students building the health
10 center.

11 During the middle of this year, I was thinking of
12 leaving Putnam High School and going to Florida, but the
13 thing that kept me going back to school and made me decide to
14 continue was my involvement in this project and some of the
15 other community service learning projects, like organizing
16 over 700 of my fellow students who worked with business and
17 city government to do a massive cleanup of our downtown area.

18 I have done great in shop class because I really enjoyed
19 it. It is relevant to my future, and it has meaning to me.
20 I have attended shop class and other community service
21 learning projects, even when I had pressing family problems,
22 because I liked it that much. It also made me realize I was
23 important, and that my life had meaning.

24 These community service learning projects have made me
25 realize I am not alone, and I can make a difference and

1 continue my education. If it weren't for projects like
2 these, I wouldn't be here in front of you today, and most
3 likely, I wouldn't be in school.

4 In closing, I am asking for your continued support of
5 programs such as these, for my sake and for the sake of other
6 young people like myself.

7 Thank you.

8 The Chairman. That's very good, Ada Liz. Thank you.

9 Let me ask you, are there others from the school in that
10 program that are associated with the health center as well?

11 Ms. Merced. Yes, there are other students involved.

12 The Chairman. So do you go as sort of a group over
13 there, after class, or do they have you come down at different
14 times?

15 Ms. Merced. Sometimes, after school, I have to stay
16 after with the teachers for the meetings, and I take notes,
17 and we accomplish a lot.

18 The Chairman. When you go down to the health center,
19 what do you do there?

20 Ms. Merced. Well, the health center is not built yet.
21 I am in the drafting shop, and I am taking care of making the
22 floor plans for the school.

23 The Chairman. I see. So at the shop itself, you are
24 working on developing the health center, and you have a
25 number of students who have certain skill's that would be

1 useful to help develop the health center, and all of them are
2 participating?

3 Ms. Merced. Yes. In Putnam High School, we have
4 carpentry shop and electric shop; they are all together, and
5 the students are building the health center.

6 The Chairman. So the students are working together.

7 Ms. Merced. Exactly.

8 The Chairman. And is there an important need for a
9 health center in the community?

10 Ms. Merced. Yes, there is.

11 The Chairman. And the community basically supports that
12 program.

13 Ms. Merced. The community supports it a lot, because
14 these days, with teenage pregnancy and violence, we are
15 trying to help take care of those problems.

16 The Chairman. The students in the school itself.

17 Ms. Merced. Yes.

18 The Chairman. Okay. Since you got into the program, do
19 you think it has changed your life in some ways?

20 Ms. Merced. Yes, because I was living alone for a while
21 because my parents got separated, and I tried to keep it all
22 together, trying not to drop out of school and to just
23 continue. So the health center and these projects have
24 helped me a lot.

25 The Chairman. Good. Is that true about some of the

1 other students as well? Do you find that it helps them as
2 well?

3 Ms. Merced. Yes. Students out there don't have any
4 kind of attention, and the teachers at Putnam High School
5 listen to the students and try to help them out, in any area.

6 The Chairman. Thank you.

1 The Chairman. Dennis, I understand you are one of those
2 teachers, and we'll come back to you with questions, but I
3 think you deserve a lot of credit. We know about the program
4 up in Springfield, and it is a very, very important program,
5 and you deserve a lot of credit.

6 Mr. Brunton. Thank you, Senator.

7 The Chairman. Did you have a statement at this time? I
8 know how involved you have been in the program, and we'd
9 welcome a comment from you.

10 Mr. Brunton. Yes, Senator, if there is some time.

11 The Chairman. That's fine. Please go ahead.

12 STATEMENT OF MR. BRUNTON

13 Mr. Brunton. I'll try to shorten it, so we don't occupy
14 too much of your time, but it is an honor to be here, and it
15 is an honor to be with people from Minnesota who are doing
16 some great work out there, and the connection has been great
17 between the two States.

18 I am Dennis Brunton, and I have been a teacher at Putnam
19 for 13 years, and I am now the community service learning
20 facilitation teacher for the system of Springfield.

21 Four years ago, Putnam High School was a school in
22 crisis; it was ready to be shut down. It had the second-
23 highest dropout rate in the State of Massachusetts and was
24 the most violent by far in western Massachusetts.

At the same time, we ended up hiring a new superinten-

1 dent, Dr. Peter Negroni, and one of his first actions was to
2 institute site-based management techniques, using consen-
3 sus/decisionmaking models in every school in the city.

4 He came at that time to all the staff and explained that
5 with education today and the future job market, we had to
6 shift from industrial-based education to an information-
7 based educational system. At the same time, he came to this
8 very discouraged Putnam teaching staff and told them he
9 wanted to make Putnam his flagship, and to do this, he said
10 he would allow the students and the staff to work on what
11 they considered the two most pressing issues that the school
12 had to confront. The two issues they decided on were to add
13 a college prep program and also to deal with violence and
14 discipline problems.

15 One of the first things the committee began working on--
16 and this was a very frustrating process at first--was the
17 process of consensus decisionmaking, which forced people to
18 listen, examine, communicate, and compromise. In short, it
19 became a positive experience for everybody involved.

20 The violence and discipline committees soon realized
21 that suspending students for fighting and discipline problems
22 without providing some form of remediation was accomplishing
23 little more than increasing that dropout rate. To this end,
24 they established a program called the "civility room." It
25 wasn't another in-house suspension program, but instead was a

1 motivational program that was committed to dealing with the
2 individual students' issues which were preventing students
3 from achieving educational and personal success.

4 The civility room started, and soon the school formalized
5 a mediation program based on the community service learning
6 model, where students and staff were trained together in
7 mediation techniques.

8 The Chairman. Why don't you just summarize it in your
9 own words, and we'll put your complete statement in the
10 record.

11 Mr. Brunton. Sure. The violence was reduced immediate-
12 ly. From that point, the entire staff really started to
13 get--

14 The Chairman. What did they do in the mediation that
15 helped reduce the violence?

16 Mr. Brunton. A lot of it was improved communication
17 skills, and the students realized that they could take care
18 of their own conflict situations; and it also gave the staff
19 and the students a different way of communicating with each
20 other. Staff started to use the technique themselves to
21 resolve what normally would have been discipline problems in
22 which students would have been suspended for certain periods
23 of time.

24 It increased the awareness of the staff that in an urban
25 city, the majority of the problems that we are facing, the

1 violence and discipline, are symptoms; they aren't the
2 problem. The problem is exclusion, that the kids had been
3 excluded from the process of community. And using this model
4 of community service learning,, where reflection becomes an
5 important means of assessing what is happening, we found that
6 students started to internalize values that we had not been
7 teaching before--things like communication skills, problem
8 solving skills, critical thinking skills that are necessary
9 for the job markets of the future.

10 That really got the staff focused on the point that we
11 had to address issues which were normally considered "viol-
12 ence" in terms of medicine, and with the World Health
13 Organization definition, which includes psychological and
14 social well-being, that by addressing these issues, the
15 educational and personal development of the students seemed
16 to progress as they should.

17 It also gave community members a chance to become part
18 of a school, not just a financial resource. And as they
19 became more a part of the school, I think the media began to
20 accept some responsibility for a new form of prejudice, and
21 that prejudice was a prejudice toward young people, because
22 so many people of voting age--I'd say about 70 percent, from
23 the Children's Defense Fund statistics--don't have daily
24 access to children, so what they know about youth is what the
25 media portrays of the 10 to 15 percent that might be disrupt-

1 tive, and we have forgotten about the 80 to 90 percent who
2 are doing some great things in the schools all the time. And
3 by doing this, the community opened up, started talking with
4 children, and the projects have just evolved continually.
5 But I would say the biggest thing that has happened is that
6 the staff realized that they had to come up with some new
7 ways of assessment, of incorporating community service
8 learning into their curricula, making it a part of their
9 teaching, not something that is added on. I think the key
10 word is "learning," and I'm sure Ms. Noble is going to follow
11 through on that same thrust; learning is, I think, the key,
12 and that is what has really happened at this school, and it
13 is basically promoted, and it is a gentle way of promoting,
14 educational reform.

15 The Chairman. Very well-stated. Thank you.

8 16 [The prepared statement of Mr. Brunton follows:]

1 The Chairman. Mary Noble, thank you for being here.

2 STATEMENT OF MS. NOBLE

3 Ms. Noble. Thank you.

4 Chairman Kennedy, Senator Kassebaum, members of the
5 committee, I speak to you today as a K through 8 educator,
6 and that means kindergarten through the 8th grade. I am from
7 the great State of Minnesota, and unfortunately, Senator
8 Metzenbaum is not here, but I was going to say I am a
9 transplanted Ohioan, but he is not here.

10 The Chairman. We'll tell him later on.

11 Ms. Noble. The insights I share are based on many years
12 of experience working with children and young adults in both
13 formal and informal settings. I too am a former VISTA
14 volunteer, and I am quite active in the community right now
15 as a former foster parent.

16 My primary responsibility with the Minneapolis public
17 schools is serving as an assistant principal in a kindergarten
18 through 8th grade building, with a student body of about 815
19 students. At Webster Open School, our students come from all
20 walks of life, speaking no less than 21 different languages
21 in their homes. We are a perfect example of what people call
22 an "urban school."

23 With the limited amount of time we have been given to
24 speak, I would like to share some examples of the innovative
25 things that Minnesota is doing in the area of youth service.

1 I'd like to stress that this National Service Trust Act of
2 1993 will be invaluable to us in our endeavors.

3 It is important to understand that the definition of
4 national service must include even the youngest children. A
5 service ethic doesn't automatically happen at age 17 or 18.
6 It starts much earlier, and it should therefore be a part of
7 the K through 12 education program. It is a lifelong
8 learning process. Students should learn to do service just
9 as they learn to do reading and math.

10 In the Minneapolis public schools, we have implemented a
11 number of these teaching methods, and from what I have seen,
12 they really work.

13 The effort toward developing a comprehensive youth
14 service model in Minnesota dates back to 1984 when the
15 Minnesota legislature authorized local school districts to
16 levy up to 50 cents per capita for youth development work,
17 and that included youth service through the Community
18 Education Act. The levy, coupled with a State board of
19 education rule encouraging the integration of youth service
20 into the elementary, middle school/junior high and high
21 school curriculum has resulted in an explosion of youth
22 service programs in the State, particularly of programs
23 integrated into the curriculum .

24 Within the Minneapolis public schools, the biggest
25 success has been our summer program, WalkAbout. This program

1 is composed of a teaching model developed by the National
2 Youth Leadership Council that includes high school and
3 college students acting as mentors to elementary students.
4 The components of that program are four high school students,
5 two college students, and one lead teacher in a classroom of
6 about 25 to 30 students. I have had the opportunity to teach
7 and work in this program since its inception 4 years ago, and
8 this summer, I am going to be serving as the principal of
9 three of those sites.

10 This concept has been used as a teacher staff development
11 model which enables teachers that have worked in the program
12 to set up a model within their own schools. A number of
13 schools within the Minneapolis school district have been
14 selected as service learning pilot sites. I am proud to say
15 that Webster Open School is one of those pilot sites. We
16 have had great success with making service an integrated part
17 of the curriculum and are now in the process of working with
18 the University of Minnesota on an evaluation instrument to
19 measure the success of the program.

20 I want to thank you for introducing the National Service
21 Trust Act of 1993, and thank you for inviting me to speak
22 today. Educators like myself and students like Robert Hurt,
23 whom you will hear from next, are excited about the oppor-
24 tunity that this legislation will provide us. This bill
25 truly is a major step toward bringing the community into the

1 classroom and the classroom out into the community.

2 Finally, I'd like to thank the State of Minnesota for
3 its strong support of youth development, through funding and
4 legislation; the Commission on National and Community Service
5 for its evaluation support, and the National Youth Leadership
6 Council for its continued leadership in the area of youth
7 service.

8 I would also like to extend a special thanks to Senator
9 Durenberger for facilitating our trip, and thanks to Senator
10 Wofford and Senator Wellstone for their continued support of
11 youth service--and you, too, Senator Kennedy.

12 Senator Durenberger. And Nancy Kassebaum, for the
13 minority.

14 Ms. Noble. Yes, Senator.

15 The Chairman. Thank you very much.

9 16 [The prepared statement of Ms. Noble follows:]

1 The Chairman. Mr. Hurt, we'd be happy to hear from you.

2 STATEMENT OF MR. HURT

3 Mr. Hurt. Mr. Chairman, Senators, my name is Robert
4 Hurt, from Minneapolis, MN, representing Webster Open School.
5 I am here to talk about a very important issue--service
6 learning. I also want you to know that I am happy that you
7 have introduced the national service bill.

8 The reason why I think this experience is important is
9 because it makes a major impact on some kids' lives. I
10 tutored kids at my school, and I helped them read. The next
11 test they took, their scores went through the roof. It gave
12 me satisfaction to know I helped them get to that point.

13 These kids need our help, and if you don't pass this
14 bill, those scores will start going down again. You don't
15 want to get blamed when these children don't get the help
16 they need because you don't pass the service bill. [Ap-
17 plause.] They need us.

18 I have done many types of service learning, from helping
19 kids to making houses for bats. The bat houses are helping
20 our community. Soon, we will be putting them along the
21 Mississippi River. These creatures also need our help.

22 We don't get paid for this; it is volunteer work. That
23 is another reason why this bill should be passed.

— 24 So in conclusion, I am proud that I was able to influence
25 these children's lives now and help them to get along in the

1 future. Helping these kids has also made a major impact on
2 my life, all thanks to serve learning.

3 Please pass this bill. Thank you for asking me to speak
4 today. [Applause.]

5 The Chairman. Very good. It just goes to show you
6 don't have to speak very long to get the message across,
7 which is something that we need a good deal of reminding
8 about up here.

9 Do you enjoy working, Bob, with your classmates and
10 trying to help them?

11 Mr. Hurt. Yes.

12 The Chairman. Do you find that you are able to explain
13 some things so they can get it a little easier than sometimes
14 they get it in class?

15 Mr. Hurt. The younger kids, yes.

16 The Chairman. I always had difficulty understanding
17 when to use "me" and "I." Sometimes people get that confused.
18 And I remember my son told me, "Well, if you do something to
19 somebody else, it is 'I,' and if it is being done to you, it
20 is 'me.'" And that simplified it, rather than learning about
21 the Latin and grammar reasons. I have found that in so many
22 instances, young people who understand it themselves can pass
23 it on in ways of learning that make it a good deal easier,
24 and certainly that has been something that I think we have
25 seen a good deal of.

1 I want to commend both Robert and Ada Liz. Both of you
2 deserve a lot of credit. You probably don't understand it
3 right now, but you are real role models--and I'm sure you
4 don't get a lot of credit from your fellow students, and you
5 probably take some heat for doing it--maybe some kids in your
6 class say, "Why are you doing this?" and so on--because it is
7 more difficult to do, and it takes some sacrifice. Ada Liz,
8 you gave up a trip to Florida so that you could work with your
9 group and other people who depended on you. That takes some
10 doing, and you deserve credit for it. You may be happy that
11 you are doing it, and you may have an internal satisfaction
12 when you do it, but you are doing it because you've made up
13 your mind to do something about your own life and the lives
14 of others. So you ought to take satisfaction in that. As
15 you go on through school and otherwise, there will be people
16 telling you what you can and can't do, and here you are doing
17 some things yourselves, and you are really setting a very
18 good example. So I hope you know how much we appreciate it,
19 and we wish you the best.

20 We thank both of you as well, Dennis and Mary. You are
21 real life examples of what teachers should be all about, at
22 least from this Senator's point of view, and we are very,
23 very grateful and proud of the job that you are doing. Thank
24 you very, very much for being here.

25 Ms. Noble. Thank you very much.

1 The Chairman. Dennis, we'll see you back home in
2 Springfield soon.

3 Mr. Brunton. Thank you, Senator.

4 Senator Wofford?

5 Senator Wofford. Robert, how old are you?

6 Mr. Hurt. Fourteen.

7 Senator Wofford. Well, you're ahead of me; I started
8 lobbying the Senate of the United States when I was age 16.
9 But I started writing letters to Senators when I was 11. For
10 some reason, I was against Roosevelt's court-packing bill,
11 and I have all my letters to "Master Harris Wofford" from
12 Burton C. Wheeler and Royal S. Copeland, and I can still
13 remember them. So my salute to you for starting early.

14 Ms. Noble. We have already started some of our younger
15 students already, Senator; you've probably gotten some
16 letters from our 3rd and 4th graders.

17 Senator Wofford. All right, good.

18 Do you find, Bob, that you yourself have learned to read
19 better or to know the subjects you are tutoring by tutoring?
20 Have you ever thought about that?

21 Mr. Hurt. I haven't really ever thought about that, so
22 I can't answer that.

23 Senator Wofford. I found when I taught law that I
24 learned far, far more teaching it than I did when I was being
25 taught it at law school. And there is a little essay that

1 I'll send you titled, "Learning by Teaching," that has always
2 made sense to me, and you might pass it around to your fellow
3 tutors. I don't know if it does any good to have a theory,
4 because you are already doing it.

5 Mary, do you have any evidence to add to our little
6 Minnesota-Pennsylvania competition on things like in Pennsyl-
7 vania, the Chestnut Ridge School District, which has had a
8 very large program of student tutoring/service learning, and
9 which has seen the college-going rates go up from 25 percent
10 to 80 percent since they got almost every student in the
11 school, beginning back in 1987 growing to 1992, to engage in
12 service learning? They have seen the college-going rates
13 just go sky-high. At Keystone Oaks Middle School, the
14 average dropout number was 28 per year in the 10 years before
15 they adopted a service learning requirement of 120 hours; and
16 since then, the dropout rate has gone down to 8, and 7, and
17 6, instead of 28 a year.

18 Do you have any competitive figures you can give us?

19 Ms. Noble. Oh, sure. Our summer WalkAbout program
20 takes students who are in the lowest fourth of their classes
21 and works with them, and usually during summer school in the
22 past, it has been a dropout rate of about 50 percent of the
23 kids who don't finish summer school. Well, since we have
24 incorporated WalkAbout, the service learning, our attendance
25 rate for the six weeks of summer school has been in the 90

1 percent range. So it is something that students are really
2 interested in.

3 As far as our attendance rate at our school, students
4 are there almost every day. We have very few children that
5 we have to refer for delinquency or truancy or attendance
6 problems. Twenty-five percent of my school district are
7 involved in some kind of service or another, and my son is a
8 high school student, and they can earn service credit that
9 applies to their elective credits for graduation.

10 Senator Wofford. Thank you, and let's keep the competi-
11 tion going.

12 Ms. Noble. Yes.

13 Senator Wofford. Thank you, Mr. Chairman.

14 The Chairman. Dennis, is this working in the other
15 schools up in Springfield as well?

16 Mr. Brunton. Yes, very much so. Putnam is only one
17 example, but it is basically spreading throughout the entire
18 system. Last year in our end-of-the-year report, at least 38
19 out of the 40 schools were actively involved in not only
20 project, but also making it part of the actual curriculum for
21 every subject area.

22 The Chairman. Well, it's something that I think has
23 been enormously impressive. I am familiar with that program.
24 They have 4th graders who "adopt" senior citizens in homes
25 and call them each day--

1 Mr. Brunton. And we have other students who are taking
2 care of lawn care for the handicapped people.

3 The Chairman. It's an incredible program, and I think
4 an awful lot of it is getting word out to the different areas
5 and helping school systems to jump-start these kinds of
6 programs. We are very, very committed to that aspect of this
7 program, and I think you have given us a dozen or more good
8 reasons why it is important that we should.

9 Thank you all very, very much for your appearance here.

1 The Chairman. Our final panel includes Catherine
2 Milton, executive director of the Commission on National and
3 Community Service, the commission created by the 1990
4 national service bill. Catherine Milton is also one of the
5 organizers of Campus Compact, an association of college
6 presidents working for community service opportunities. We
7 also welcome Gerald McEntee, the president of AFSCME, the
8 largest public employees' union in the country. AFSCME is a
9 nationwide presence for more than 3,000 local unions in 46
10 States.

11 Mr. McEntee, we'll start with you, please.

12 STATEMENTS OF GERALD MCENTEE, PRESIDENT, AMERICAN
13 FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES,
14 AFL-CIO, AND CATHERINE MILTON, EXECUTIVE DIRECTOR,
15 COMMISSION ON NATIONAL AND COMMUNITY SERVICE

16 Mr. McEntee. Thank you, Mr. Chairman.

17 My name is Gerald McEntee, and I am president of the
18 American Federation of State, County and Municipal Employees,
19 AFSCME. We most certainly appreciate your invitation to
20 appear here today on behalf of the 1.3 million Federal, State
21 and local government workers who are members of our union.

22 I have a short statement to present now, and we'll be
23 following it up with further details later.

— 24 I am here today to offer AFSCME's support for the
25 National Service Trust Act of 1993. We do so because this

1 plan embraces the virtues of public service which are so
2 necessary for the effective functioning of our democracy.

3 We regard it as extremely important that the first
4 purpose stated in the bill "to meet the unmet, human,
5 educational, environmental, and public safety needs of the
6 United States, without displacing existing workers." AFSCME
7 believes that the link between these two policies will be
8 crucial to the success of the program.

9 This legislation is designed to stimulate the creativity
10 of local people working together to meet local needs. One of
11 its greatest contributions will be to encourage people of
12 many different backgrounds to join together to improve their
13 neighborhoods and the lives of their fellow citizens.

14 Out of this experience, we hope will grow a better
15 appreciation of the role of Government and public service and
16 renewed interest in serving in Government at all levels.

17 The National Service Trust Act builds on the solid
18 foundation of the National and Community Service Act of 1990
19 and combines the best elements of our intergovernmental
20 system. It encourages locally-developed initiatives to
21 flourish while requiring Federal standards of excellence. It
22 will have a national focus, but be responsive to local
23 concerns and local needs.

— 24 Broad-based community support will be essential to the
25 success of this program. S. 919 includes elements which are

1 crucial to building such support. These include a unique
2 delivery system based on a Federal-local partnership, a
3 clearly-articulated policy against displacement, and the
4 program's objective of enlisting the participation of the
5 entire community, including local unions, in the program.

6 Local public employee unions should be seen as partners,
7 and want to be partners, in this new endeavor. They are
8 uniquely situated to contribute ideas for useful activities
9 for national service participants which meet unmet needs
10 while not duplicating existing services provided by paid
11 workers. Since national service participants may very well
12 interact with public employees at the worksite, it is
13 important for local programs to seek out the support and
14 participation of public employee unions as, in fact, they do
15 under many existing youth corps programs today.

16 In general, S. 919 has been developed with great
17 sensitivity to the need to protect public sector workers and
18 jobs. However, we are concerned about what will happen to
19 current ACTION employees when ACTION functions are transferred
20 to the new Corporation for National Service. As we understand
21 the legislation, the new corporation will operate outside the
22 Federal civil service system under a "more flexible" personnel
23 structure.

— 24 Among other features, this new personnel system will
25 employ individuals for only 5 years. The employees at

1 ACTION, who are represented by our union, are strongly
2 committed to the principles of S. 919. They have persevered
3 in their work even when it was not politically popular. It
4 would be most unfortunate for them to be pushed aside when
5 the programs in which they served gave inspiration to the
6 authors of the National Service Trust Act. We would like to
7 work with you to address their very legitimate concerns.

8 In past reorganizations within the Federal Government
9 such as the Panama Canal, Howard University, St. Elizabeth's
10 Hospital and the Postal Service, the rights of employees were
11 protected as were their union representation rights as well.
12 Similar protections would be appropriate in the transfer of
13 ACTION to the proposed corporation. We at AFSCME are
14 prepared to encourage our locals and councils to participate
15 fully and constructively in the development and implementation
16 of local national service programs.

17 If implemented sensitively and carefully, we believe
18 that S. 919 can have a profoundly positive effect on the
19 Nation. While conceived by President Clinton during the
20 campaign last year as a way to offer education assistance to
21 young people who dedicate a year or two to working in their
22 communities, S. 919 can be much more far-reaching by teaching
23 people from different circumstances and experiences about
24 each other. This program also can rekindle the understanding
25 and compassion that our national family needs to overcome the

1 unprecedented economic and social challenges we face today.

2 In doing so, it can help heal and reunite an increasingly

3 divided Nation.

4 On behalf of our union, I want to thank you again for

5 your invitation to appear here, and we would be happy to

6 answer any questions.

7 Thank you again.

8 The Chairman. Thank you very much.

10 9 [The prepared statement of Mr. McEntee follows:]

1 The Chairman. Catherine, we are glad to have you with
2 us today. I should add that we have two very wonderful
3 friends here, Senator Wofford and myself--Gerry McEntee has
4 been a long-time friend of the committee; and we have worked
5 very closely with Catherine on the community service program,
6 and she has been involved in community service as long as any
7 of us can remember, and maybe longer than she herself wants
8 to remember. So she has really been an absolutely extraordi-
9 nary stand-out in this aspect of the lives of Americans.

10 We are glad to have you.

11 STATEMENT OF MS. MILTON

12 Ms. Milton. Thank you, Senator.

13 As I sat here today listening to the testimony and the
14 comments from the Senators, I was really struck by the wisdom
15 that this committee showed several years ago in passing the
16 Community Service Act, because that gave us the foundation
17 for which we can look to the models and look to the way that
18 the infrastructure and framework has been set up, and we can
19 build on that. So I want to thank you for your role in that.

20 Before I become executive director of the commission, I
21 spent 10 years out in the field at the grassroots level
22 developing a program for college students. Also, I wanted to
23 get my own kids involved, and so I started a program for
24 middle school students in the local schools. Through that
25 experience and the experience I have had in the past year,

1 working with a very talented bipartisan board of directors to
2 help craft a national strategy, and through the field visits,
3 public hearings, the 150 or more programs that we are funding
4 around the country, I have drawn three major conclusions
5 which I hope will be helpful to you today.

6 First--and I know we have heard this, but I think it
7 needs stating again--a program which encourages community
8 service is valuable for the Nation. I can speak from
9 personal experience that community service can change lives;
10 it can turn young people who are problems into resources for
11 solving problems; it can motivate young people to do well in
12 school and even to stay in school, and it can provide
13 services that the community really desperately needs. And
14 finally, I think it can help renew this country and heal
15 divisions that we can only imagine.

16 Consider, Senator Wofford, in your State, Philadelphia.
17 I went to visit the Philadelphia Youth Corps last summer when
18 they had just completed 100 days of 100 service projects for
19 that city. And the youth corps members there were so proud
20 of the fact that they had gone into neighborhoods and worked
21 with community members to turn vacant lots into playgrounds
22 and had turned homes that had been deserted and unfit for
23 anyone to live in into places where families are living now.

24 When I talked to the youth corps members, they also said
25 that something else important had happened--that their lives

1 had been changed, and in some cases saved. One young man
2 told me how two of his brothers and his father had been
3 murdered in the previous year over drug problems. He said
4 that if it weren't for this program, he himself would
5 probably not be alive.

6 In Boston--and I know you visited City Year, Senator--
7 that is one of the eight model national service programs the
8 commission is now funding and evaluating. Every day, people
9 from all different backgrounds--black, white, Asian, Hispanic--
10 -work together, whether they are from the middle class or are
11 down-and-out, and they work in teams to help serve their
12 city. I have visited them and gone with them, and I have
13 seen the impact that they can make in their communities.

14 For example, in the schools, they will do things in
15 those schools that could not be done otherwise. They will
16 tutor children who need help. They will help the parents
17 learn to read. They will give the teachers a break and help
18 them with many tasks. And they will do after-school programs
19 that just didn't exist before and would not exist without
20 their help.

21 So the first lesson is that it is needed.

22 The second is that we have enough experience now to know
23 that the best Federal program is one that builds on and
24 inspires the best grassroots efforts, and is not a top-down,
25 large, federally-run program but one which can really

1 encourage ideas and create a market-like competition for the
2 programs, the participants, and the providers of technical
3 assistance. So that the programs that we have seen today and
4 the young people who are here, so those kinds of programs can
5 flourish.

6 Third, we have learned to pay careful attention to the
7 quality of service. We have to constantly evaluate and
8 constantly ask: Are we really reaching a diverse group of
9 young people? Is this really making a significant impact on
10 their lives? Is it really providing valuable and measurable
11 service to the community? Is it inspiring? Is it encouraging
12 service on the part of those who are not directly benefitting?

13 It is my opinion that the Act before you does incorporate
14 these lessons and provides you with the opportunity to create
15 an entity which will have the impact on this generation that
16 the Peace Corps had on mine.

17 The commission is now working with nearly every State to
18 get more community service in at the elementary and secondary
19 levels as well as at the college level. For full-time
20 service, we are currently supporting corps across the country
21 which are reaching more than 11,000 young people serving
22 full-time. We are also funding eight models of national
23 service, City Years being one of them, in which the people
24 are performing full-time service in exchange for a stipend
25 and a post-service benefit, very similar to what is contained

1 in the new legislation.

2 We have today in the room several volunteers from
3 Volunteer Maryland, which has coordinators in over 30
4 organizations across the State of Maryland--programs such as
5 Habitat for Humanity, the Baltimore County Recycling Program,
6 the Stop AIDS Campaign. These people are out there, helping
7 to design volunteer opportunities so that other people in the
8 community can become involved.

9 Early, I heard a question about how many people would we
10 reach through this program. I think it is important to
11 realize that while there may be provisions for having 25,000
12 who would be supported with stipends, in fact, each one of
13 those people may bring in several hundred other people. That
14 is what our experience has found, if they are used as
15 coordinators in schools, or placed in community agencies.

16 So I think that through all of these experiences, we
17 have learned that the community service movement has tremen-
18 dous potential, and we need to take care in how it is
19 expanded; we need to pay attention to quality.

20 In our report to Congress entitled, "What You Can Do for
21 Your Country," the commission made several other important
22 recommendations including that we should not create a massive
23 Federal bureaucracy, but that instead the Federal role should
24 be to support and encourage a continuum of service starting
25 with children in elementary school and including senior

1 citizens. There should be a mix of funding sources so the
2 programs will have strong stakeholders in the community; and
3 instead of blanket Federal support, local programs and State
4 programs should compete for the funding. And finally, the
5 participation should be voluntary, not mandatory.

6 Senators, you have an important opportunity before you
7 today with this legislation. While the needs in our com-
8 munities have never been greater, there is a once-in-a-
9 lifetime opportunity to harness that energy that we saw
10 earlier in this room and to meet, measurably and memorably,
11 the critical social needs that are out there and to inspire a
12 new generation.

13 Thank you.

11 14 [The prepared statement of Ms. Milton follows:]

1 The Chairman. Let me ask Mr. McEntee why the anti-
2 displacement provisions are important in the national service
3 bill.

4 Mr. McEntee. Well, let me say first, Senator, that we
5 feel very good about the bill, and we feel very good about
6 the process because in the process, we were included; we were
7 not excluded. We had numerous meetings with Eli Segal and
8 those kinds of folks who worked on this and put together the
9 beginning of the pieces of legislation, and we were able to
10 bring to them our concerns.

11 It is important in terms of the anti-displacement
12 language, and both of you would know, in terms of the
13 condition of some of our States and many of our cities,
14 particularly urban centers, due to budgetary cutbacks and
15 lack of moneys. We have had attrition, we have had layoffs
16 in terms of city employees, in terms of public sector
17 workers. Many of those jobs, probably most of those jobs,
18 are low-skill jobs, low-paying jobs. It is important, I
19 think, to those kinds of folks. It is important to the
20 success of the program because so much of it is at the local
21 level that these young folks who come on do not displace the
22 jobs or workers already on the job. I think it would be the
23 beginning of the seeds of failure for this kind of program if
24 in fact that happened. And we were able to bring those kinds
25 of concerns to the administration as they started to put the

1 bill together, and they accepted those kinds of arguments,
2 and I think it is very important that they did.

3 The Chairman. Catherine, do you want to comment?

4 Ms. Milton. Yes. I think that what we have learned at
5 the local level is that it is also very important to involve
6 people in the process.

7 We have also learned, and in both examples I gave you,
8 they have built competition into it. In Philadelphia, it
9 wasn't that they went out to do the service to a group that
10 did not ask for it; instead, they had the community groups
11 compete and say, "This is where we need you."

12 In Boston for City Year, they go into the schools that
13 ask for them, and there are many more schools and teachers
14 who want the help than there are city corps members available
15 to help them.

16 So I think the two lessons we have learned are, first of
17 all, to involve people in the process of planning--and I
18 think having representatives working at the State level is
19 extremely important--and second, to not go where you are not
20 needed.

21 The Chairman. So your point is that in the shaping of
22 the program, it is very sensitive to this kind of issue.

23 Ms. Milton. Yes.

— 24 The Chairman. Let me ask you, Ms. Milton, how did you
25 originally get involved in volunteering?

1 Ms. Milton. In junior high school, we did a one-day
2 service project in my church, and I was asked to help, and
3 then the next year I went out and organized it and got about
4 100 children from the neighborhood to go out and do work for
5 shut-ins. So it goes back very early.

6 The Chairman. Well, I think it is another example of
7 the early impact in terms of volunteerism. I think it ought
8 to be a life's experience. We didn't get into the older
9 people who have retired and are working in their communities
10 and receiving a very, very minor stipend, and what they do in
11 terms of impacting and transferring values to kids as well.
12 I have seen it in a number of the neediest communities in my
13 State, where they have a very, very important impact.

14 As we know and as has been mentioned, this is going to be
15 an evolving process, and we are all operating under the best
16 of faith because we believe in the fundamental, core effort,
17 and we want to give our friends every kind of assurance as we
18 go down this path that we are going to make adjustments and
19 changes--I don't think we do that as well as we should in
20 this institution, for a variety of different reasons--but
21 certainly, in this area, we want to make sure we get it
22 right--we want to always get it right whenever we do it, but
23 we certainly want to do so in this case.

— 24 Senator Wofford?

25 Senator Wofford. I want to highlight two of the many

1 important things you have both said. One is the multiplying
2 power of one service program to produce another or leverage
3 another. Right here in this room, the Pennsylvania Conserva-
4 tion Corps, full-time corps members, and the Penn-Serve
5 program that Governor Casey started and John Briscow and Don
6 Mathis have led so well, they have leveraged, and they have
7 produced what will probably be 8,000 young people in summer
8 service programs in the State of Pennsylvania this summer.
9 So I think you are very right that adding to the full-time
10 volunteer contingent, up to 25,000, and then building from
11 there is going to have a big effect on other summer service
12 part-time volunteering; it gives a cadre of leadership that
13 can do that.

14 Gerry McEntee, it is absolutely vital that the largest
15 public service employees' union in the country be for this,
16 and therefore, your support now and in the past is a major
17 factor in giving me a sense that we are going to achieve
18 this. It would be ironic if this were not planned in such a
19 way that those who give national service every day in their
20 careers were not in the lead in this, rather than worried
21 about it. So I salute you for your role in it.

22 And the clue of what to do is, exactly, inclusion. The
23 carpenters' union in Philadelphia was brought in at the
24 beginning of a West Philadelphia Improvement Corps and
25 sponsors the project of using high school dropouts to

1 renovate homes for low-income people. And a retired car-
2 penter, Walt McCullough, has become a hero in the union
3 because of their role with these young people. Four out of
4 the first 12, I think, in the first platoon of youth corps
5 members in that project passed the apprenticeship program of
6 the union. So inclusion from the beginning is key.

7 I have a question for you in terms of Secretary Babbitt's
8 invitation to the imagination. Have you imagined the union
9 itself responding to what, if this is put in place, will be
10 an open-ended invitation to institutions in our society to
11 say here is a program that we will give leadership to for
12 young people, full-time, for a year? Rich Trumka has been
13 imagining it, I am told, how they might do it with United
14 Mine Workers, but you might be first in the country.

15 Mr. McEntee. He might need them now, when he is on
16 strike.

17 Senator Wofford. Yes, he's a little busy today.

18 Mr. McEntee. At our first meeting that we had with Eli
19 Segal and Jack Lew, when they mentioned the fact that unions
20 would also be eligible for this and could forward programs, I
21 almost fell off my chair. That is something that I have not
22 heard in Washington, D.C. ever since I have been here, and I
23 have been here about 12 or 13 years--and that may coincide
24 with some other things in this city. But we were tremendously
25 pleased, and we are ready to do those kinds of things, and I

1 think American labor, whether it is the Mine Workers or
2 Steelworkers or whatever, would be tremendously excited over
3 the fact that they would have opportunity to put forth
4 programs to use this kind of very imaginative and very
5 important program.

6 Senator Wofford. You were concerned about the transition
7 for ACTION under this proposal. I wonder if Catherine Milton
8 can speak to the commission's relationship with ACTION, which
9 itself is a pioneer national service program--in fact, it was
10 the original idea for national service.

11 Ms. Milton. Yes. We have had a fairly close relation-
12 ship. The director of ACTION has been a very active board
13 member and so has attended almost all of our board meetings.
14 In addition, we are actually funding some of the ACTION
15 programs through the commission's funds.

16 I would say that in general, they are a much larger
17 agency--they have offices in all the States and all the
18 regions--we are a very small agency, so in many instances we
19 have had to draw on their expertise.

20 Senator Wofford. Do you see a future for VISTA, the
21 Volunteers In Service to America, original prototype?

22 Ms. Milton. I do. I think VISTA is actually really
23 like one of the models that we have been testing out in terms
24 of its concept and its idea, and I think that there is such a
long tradition and history of this that it would be important

1 to build on that tradition and to strengthen it. And from
2 working with college students, I think the idea of having a
3 national, federally-run volunteer program would be good and
4 would appeal to them.

5 So I think we should make efforts to improve VISTA and to
6 keep it.

7 Senator Wofford. About the size of the board of the new
8 national corporation, from your experience, is 11 a good
9 number? That is less than you had on the commission board.

10 Ms. Milton. I did feel 21 was a little large. My own
11 view is that I think it is very important to include a
12 variety of viewpoints, including a few young people. So my
13 own view is that you may need to have around 13--but when you
14 start to count the representative agencies you want, I
15 wouldn't go any smaller than 11.

16 Senator Wofford. What about the concept of national
17 recruiting, which is part of this proposal, and the need to
18 develop a leadership cadre for the expansion of service
19 corps--because leadership is so crucial to these teams,
20 troops, corps--what do you see as the way to develop the
21 structure of leadership?

22 Ms. Milton. Well, we are actually experimenting a
23 little bit with that through the Summer of Service, where we
24 have selected programs that are going to be picking 1,500
25 young people, and we are going to be working with those

1 programs to train them, with the hope that they will become
2 future leaders of the national service.

3 I think it is very important that most of the recruitment
4 be done at the local level and that we work with programs to
5 help them be able to reach out and recruit. But I also think
6 that it is important to have some mechanism, either an "800"
7 number or some nationally recognizable way, for people who
8 are in one part of the country to apply and to be accepted
9 and have the opportunity to move to another part of the
10 country.

11 Those are the kinds of details that we are just now
12 beginning to think about, but I think that for the most part,
13 the local programs should be able to recruit and select the
14 people they want, but that there should be a way for other
15 people to find a way to get into the program if they want to.

16 Senator Wofford. Well, let me close my remarks today by
17 saying that I have heard criticism that this proposed quantum
18 jump in national service is too small, and some have said it
19 is too large, and some have said it is starting too slowly,
20 and some have said it is starting too fast. And a somebody
21 who has been dreaming about how to bring this about and
22 scheming about it for many years, I think what the President
23 is proposing is just about right.

— 24 Thank you, Mr. Chairman.

The Chairman. Very good. Thank you very much. Your

1 testimony has been very, very helpful.

2 The committee stands in recess.

3 [Whereupon, at 12:50 p.m., the committee was adjourned.]