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Senate Committee Report

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I. BACKGROUND AND NEED FOR LEGISLATION

① It has long been recognized that with rights come responsibilities. Thomas Jefferson expressed the American ideal of service when he wrote that "a debt of service is due from every man to his country." ② National service has played a prominent role throughout American history. The call to service still echoes in our land; Marion Wright Edelman has said that "service is the rent we owe for living." ~~With the rights of citizenship come responsibilities~~ -- that we ought to pay back our country for the opportunities and freedom which it has bestowed upon us. (1+)

Service aims to meet the unmet needs of the Nation. Equally important, it expresses the significance that citizens should vest in meeting those needs, the sense of citizenship that American democracy requires. In service, Americans bridge racial, economic and class divisions, and through common experiences achieve common purposes. ~~It is simply too easy to sit back and blame the problems in our nation and communities on others. National and community service asks citizens to see themselves as the untapped resource to enlist against these vast needs.~~ By demonstrating what we as Americans can accomplish, it empowers and inspires and dares all to be more active citizens.

History of Americans Involvement with Service

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

After World War II, the GI Bill ~~has~~ ^{more than} enabled ~~over~~ 20 million veterans to go to college, helping develop the educated work force that inaugurated a period of great economic growth for America. Like the aid offered under the Montgomery GI Bill today, the educational assistance provided by the original GI Bill was not an entitlement given ~~by virtue of economic status~~; it was an award earned ~~through~~ ⁱⁿ ~~by~~ ⁱⁿ virtue of service to the Nation. The GI Bill is widely recognized as one of America's most popular and successful educational investments.

In the 1960s, the Peace Corps and VISTA mobilized the idealism of young people in that era to address domestic and international needs. President John F. Kennedy captured the civic spirit that these programs embodied with his historic challenge, "Ask not what your country can do for you; ask what you can do for

a renewed
your country" -- ~~a phrase which still summons us across the years.~~ While also receiving a basic stipend to enable people of all backgrounds to serve, graduates of the Peace Corps and VISTA gained something more important: a new sense of citizenship and commitment to the country. In many cases returned Peace Corps Volunteers or VISTA alumni entered distinguished careers in public service. The Peace Corps and VISTA remain important service programs today.

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

Recent Developments

This legislation not only joins a long American tradition of legislating support for service; it builds on a growing grassroots commitment to serve America's communities. In the last 15 years, the national service movement has come to include millions of Americans in service of all forms. Sometimes with and sometimes without government assistance, this citizen-based movement embodies the American spirit of civic responsibility. It takes a variety of forms.

Part-time voluntary service

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

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

School-based youth service

There has been special growth in service among young Americans. A 1991 survey reported that 61 percent of 12-17-year-olds volunteer an average of 3.2 hours a week. Service-learning, which combines classroom education with service opportunities, has been integrated into curricula at elementary, secondary, and post-secondary institutions. In elementary schools, service-learning instills in school children an ethic of service that makes them want to serve throughout their lives. It demonstrates to them that service can be educational, fun, challenging and important. At the hearing of the Senate Committee on Labor and

Public Allies, offer primarily individual placements in local non-profit organizations aiming to alleviate poverty. Specialized post-college initiatives, such as Teach for America, offer highly skilled services in areas that most need them.

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

The present number of participants in national service
~~But this is a small fraction of the number of participants who could be performing such service.~~ *valuable work* Authors Peter Szanton and Richard Danzig in National Service stated that 3,500,000 full-time national service positions could be created nation-wide, including 1.2 million in schools, 820,000 in child care, 750,000 in health care and care for severely restricted elderly and disabled individuals, 250,000 in public safety, and 165,000 in energy, environmental protection and urban and rural conservation.

Federal role

use the quote. Kennedy asked.
One of the ~~most~~ *expand the* critical roles that the federal government can play in national service is to ~~raise the consciousness and interest of Americans in service.~~ Conversations with early participants in the Peace Corps revealed that the reason most of the volunteers served in the Peace Corps is that it was the first time that their government had ever asked them to do something for another. We must ask and this Act is a central way of asking.

of the most successful
with the private and non-voluntary sector
that are In addition, the federal government can forge a ~~public-private~~ *the* partnership as a central principle of many national service initiatives. Unlike past programs such as the Civilian Conservation Corps, which were funded and operated exclusively by the federal government, the new national service initiatives receive support from every sector of American society. Many are operated by non-government entities, and the best rely on the communities they serve for input and direction. In these instances, the Federal government often provides a crucial source of financial support. Importantly, however, the government invests in programs rather than operating them; it measures and rewards success instead of trying to achieve it itself; it provides an overall direction to programs without eliminating flexibility; and it acts as one investor among many, not as a market monopolist. The Committee strongly supports these trends, which, not incidentally, limit the size of bureaucracy and focus Federal expenses in communities instead of Washington.

ranging from business to civic and religious organizations
Many programs, such as Public Allies and City Year, began with private support from foundations and businesses, yet have recently received Federal

assistance. Other initiatives, such as the California Conservation Corps and PennSERVE, rely mainly on state funding. Others are rooted in local non-profit organizations with entirely localized funding bases. And others rely on support from other Federal sources such as VISTA, the Job Training Partnership Act or the Department of Defense's readjustment programs. *shu*

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

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

The Commission's work complements that of the ACTION agency. ACTION currently enrolls 3,300 Americans in the VISTA program, who provide service in alleviating poverty in all 50 states. Among senior volunteers, there are approximately 12,000 participants in the Senior Companion Program, 23,000 in the Foster Grandparent Program, and more than 435,000 in the Retired Senior Volunteer Program. Nearly half a million Americans contribute 130 million hours of service through the programs of the ACTION agency.

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

Goals of the Act

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

The Act supports all the "streams of service": amending and expanding the K-12 service-learning program and the higher education service program; establishing the national service program with post-service educational awards by combining subtitles C and D of the National and Community Service Act; amending and reauthorizing the Domestic Volunteer Service Act, including the

VISTA and Older Americans Volunteer Programs; reauthorizing support for the Civilian Community Corps and Points of Light Foundation; and speeding up the implementation of the recently enacted Stafford loan forgiveness program for community service participants.

Meeting unmet needs

The list of vital needs that national service participants can meet is practically endless. In health care, the youngest and oldest Americans could gain much from services in this initiative. In the field of immunizations, currently only about half of 2-year-olds are fully vaccinated, with rates as low as 10 percent in inner cities. Immunizations save money, yet often shortage of outreach and information is as troublesome as cost. And among older Americans, nursing home care is the largest out-of-pocket health care expense, yet many seniors would prefer to remain at home if care were available.

In schools, it was reported in 1991 that 27 percent of youth aged 16 to 24 from low-income families dropped out of school. In 1992, 72 percent of 8th graders in disadvantaged urban districts did not achieve at the basic competency level in math. Mentors, tutors, and other volunteers can provide invaluable aid, yet in a 1990 study, 50 percent of the nation's minority schools reported having no volunteers at all.

There are other similar unmet needs in the areas of public safety and the environment.

Whatever the measurable benefits that national service can achieve, there is still something else that service offers communities. It can foster a new spirit of responsibility that inspires all the residents to work for an improved future. As Secretary of the Interior Bruce Babbitt stated in testifying before the Committee:

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

Helping participants

With regard to participants, national service can offer a variety of benefits. *transform all who serve into*
~~For all participants, the service will create citizen experts. Those spending a year or two of their lives on housing issues, or the environment, will know more about these issues than many in our country. The experience will impart leadership skills -- knowledge that participants are capable in standing up for what they believe in, and engendering a sense of confidence that they can make a difference. The combination of these two will lead them to actively participate as citizens in making a difference and informing policy debates around these issues.~~
who make a difference in the world around them.

teaching children at risk, reducing pollution, building low-income housing

The legislation offers different added benefits to those at different stages in their lives.

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

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

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

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

Diversity of participation

National service opportunities should be made available to Americans of diverse age, income, race and region. In two respects related to its goal of fostering good citizenship, the national service program is importantly different from means-tested education aid and job training. First, like the GI Bill, national service embodies the American idea of reciprocal responsibility -- that those who give to their country have earned something in return. The opportunity to serve and earn a benefit through civilian service, like the chance to do so through military service, should be offered regardless of race or income.

Second, national service is designed to unite Americans from diverse backgrounds in a common learning experience and endeavor. In particular, one important program model is the diverse community corps, in which suburban middle-class college graduates and poor urban dropouts can work side by side, learning about each other and their shared communities. While City Year is best known as such a program, there are many other recently developed programs which are successfully incorporating the goal of diversity, such as the East Bay Conservation Corps and New Orleans Summerbridge. And even when an

Public Safety

see edits

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

Other crime-related initiatives could draw on diverse young people in community-based anti-crime activities. Youth as Resources and the National Crime Prevention Council are already engaged in such activities. In close partnership with local schools and anti-drug professionals, national service participants could form drug abuse prevention teams to engage in a panoply of activities. The teams could include a range of students, from college graduates trained in psychology to high school dropouts and recovering crack addicts. Each would offer a unique perspective. Teams might spend some time developing a curriculum for drug education during and after school and then implementing it. At other times, team members might work one-on-one with at-risk youths. Part of the time, programs could run after-school programs to keep kids off the streets. At other times, teams might solicit private sector funding to develop billboard advertising videos on drug abuse, and other materials.

Education

The legislation provides for opportunities for service as service-learning coordinators in elementary and secondary schools. Working with teachers and community organizations, trained service-learning coordinators organize service projects that fit into the broader curriculum. Such programs have a significant multiplier effect -- a single coordinator working with a half-dozen classrooms can enable young students to contribute thousands of hours of service that enhances their education as well.

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

defined in Section 133(c)(6) with a priority for programs recruiting from the areas in which they serve. The Committee was clear that participation in the program should not be means-tested or open only to those economically disadvantaged participants. The experience of VISTA or other programs has shown the benefits from having diverse corps or participants: not only can a wider range of activities be accomplished (because different participants bring different skills with them), but the service experience helps foster a sense of community and break down false and stereotypical barriers that divide Americans. Nevertheless, it was the intent of the Committee that this section was important to ensure that a majority of participants in the program be serving in these distressed communities where they could be making the largest impact. Moreover, individuals who are economically disadvantaged ^{offer} may have more to ~~gain from participation than~~ ^{those} others. ~~If the service experience is successful, the participation may enable the participant to find a job, stay out of trouble with the law, or build a desire of the participant for further education. For all these reasons, it is imperative that the program provide lots of opportunities to serve for such groups of individuals.~~

Section 133(f) discusses the rejection of applications of the State Commissions. Although the legislation provides that one-third of the funding under Subtitles C and D would be distributed by formula to the states, these "formula" applications still require approval by the Corporation. It is the intent of the Committee that the Corporation have the power to negotiate informally with the State Commission (as is done currently by the Commission on National and Community Service with the state lead agencies under the 1990 Act) to bring a state application into compliance and then approve the application. If a state application remains in non-compliance, the Corporation shall be empowered to reject that state's application.

Section 137 describes potential participants in the Subtitle C national service program. There is a minimum age for participation but no maximum age. The Committee intends that individuals below this age would participate in the Serve America programs under Subtitle B and could apply to participate in these Subtitle C programs at an older age. It is the Committee's intent that the program not be confined to youth, but include middle age or older Americans, ideally working in inter-generational programs. In addition, the Subtitle C national service program is available for those participants who are pre-college, during college, post-college and those who never intend to enroll in college. In addition, the Committee intends that individuals who have received a degree from an accredited graduate or professional school shall be eligible for participation in the national service program. Such participation should both draw on the expertise of graduate and professional students and meet the purposes of the legislation, for example, having graduate students in education teaching in inner-city schools or involving law school graduates in providing legal aid for the poor.

Section 138 spells out the selection of national service participants. The Committee intends that the first step would be for programs to receive funding under this legislation. After this, the selection of participants would be done by

past

The Committee believes that the flexibility provided the Corporation with regard to reorganization is essential to the goal of merger.

through this effort. The ACTION programs have been neglected over the past 12 years due to hostility of ~~Presidential~~ administrations. It is the intent of the Committee that by integrating the ACTION programs into the Corporation that these programs will receive the recognition they deserve, that the Corporation will find creative ways to combine the resources of ACTION programs with the newly forming programs, and that interested participants in national service need only contact one organization (so called "one-stop shopping").

Section 192(a) provides for the Board of the Corporation for National and Community Service. The Board is required to be bi-partisan and represent a broad representation of individuals with regard to geography, occupation, race, sex, ethnicity, and experience. The members should demonstrate a common commitment to community service. In order to ensure that the Corporation continually view younger and older Americans not only as recipients of service, but also as providers of service, and in order to promote the inter-generational focus of this legislation, the Committee would look favorably upon the inclusion of both young and senior citizens on the Board. The Committee wishes to underscore the major role that America's senior population can play in contributing to the goals of this legislation, including a renewal of the ethic of civic responsibility and spirit of community in our nation. Nearly 15 million Americans over the age of sixty are now involved in some kind of volunteer service effort, ranging from service in the Peace Corps and VISTA, enrollment in the Older American Volunteer Programs (RSVP, Foster Grandparents, or Senior Companions), or involvement in less formal volunteer service efforts in their own communities. A recent government survey demonstrated that an additional 14 million older Americans said they would volunteer if asked. Clearly older Americans represent a tremendous untapped resource for meeting national and community needs. Additional opportunities should be provided to tap this vast resource.

Board members shall not receive compensation for their service, but may be reimbursed for travel and other expenses related to their service on the Board.

Section 192A(g) enumerates the powers of the Board of the Corporation. Part of the success of the Commission on National and Community Service is attributable to its strong and active bi-partisan Board of Directors. For this reason, it is the intent of the Committee that the Board be as active a Board as possible and that the President of the Corporation take the recommendations of the Board extremely seriously. While the Committee understands that ultimately, with regard to most powers (other than the Inspector General's reports), the President of the Corporation is the ultimate arbiter. Nevertheless, it is the Committee's intent that the President ignore the advice of the Board at his/her peril. Section 192A(g) indicates that one of the powers of the Board is to review the actions of the President with respect to personnel. It is not the Committee's intent that such a review serve as an adjudicative function with respect to personnel who feel they have been treated adversely. It is the further intent of the Committee that with respect to the program of research recommended and designed by the Board, that

of the Committee that such a position be taken very seriously by the Corporation; the new merit-based personnel system of the Corporation will ensure that quality representatives are hired. It is the Committee's intent that such a position should be a very demanding one: reading thoroughly all of the applications within the State for national service funding and providing thoughtful comments on the quality of these applications, coordinating national service funding with other state programs, and programs receiving funding through the Corporation's Volunteer Services Division, and helping to provide technical assistance to the State Commission in the formulation of their plan.

Section 195 (e) gives the power to the President (upon the recommendation of the Board) to establish advisory committees. It is the intent of the Committee that the Board consider whether an advisory committee is needed with respect to further including and integrating people with disabilities into the program. The Committee further hopes that in establishing such advisory committees that the Corporation will strive to ensure adequate participation of young persons age 16-25 on these advisory committees.

Section 196(a) empowers the Corporation to receive donations of funds or services. It is the intent of the Committee, that the Corporation actively solicit funds and volunteer assistance in order to ensure that the national service effort is truly a public/private partnership. It is the desire of the Committee that in seeking volunteer assistance for tasks relating to the Corporation, that the President strive to find opportunities for older Americans to volunteer. Such individuals have a wealth of skills to offer and their assistance to the Corporation would be invaluable. However, in assigning them to tasks, the President should ensure that they are not performing inherently governmental functions (which the law does not permit). Consistent with this goal of recruiting volunteers, the Corporation should evaluate whether there are any policies or regulations needed to effect this goal and if so, consistent with their power, they should undertake to make these changes.

Section 203 governs the transfer of ACTION employees into the Corporation. The Committee was very concerned about ensuring that the process of the transfer was a fair one and that ACTION employees were recognized for their many years of service to the nation. The Committee fully expects that most, if not all, ACTION employees will be transferred in order to maintain the continuity and excellence in the ACTION programs. Section 203(e) requires that the Corporation give fair and equitable treatment of ACTION applicants for any new hiring of the Corporation. It was the intent of the Committee that in such hiring decisions, if a candidate from ACTION and a candidate who was not an employee of ACTION (or the Commission) were judged to be of equal quality, that the employee of ACTION should be hired first. The law also provides that ACTION employees who are transferred over to the Corporation retain their full civil service status and protection. It is the intent of the Committee, that the Corporation be cognizant of the fact that some current ACTION employees are very close to retirement, and that the Corporation strive to ensure that nothing be done to jeopardize their

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Kassenbaum Substitute
Key Provisions differing from S. 919

Structure

- After two-year transition, all federal programs are consolidated into broad bands: a national service program and three categories of volunteer programs -- service learning, senior programs, and federal volunteer programs.

This banding effectively eliminates the independent identity of VISTA, the CCC, and the different Older American programs, among other programs.
- States establish their own priorities for use of funds; there are no national priorities.
- More funds are distributed on a formula basis to states, less on a competitive basis and less at the discretion of the Corporation. (It is unclear from the summary precisely how funds will be allocated -- apparently 50/30/20 in the national service initiative, 90/10 in service learning, and 75/25 in everything else.)
- During the transition, existing programs (including the Title C corps and Title D demonstration projects) continue to operate on existing terms, based on current funding formulas and criteria.
- The Board established is smaller, jointly appointed by the President and Congress, and apparently with greater authority.

Education Awards

- During the transition, existing programs will continue to offer existing benefits: VISTA, \$95/month; corps, \$2,000; national service demos, \$5,000. Use of benefits, however, will be limited to education.
- Most newly funded national service programs will offer \$1,500 for full-time service and \$750 for part-time service.
- The Corporation may authorize demonstration programs offering larger awards. \$10 million in year 1 and \$20 million in year 2 may be spent on these larger awards: at \$5,000 per person, this would allow for 2,000 and 4,000 participants each year.
- After 18 months, the Corporation will make recommendations to Congress regarding benefits.

Authorizations

- \$98 million for year 1 and \$183 million for year 2 are authorized in new funds for national service. Existing authorizations for other programs remain stable.

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