



"Organizing and Advocating for Students Across the Country"

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USSA Recommendations on National Service

USSA has submitted a document to the Clinton Transition Team which includes the following recommendations on the National Student Trust Fund:

(1) The Trust Fund should supplement, not replace, existing student aid programs.

President-elect Clinton has proposed the National Service Trust Fund as a vehicle to open the doors of higher education to all of today's students. This program can be a major contribution to student access, as long as it occurs in a manner which supplements the critical role of already existing federal financial aid.

(A) The Trust Fund should not undermine current grant programs.

In the last decade, due to the shifting balance between grants and loans, more and more needy students have been forced to take on increasingly large loan burdens to finance their education. While grants constituted 80% of all federal financial aid in 1975, today less than half of student aid is in the form of grants — loans have taken their place. USSA is concerned the negative shift in governmental aid is causing students to mortgage their futures. Therefore, USSA hopes that the National Service Trust Fund will be another form of financial aid but will not supplant grants. We welcome President-elect Clinton's earlier statements that he does not see this program replacing or in any way diminishing the importance of the Pell Grant program.

(B) USSA proposes that the Trust Fund be accompanied by a Pell Grant Entitlement. Year after year the money appropriated to the Pell Grant has diminished although the number of students qualifying and the amount of the awards they are told they deserve have both been growing. The maximum Pell Grant, which goes to the neediest students, has only been funded at its authorized level three times since the inception of the program. In the Fiscal Year 1993 Appropriations the maximum Pell Grant was significantly reduced to \$2300 (it was \$2400 in FY'92) though, ironically, it was authorized at \$3900 in the 1992 Reauthorization of the Higher Education Act. A Pell Grant Entitlement would ensure that all students that qualify for a Pell Award receive the full amount of their award and would reinforce your commitment to ensuring access to higher education for all Americans.

(C) USSA proposes that the National Service Trust Fund loan be subsidized for low and middle income students and that the interest rate be kept low as it has been for the GSL program. Currently, the Stafford loan program is subsidized by the Federal government for low and middle-income families and the new unsubsidized Stafford loan (which is open to all students) gives wealthier families an opportunity to receive a loan. When a loan is subsidized, the federal government pays the interest while the student is in college so interest does not accrue. This is a critical aspect of making loan repayment manageable. We hope the National Service Trust Fund would operate on a similar policy. In addition, one of the salient features of the GSL program is that the interest rate on the loans is kept low, so many students are able to afford loan payments after graduation. Therefore, we hope the National Service Trust Fund

also offers low interest rates so that loan repayment is not barrier for those students who choose the income-contingent repayment path. This is particularly important for the large segment of non traditional students who may not be able to take two years out in order to perform service.

(D) USSA recommends that the National Service Trust Fund be one of many loan options, which should also include some of the current loan programs such as the Perkins Loan (or National Direct Student Loan) or the Stafford Loan (or Guaranteed Student Loan). This would ensure that many students, especially non-traditional students who may not be able participate in the National Service Trust Fund have other financial aid options. Furthermore even those who participate in the program may not be able to cover the entire costs of their college education.

(E) USSA would like to see a flexible income sensitive loan repayment program as one of three repayment options. In addition to the income service plan and community service, the current repayment structure should be kept for those students who may not be able to repay their loans through service or an ICL. Under an income contingent loan program, some borrowers will still be paying off their loans while in their forties and fifties, when many are trying to purchase homes and raise families. Moreover, a student who takes longer to pay back their loan ultimately can end up paying a much higher total amount; while the payments are more manageable, they will end up paying twice as much. Therefore, USSA believes that students should have a conscious choice whether to commit themselves to such a prolonged repayment period that means ultimately that they owe a huge amount to the federal government. Additionally, we recommend that students who are still repaying their loan after a certain period of time (i.e., 20 years) should have their remaining debt forgiven.

(F) USSA recommends that the income sensitive loan program allow hardship forbearance and deferment. An income contingent loan program should be flexible to the ever-changing needs of students. Often problems can arise, such as family illness, which could change a student's ability to repay the loan on a predetermined schedule even if the payment is sensitive to their income. If the ICL remains flexible and allows hardship deferment or repayment options in emergency situations, the loan default rates will remain low.

(G) USSA recommends that the IRS not be the agency charged with management and collection of the loan. Though the current system is far from perfect, students having difficulty paying their loans can work with their lending institutions to chart out a payment schedule and can receive some counseling or guidance from these institutions. However, this is not the proper role for the IRS. The IRS, is a large bureaucracy, and would not be able to give such personalized attention to students. It may leave a large number of students without options and potentially lead to increased default rates.

There is a strong misconception that student borrowers have inordinately high default rates. In actuality, students who complete an undergraduate degree within a four to six year period have lower default rates than students who fail to complete degree requirements due to increased financial burdens, insufficient institutional support or other academic and non-academic reasons.

(2) All students should have access to community service as a mechanism to repay student loans.

The promise that all students can attend college through participation in service is an offer of hope to many people who today cannot afford a higher education. Therefore every effort should be made to insure that today's students — who are often older, who come from all different racial and economic backgrounds — can fully utilize this program.

(A) The stipend amount should be no lower than \$10,000. Some entities and individuals are proposing that the program be modeled after City Year, which gives students \$100

per week. While this might be acceptable for young people who are still able to live at home and enjoy financial support from their parents, this represents no real option for those who do not have this privilege. The intent of this program is to involve people from a variety of socioeconomic backgrounds and to give those without real hope for higher education a chance to better themselves. Making the wage unlivable will ultimately prevent the success of the program. We would also like to reaffirm our suggestion that the stipend be adjustable according to area cost of living and be sensitive to dependent or disability related care expenses.

(B) USSA recommends that the proposed living allowance amount be determined according to local cost of living in placement area, dependent-care or disability-related expenses, and other social factors. The \$10,000 dollar living allowance may be enough for someone in a rural setting, but it is extremely low for those living in major urban centers. It also does not take into account the needs of those with dependents or disabilities. A \$10,000 living allowance would prevent a large number of people, especially non-traditional students and students of color, from participating in the community service repayment program.

(C) A residential option should be available at a minimal cost. Because the \$10,000 stipend will not cover the costs of living in some areas, especially cities, we suggest that participants have the option of living in dormitory like settings with others participating in service. This, however, should not be mandatory. Different kinds of service programs may require different residential situations.

(D) Options should exist for non-traditional students, particularly those with families. The number of traditional and non-traditional students in four year schools is equal today and in community colleges non-traditional students outnumber traditional students by almost 5 to 1!! A student with a dependent will not be able to live in a dormitory and will not be able to subsist on \$10,000 per year. This is particularly important in allowing single parents to take part in the program and achieve a higher education. We suggest the following:

- Childcare be made available at no cost or a minimal cost. In areas with large numbers of service participants, childcare could be made available. In other areas the childcare could be subsidized so that it is affordable.
- Residential options include family housing.
- The stipend be adjusted when an individual has a dependent(s).
- Programs not be allowed to discriminate against individuals with children or older individuals in their selection process.

(E) Emphasis should remain on flexibility of options regarding when service takes place and how loans are repaid. We support allowing students to perform their service and earn a voucher either before college or during college. Yet many — such as those who plan careers in teaching — will want to take advantage of this program after they receive their degree. The greatest number of options will guarantee that this program is the most responsive to the real needs of students. Moreover, we wish to reaffirm our suggestion that students who do not pay back the full amount of their loan through service be allowed to repay them in an income sensitive plan or through the standard ten-year repayment plan.

(F) The selection process should be either controlled or monitored by the federal government and should insure access for all students regardless of race, ethnicity, socioeconomic class, disability, age, gender, sexual orientation and familial status. We are concerned that if students apply to individual programs, these programs will prefer young people who do not have families, those with superior education and/or higher socioeconomic class and those without disabilities; and selection may be tainted by other biases. We suggest that the federal government adopt guidelines for selection and closely monitor this process if applications are not federally approved.

(3) The program should operate in a manner that enhances students' educational access and protects participants' rights.

The program can be structured in a manner that lets students know that they WILL be able to afford college if they utilize this program, and that prioritizes making sure that students have a quality experience as service givers.

(A) Each year of service should earn a student a \$10,000 voucher. Some model programs such as City Year give a student \$5000 for each year of service. Given today's college costs, on average \$5000 will pay only for one year of a public institution's tuition and only a semester of an annual private institution's tuition. Moreover, a student who is working in a regular job for a year could probably earn \$10,000 to live on as well as save \$5000 for college. Thus this program would be of little benefit in enhancing educational access, and many students will feel they are unable to do service if it is financially disadvantageous. Most students are expecting — from President-elect Clinton's promises during the campaign — that two years of service would result in the forgiveness of ALL of one's student loans (which often amounts to \$20,000 to \$40,000 by the end of college). A plan which only allows students to earn up to \$10,000 total will be seen as a betrayal of many of the expectations from the campaign.

(B) The voucher should be usable for tuition, fees, books at colleges or universities or for vocational education and training. This program is designed for educational access and for use in bettering oneself. Participants should be able to use the voucher for the full range of educational options — including apprenticeship or vocational education programs. Allowing the voucher to be used for the purchase of a house or small business loan will put pressures on young people to give their vouchers to their families instead of using it to better their educational opportunities. The program was promised as a way to achieve an education, and its reality should reflect this intent.

(C) Pre-college participation in national service and earning of a voucher should not affect Pell Grant eligibility. A student who earns a voucher before college should not see this eliminate her/his eligibility for a Pell Grant or reduce the amount of the award. This would constitute a disadvantage to participation in the program and would make many students feel that they were "tricked" into participating with the understanding that it would make college easier to afford. The voucher should not be considered in determination of Expected Family Contribution, but should be treated as if the student received this amount in the form of a loan. Regardless of the cost of a particular institution, most students will need additional financial aid in order to cover living and educational expenses (books, fees, etc.).

(D) National service participants should have guaranteed minimum working and living conditions outlined explicitly. This could include working hours, protection against forced overtime, participation in program governance, sick leave, time off and handling of workplace grievances. Such rights and protections could be in the form of a personnel policy that all programs must adopt or a more general "Bill of Rights" guaranteed to participants. Participants should have a mechanism to lodge complaints and to see action taken if working conditions are unacceptable. This program, designed to educate young people and provide us the opportunity to give service, should not become exploitative or it will undermine support for the program.

(E) National service participants should receive health insurance coverage. An individual making \$10,000 per year will be unable to afford health insurance. We suggest that a decent plan be provided for those who are not otherwise covered.

(4) Service should be directed in a manner that truly meets societal needs.

(A) USSA recommends that the areas currently specified as community service jobs (law enforcement, health care, teaching and drug counseling) be expanded to include other vital community service positions such as working in battered women's or rape crisis programs, community advocacy programs and other programs that may not fall within the categories mentioned above. Many people work in community service areas outside of those mentioned in the preliminary National Service Trust Fund proposal. Many people provide extremely necessary assistance through legal work, counseling for different types of abuses, working to clean up the environment, and giving a voice to the underrepresented. These vital positions should not be overlooked as possible Community Service careers. These career paths, along with many others are very crucial to the community. Student applicants with no long term commitment to the profession should be given alternate fields in which to perform their community service.

(B) Certification of local programs should have priority over the creation of new federal programs. We agree with the recommendations coming from those in the service community — such as Public Allies and Youth Service America — that rather than duplicate efforts the government should support and facilitate the expansion of existing programs. This will allow for innovation, for programs that truly meet local needs and for decentralization of the bureaucracy. Conditions of certification should include some amount of accountability or control by the local community, the inclusion of National Service participants in decision making about the program and participation in a federally certified training program.

(C) Training should be provided. This training should include awareness of the conditions of the local community, issues of community empowerment, multi-cultural sensitivity and skills building. Such training will guarantee that the program is beneficial both to the service giver and to the community. USSA's foundation has run a training program called GrassRoots Organizing Weekends (GROW), which has trained over 5000 students and young people in the past three years, and we plan to work with others to develop a model training program that would treat the needs of an individual involved in national service.

(D) The Department of Education should maintain jurisdiction over the loan aspect of the program. Proposals have circulated that would place the entire program under a separate agency. USSA believes that the Department of Education must have extensive involvement with the development and implementation of this program.

(5) Students should be integral participants in the development and implementation of this program.

As those who will be filling the ranks of national service programs, we should be represented in committees, commissions, advisory boards and other bodies that will be determining the structure and the functioning of national service. This will insure that programs are designed in a manner which is effective in increasing community service and which meets students' needs. We look forward to participating in future discussions and opportunities to develop a truly visionary program.

during college, part-time
service ethic, citizenship

3/27

MEMORANDUM

Jack

20 March 1993

To: Rick
From: Susan
Re: Bonner Scholars

① We haven't really
looked at our legislation
+ "during college". In this
program, the university relieves
young person of his/her loan
or offers scholarship instead
of loan. Will our law discour-
age programs like this?

I think this is a great program. It's a rip off of a program at Harvard called the Stride-Rite Fellows Program (funded by Arnie Hiatt). Wayne Meisel, Director of the Bonner Foundation, is a Harvard grad and founder of COOL.

② Read last paragraph with
some careful discussion with
Susan + the
sh. aly.

Bonner Foundation was founded by Mr. Bonner with his personal wealth. He is still alive and plays a major influence in the Foundation. Wayne's father and he are old friends from Princeton days. Wayne was hired to be the Director at Bonner when he left COOL. The Foundation's primary mission is to support churches' involvement in their communities. Wayne has influenced Mr. Bonner to the extent of getting him to set up the Bonner Scholars program to support needy students at small, mostly southern colleges. In return for the financial aid, they make a very serious commitment to service activities.

I think this is an excellent model for a national program in the "during college" category. The students' work over four years, summers, etc., probably amount to nearly the equivalent of a full year. Financial aid in exchange for service principle is kept. We could also put it on our list of ideas for foundation support.

Problem with it is that it is only for needy kids. The President has made it clear that all young people should be encouraged to participate in the program without regard to financial need. We keep running up against this in existing programs. This is a result of the principle established in financial aid programs from the 60s - all needs-based - and is going to be an argument and principle fought out in Congress over our legislation. It was the basis of the fight over the Nunn bill - changing the principle from need to service.

cc Eli

THE BONNER SCHOLARS PROGRAM

*Susan
how can we coordinate w/
this effort of fund-raising
RA
3-14-1*

The Bonner Scholars Program was established in 1990 at Berea College in Berea, Kentucky. Since that time the program has expanded to twenty-two colleges throughout the Southeastern and Midwestern United States. Today there are 900 Bonner Scholars and by the fall of 1993 that number will be 2,000.

Already the Bonner Foundation has committed \$13 million dollars to this initiative. Once the program is running at capacity it will allocate up to \$11 million dollars annually to support 3,000 Bonner Scholars. This level of activity makes the Bonner Scholars Program one of the largest scholarship programs in the country and one of the largest funders of the youth service movement.

Who

Bonner Scholars are individuals who demonstrate financial need, academic potential, and responsibility as a citizen. To qualify a student must be accepted into one of the participating institutions and apply to be a Bonner Scholar at that school.

How it works

Bonner Scholars receive additional financial aid that takes the place of the school year and summer earning expectation required of all financial aid students (usually a total of \$3,000). Scholars who graduate

also receive \$1,400 to reduce their student loans. Additional funds go to support the administrative and program costs, including \$100 a year per Bonner Scholar that the Scholars themselves budget and allocate to support their community service program activities. *post sec*

Bonner Scholars are expected to serve ten hours a week during the school year and participate in a full-time service internship during the Summer. Each Bonner Scholar performs at least 540 hours of service a year. When the Bonner Scholars Program is at full force 3,000 Bonner Scholars will be performing 1.6 million hours of service per year addressing pressing human needs within their campus and hometown communities. *doc: 1-22 90-1 for 10-1 10-1 on 2*

Students receive not only financial aid, but also special orientation, training and other enrichment activities. A Bonner Scholars Program coordinator at each campus works to identify and place students in meaningful service activities both during the school year and the summer.

Creating a service ethic on campus

While the Bonner Scholars represent a group of 80-100 engaged students on a campus, the program is helping to build an effective organizational structure and spirit that encourages

THE CORELLA AND BERTRAM F.
BONNER FOUNDATION
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and supports all students to serve. The Foundation provides technical assistance and training to help colleges develop the leadership and structures to create and maintain this service ethic on campus.

Expanding the service movement

Not all Bonner Scholars were involved in traditional volunteer activities before college. However, they had taken on significant responsibilities at home, including providing child and elderly care or working after school to contribute to the family income. The Foundation is committed to recognizing the role that these young people play in our society. Moreover, it is not uncommon for Bonner Scholars to have been on the receiving end of service efforts. Through this program, they now have an opportunity to give something back. They have responded with enthusiasm, sensitivity and determination.

The Bonner Scholars Program affords a group of students the opportunity to go to college and to be involved in service activities. Their leadership, commitment, and understanding will bring added maturity and a depth of activity that will have a profound effect on the community service movement.

List of participating schools

Antioch College, OH
Berry College, GA
Carson-Newman College, TN
Concord College, WV
College of the Ozarks, MO
Davidson College, NC
DePauw University, IN
Earlham College, OH
Emory & Henry College, VA
Ferrum College, VA
Guilford College, NC
Hood College, MD
Mars Hill College, VA
Maryville College, TN
Morehouse College, GA
Oberlin College, OH
Rhodes College, TN
Spelman College, GA
University of Richmond, VA
Waynesburg College, PA
West Virginia Wesleyan College
Wofford College, SC

emphasis on having U.S. participants
serve in education

training
evaluation & quality control

FAX TRANSMISSION

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Date: 3.11.93

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To: Ms. SHIRLEY SAGAWA
ASSISTANT TO THE PRESIDENT FOR
DOMESTIC POLICY

From: MARLY WHITEBOOK

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CONSIDERATIONS IN DESIGNING NATIONAL SERVICE IN EARLY CARE AND EDUCATION PROGRAMS

Early care and education programs can, and indeed have made, a critical difference to the success of welfare reform, family preservation and school readiness in our most troubled communities, but effectiveness is entirely dependent on the quality of their services. Regrettably the majority of our nation's child care centers programs offer barely adequate services in terms of widely accepted measures of quality such as adult/child ratios, group size, compensation, stability and training of teaching staff (Whitebook, et. al, 1989). Therefore, in designing a program of National Service that would encourage pre or post college youth to work in early care and education settings, it is critical that quality enhancement of services be a high priority. Following are suggestions to insure that National Service for early care and education could meet that goal:

1) National service volunteers should be utilized by programs as auxiliary rather than core staff. Specifically, volunteers would be placed in programs that already meet adult/child ratios identified by state licensing standards (many of which barely protect children's health and safety). Thus, volunteers would be used to enhance rather than meet ratio requirements established by law. This practice would also prevent volunteers from supplanting existing staff positions.

2) National service volunteers should receive pre-service training in child development theory and practice (unless they have received this training as part of their college education). A shortage of adequately trained and educated teaching staff currently undermines the quality of services; an influx of more well intentioned but inadequately prepared adults into the child care environment will do little to enhance quality. This pre-service could occur as part of an intensive orientation which ideally would include information about the culture and community of the placement site.

3) National service volunteers should receive ongoing in-service training and support during the course of their tenure and programs should be allotted sufficient resources to enable them to provide this training. Early care and education programs have a long history of on-the-job training which has been successful because key staff members have been able to serve as mentors to novice staff. Many programs are struggling to find resources to meet the training needs of current staff; the inclusion of even more untrained, even if well educated, staff will raise the need for training resources to a critical level.

4) Regrettably, violations of licensing laws is widespread among early care and education programs, particularly with regards to adult/child ratio and training requirements. Orientation of volunteers would ideally address these issues, clarifying appropriate expectations and responsibility with regard to whistle-blowing.



Child Care
Employee
Project

5) National services volunteers must receive clear information about their employment status: Are they employees of the programs? Do they follow personnel policies of service site agency? Who evaluates them? How is unsuccessful performance handled etc.? (These questions would apply to service in any occupation).

6) A national service program for early care and education should be designed to maximize the continuity of care for children. Currently, over half of all teaching staff leave center-based programs each year in most communities; the influx of more short term staff will further jeopardize efforts to create consistent environments which are critical to children's healthy development. If national service is designed as a college pay back, volunteers should be encouraged to make a commitment of two years service. If national service is designed as an academic or calendar year program, efforts should be taken to minimize within year turnover and to avoid assignment of volunteers as primary caregivers.

7) There is a widespread need for early care and education workers who speak languages other than English to provide services for very young children seeking to maintain (or establish) fluency in their native language. An effort should be made to select volunteers who are bi-lingual and/or to provide intensive conversation language training to volunteers with moderate training in target languages. This approach could provide a much needed benefit to the target community as well as serve as an incentive for perspective volunteers.

8) Additional issues to consider for implementation a) Will programs participating in national service be required to meet any quality standards? If so, what standard will be used? b) How will screening of volunteers for child abuse or other felonious records be handled? Can programs accepting volunteers assume that this screening has occurred? Will the federal government assume the cost of this screening process? c) To what extent will programs have input into selection of volunteers? Will there be any right of refusal? d) How will the National Service program be evaluated? What will be the measure of success? Will enhancement of program quality be a goal?

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HEALTH CARE REFORM AND THE EARLY CARE AND EDUCATION WORK FORCE

We welcome the Clinton Administration's commitment to revamping the health care delivery system to insure that all Americans receive adequate coverage. We hope that the current comprehensive examination of our nation's health care delivery problems will include an investigation of the particular concerns of those workers who care for our nation's youngest citizens.

Despite considerable education and training, most child care teachers and providers in the United States fail to earn a living wage. The overwhelming majority of early care and education workers do not have any health coverage. Among child care centers, fewer than one fifth offer fully paid coverage for all teaching staff. Family child care and in-home providers are even less likely to receive health care benefits.

On April 22, 1993 the second annual Worthy Wage Day will be held. Child care teachers and providers from over 35 states will be gathering in meetings, rallies, and parades to express their concern about their poverty level wages and lack of benefits that undermine the quality and stability of care available to children and families. This would be an ideal opportunity (either in Washington DC or in virtually any major US city) to convene a hearing of the Health Reform Panel headed by Hillary Rodham Clinton to focus on the health care needs of this undervalued work force. We would be happy to arrange testimony from current child care teachers, family child care providers and in-home caregivers who suffer from lack of coverage as well as those who have abandoned early care and education careers in search of health benefits.

Because most early care and education providers work in small, isolated businesses, they do not have access to a benefits purchasing pool that can secure affordable rates. Even when included in a large purchasing pool, early care and education workers are seldom able to afford premiums. Those who are offered a partial payment for health coverage are often unable to afford the remaining premium fee due to their low wages. Family child care and in-home providers are even less likely to receive health care benefits. Insuring the health of child care teachers and providers will no doubt minimize the risk that these valuable workers face; furthermore insuring their health care needs are met will provide an important mechanism for minimizing risks of children exposed to infectious diseases because their caregivers cannot afford to miss work or even minor illnesses.

For more information, please contact Marcy Whitebook, Executive Director (510) 653-9889, ext. 12.



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For more information, please contact Marcy Whitebook, Executive Director (510) 653-9889.

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positive attitudinal reinforcement*

DAVID B. ROOSEVELT

4 SUNNY LANE

WESTPORT, CONNECTICUT 06880

March 16, 1993

Ms. Shirley S. Sagawa
Special Assistant for
Domestic Policy
The White House
Washington, D.C. 20500

Dear Shirley:

Thanks very much for taking time to meet with me last Thursday, and I appreciate the copy of the National and Community Service Act -- the first opportunity I've had to read the full Act.

I had a delightful and most informative meeting with Catherine Milton on Friday morning. After reading the Commission's Annual Report and speaking with Catherine, I must say that their work to date is impressive. Perhaps I have been observing Washington too long, but my first impression of the CNCS was "guarded". My initial judgement of the Commission's potential effectiveness, admittedly colored by skepticism of so many other well-intended yet failed commissions, has been reversed. Indeed, the CNCS staff and board have taken some impressive strides toward setting the groundwork for a sound national service policy. In fact, I can see no reason for establishing another framework to oversee implementation of the President's national service programs, since an obviously effective and efficient structure is in-place. I would certainly support making the Commission's charter permanent, and perhaps expanding its mission.

As we discussed, I am enclosing copies of the material I received regarding the late-April conference sponsored by the McCormick Tribune Foundation. I am astonished that neither you nor Catherine were aware of this policy forum. I have to suspect that with the new priority placed on the national service issue, and with no central coordinating facility, this was merely an oversight, but certainly one which requires remedy. Also enclosed is the slightly expanded version of my National Youth Conservation Corps concept, the earlier being written in great haste. I hope, as mentioned to Catherine, my historical association with this single program does not imply a narrow interest; it is merely the one which has received my greatest concentration, especially in recent months.

Shirley, as I attempted to stress to both Catherine and Eli, my interest is to contribute in any way possible in making national service a lasting reality. Although for many years I have been a proponent of a comprehensive and cohesive national service program, this is the first time in over thirty years that the public and political environment seems encouraging. Certainly it will not be easy or without controversy, but I believe the opportunity now exists for a significant and successful initiative. Of course, I continue to believe that the only way to assure success is by building a strong coalition of public, private, and independent sector support, which can be accomplished only by inclusion of all elements in the very initial stages. Although a cumbersome task, a coordinated outreach would, in my opinion, pay tremendous dividends when it finally comes time to legislate a comprehensive program. Has there been any thought given to the possibility of a White House Task Force/Conference which would be charged with developing a strategic plan, under the auspices of Eli Segal's

Ms. Shirley S. Sagawa
March 16, 1993
Page Two

office? Drawing upon the knowledge and experience of a spectrum of participants might well produce some extremely valuable recommendations.

Well, I had no intention of making suggestions; I'm sure all of this has already received considerable thought. However, it does seem to me that there is a great deal of activity occurring, but often without the knowledge or participation of some key interests. I was surprised to learn, for example, that Professor Moskos and Don Eberly were not aware of Senator Boren's recent reintroduction of the Community Works Progress Act (S.239) and the Civilian Community Corps Act (S.233). And, frankly, I was even surprised that you and Eli had not seen Congressman Shays' "Urban Marshall Plan".

As I stressed in each of my meetings last week, I do hope that there is some way that I might contribute to this vital effort. In whatever capacity might be deemed appropriate, I would gladly accept the challenge and opportunity to play a role in this historical endeavor. Of course, I hope it goes without saying that I'd be honored to serve two individuals for whom I have only the highest regard and respect, and have for some seventeen years.

Please feel free to call me at (203) 226-4966 if I can be of any assistance. And on a personal note, please pass along best wishes from me, Michele, Matthew and Chandler to the First Lady. We missed seeing the President at Hyde Park, but perhaps will have an opportunity to see them both soon.

Again, Shirley, thanks very much for meeting with me, and I look forward to visiting with you in the future. (And enjoy your new baby! The time goes by too fast.)

Sincerely yours,

A handwritten signature in dark ink, appearing to read "David B. Roosevelt", written in a cursive style.

David B. Roosevelt



111 WEST JACKSON BOULEVARD • 20TH FLOOR • CHICAGO, ILLINOIS 60604 • (312) 431-5027 • FAX (312) 431-5028

February 16, 1993

Mr. David Roosevelt
Four Sunny Lane
Westport, CT 06880

Dear Mr. Roosevelt:

On April 21-23, 1993, The Robert R. McCormick Tribune Foundation, in conjunction with the National Strategy Forum, will host a conference on national service at the Cantigny Estate in Wheaton, Illinois. On behalf of the Foundation and the National Strategy Forum, I invite you to join us at this conference and to participate in the discussions on this important question of national policy.

We are bringing together leading authorities on community and national service from across the country to meet with a select group of civic leaders. In a series of panel discussions, we will assess the feasibility of a federally-sponsored national service program. A list of resource persons, a program, and background readings are enclosed for your information.

We anticipate that there will be national service legislation under active consideration by Congress this spring. It also appears likely that the Clinton administration will have a national service proposal up for consideration.

Thus, the timing of this conference is important. A consensus report combining the perspectives of business, philanthropy, academia, and government will undoubtedly enrich the public debate over national service. If consensus cannot be reached, it will be equally important to illuminate the points of contention for the benefit of policymakers. With this in mind, The Robert R. McCormick Tribune Foundation plans to publish and distribute a report of the conference proceedings as part of its *Cantigny Conference Series* on national affairs.

The Foundation will provide meals for all participants and hotel accommodations for out-of-town guests. The Foundation is also able to pay for air travel as needed for those travelling from the East Coast. The conference is being administered by the National Strategy Forum, which will coordinate travel arrangements and other logistical matters for participants.

We hope you can attend all or part of the conference. Please reply to the National Strategy Forum, 111 West Jackson Boulevard, 20th Floor, Chicago, Illinois 60604. If you have any questions about the conference, please call us at (312) 431-5027.

Sincerely,

Richard E. Friedman
Chair

cc: Neal Creighton
President, Robert R. McCormick Tribune Foundation

CANTIGNY CONFERENCE SERIES:
VOLUNTARY NATIONAL SERVICE
April 21-23, 1993

Wednesday, April 21st

6:00 pm Reception and dinner. Speech by Donald Eberly "A Comparative View of National Service." Discussion follows.

Thursday, April 22nd

8:45 am Brief remarks on administrative matters and introductions.

9:00 am Panel I. "What Is Known About National Service."

10:30 am Break

10:45 am Panel II. "A Model for National Service, and Variations."

12:30 pm Lunch

1:30 pm Tour of Museum

2:00 pm Panel III. Breakout groups: "Building a Consensus on National Service."

4:30 pm Free time for viewing Cantigny grounds, informal discussions.
Steering Committee meets.

6:30 pm Reception and dinner. Speech by keynoter: "The Need for a National Service Program"
Discussion follows.

Friday, April 23rd

9:00 am Panel IV. "A Strategy for National Service."

10:15 am Break

10:45 am Concluding session. General Discussion: "A Course for the Future."

12:15 pm Lunch

1:15pm Afternoon recreational activities: golf, Chicago Cubs baseball game, tennis, or early return home.

RESOURCE PERSONS

Ms JoAnn Callison
Iowa Conservation Corps
Department of Economic Development
200 East Grand Avenue
Des Moines, IA 50319
515-242-4784

Mr. Benjamin K. Canty
DC Service Corps
1001 Connecticut Avenue, Suite 301
Washington, DC 20036-5541
202-234-2057

Mr. Earl W. Eames, Jr.
National Service Secretariat
Cedar Ambassador, #A-1
2601 Sunset Blvd.
Minneapolis, MN 55416
612-925-9450

Donald Eberly
Director
National Service Secretariat
5140 Sherier Place, NW
Washington, DC 20016
202-244-5828

Al From*
Democratic Leadership Council
316 Pennsylvania Avenue, SE
Suite 500
Washington, DC 20003
202-546-0007

Dr. George Gallup, Jr.
American Institute of Public Opinion
43 Bank Street
Princeton, NJ 08540
609-924-9600

William Galston*
Domestic Policy Council
The White House
Washington, DC 20500
202-456-2216, fax: 456-2878x

Ms. Lynn Keepers
Supervisor
New Jersey Youth Corps
CN 500
Trenton, NJ 08625-0500
609-777-0577

Senator John McCain*
United States Senate
Washington, DC 20510
202-224-2235

Mr. Will Marshall*
President
Progressive Policy Institute
316 Pennsylvania Avenue, SE
Suite 555
Washington, DC 20003
202-547-0001

The Honorable Paul N. McCloskey, Jr.
3000 Sand Hill Road
Building One, Suite 170
Menlo Park, CA 94025
415-854-7770

Representative Dave McCurdy*
House of Representatives
Washington, DC 20515
202-225-6165

Professor Charles C. Moskos, Jr.
Northwestern University
Department of Sociology
Evanston, IL 60201
708-475-1170

Mr. Tony Perez
Executive Director
Milwaukee Community Service Corps
Box 92051
Milwaukee, WI 53202
414-342-5588

Representative John Edward Porter*
United States House of Representatives
Washington, DC 20515
202-225-4835

Eli Segal*
Assistant to the President
Office of National Service
The White House
Washington, DC 20500
202-456-1414

Representative Christopher Shays*
House of Representatives
Washington, DC 20515
202-225-5541

Admiral Stansfield Turner
1320 Skipworth Road
McLean, VA 22101-1834
703-522-5258

Ms Jacqueline Grennan Wexler
7529 Somerset Shores Court
Orlando, FL 32819
407-363-1915

Senator Harris Wofford*
United States Senate
Washington, DC 20510
202-224-6324

* Invitation pending

NATIONAL SERVICE: A BRIEF OVERVIEW

Donald Eberly
National Service Secretariat

I. The Roots of National Service

While calls for public service can be found in the Bible and the statements of George Washington, the seminal statement is generally considered to be William James' "Moral Equivalent of War" speech at Stanford University in 1906. His speech, reflecting the customs of the time, called for "a conscription of the whole youthful population," who would be:

drafted off, according to their choice, to get the childishness knocked out of them and to come back into society with healthier sympathies and soberer ideas . . . the military ideals of hardihood and discipline would be wrought into the growing fiber of the people; no one would remain blind, as the luxurious classes are now blind, to man's relation to the globe he lives on

After service, James said, the young men "would tread the earth more proudly, the women would value them more highly, they would be better fathers and teachers of the following generation."

The best historical example of an American national service program is the Civilian Conservation Corps. It ran from 1933 to 1942, enrolled a total of three million young men, and produced benefits to the environment and to the men who served that far exceeded the cost of the program -- probably by multiples.

II. Forms of National Service

Research and experience suggest that about 25 percent of the men and women in national service programs would work on conservation and environmental projects, another 25 percent on education and literacy projects, 15 percent would assist senior citizens, 10 percent would help in day care centers for children, and most of the remainder would work in areas such as health, libraries, public safety, and prisons.

Rural conservation and some other activities would require residential service. Urban service could be accomplished either through a residential or non-residential program. Residential programs are somewhat more expensive, but they create a good atmosphere for training programs and the building of an *esprit de corps*.

III. A Profile of Participants

Given an age-eligibility range of 18 to 24 years, about half would be 18 or 19, and thereafter participation rates would decline with age. The number of 24 year olds would be

approximately 5 percent. Rates by gender, race, and educational levels would be about the same that is found among young adults generally. Rates for low income and unemployed young people would be slightly higher than average.

IV. Administration

While there would be a need for a modest, centralized federal administration, there would be no need for a large bureaucratic headquarters comparable to the Pentagon. A significant portion of federal funds appropriated for national service could be distributed through state and city government agencies. Non-profit organizations that sponsored, say, a thousand or more national service participants might qualify for direct funding. Smaller affiliates of the national service program that need to remain separate from state and local governments could be administered through regional Federal offices.

V. Voluntary or Compulsory Service?

It is important to note that the degree of voluntariness depends on the sanctions imposed for violating the terms of the national service agreement and on the situation of the individual. A prison term for refusing to enter military service was the standard during the time conscription was in effect. In recent years, a period of military or civilian service as a condition of receiving Federal benefits, such as grants or loans for higher education, has been referred to by some as compulsory national service. Young people with a choice of work, higher education, or world travel may view a national service requirement as an imposition because it limits their options. On the other hand, many disadvantaged young people who are unqualified for military service and unable to find a job will view a national service requirement as increasing their options.

Is compulsory national service unconstitutional? Probably not. While no one can tell until there is a Supreme Court ruling, one analyst, Tom McGrew, argues quite convincingly that the Thirteenth Amendment's prohibition of involuntary servitude is limited to the private sector. McGrew believes that the Amendment poses no impediment to a call for mandatory service to meet a public need. Furthermore, he says that the universality of national service would make it immune from constitutional objections that might be raised against programs limited to one race or class of citizens.

VI. Incentives and Idealism

Just about every person who enters the Peace Corps or a state or city youth corps does so for several reasons. In one of the most objective studies of national service to date, it was found that "helping people in my community, getting valuable work experience, and solving problems" were each given by over 90 percent of participants as important reasons for entering national service. Others included "meeting new kinds of people, having a job or trying different kinds of jobs, fulfilling an obligation to society, and learning how groups and organizations actually work." It is noteworthy that job-related motivations are by no means limited to disadvantaged young people, and altruistic motivations are found as frequently among poor kids as among those who are well-to-do.

Although young people enter national service with a variety of skills and backgrounds, the demands of service projects also vary greatly. Many projects, from conservation activities to mobile library vans, require persons with different talents.

VII. Projected Enrollment

The size of a national service program would vary according to factors such as youth unemployment rates, whether it is an alternative to a peacetime draft, and provision for a GI Bill or other benefits for those who serve. Assuming there had been a build-up period of four years, the number serving today would be about 700,000. By way of comparison, the number of young men serving in the Civilian Conservation Corps in 1935 was 500,000. The number of 18 to 24 year-olds serving today with the Peace Corps, VISTA, California Conservation Corps and a few dozen similar programs is about 10,000.

VIII. Benefits and Costs

In 1992 dollars, national service would cost an average of \$14,000 per service year per individual. This figure is based on \$11,000 fixed costs and an average \$3,000 in educational benefits. The net cost to the Federal government would be reduced to the extent that states, localities, and other organizations sponsoring national service participants subsidized a portion of the costs. Also, the net cost to the Federal government would be reduced to the extent that other Federal programs were reduced. In other words, there is a substitution effect. The amount of higher education grants and loans the Federal government makes under the present system would be reduced by the approximate amount of educational benefits paid out under a new national service program.

What is the benefit-to-cost ratio of national service? In terms of the value of services rendered, most studies estimate the benefit-to-cost ratio between 1:1 and 2:1. Benefits that do not figure into the ratio are those which accrue to the person who serves. They include increased awareness of the needs of others, enhanced career development, and improved employability. There is some evidence that they also include the acquisition of decision-making abilities, along with increased self-confidence, self-esteem, and self-discipline.

The opportunity costs of national service would be quite high for a mandatory program in a strong economy because a substantial number of young people would have to give up well-paying jobs to perform national service. Opportunity costs would be much less in a voluntary or semi-voluntary program -- especially in a weak economy -- because national service would attract many of those who were unemployed. Even those who left regular jobs for a period of voluntary national service would have one or more positive reasons -- perhaps career exploration or a sense of duty to country -- to enter service. Also, many of those who entered national service from the ranks of the unemployed would go from being a drag on the economy to contributors to the economy as a result of the training, experience, and personal contacts gained during their time in national service.

IX. Foreign Programs

Nearly all of the industrialized countries -- except for the English-speaking countries and Japan -- utilize conscription for military service and require alternative civilian service for Conscientious Objectors. Germany's system of conscription and alternative service has evolved into a form of national service, where young men have the *de facto* option -- within the service requirement -- of choosing a period of military service or a longer period of civilian service. At any one time, about 120,000 young men are performing civilian national service in Germany. France, where the tradition of the citizen soldier is perhaps strongest, is expected to expand its civilian service options in 1993 following the recommendations of the Inter-Ministerial Commission on Civilian Forms of National Service.

X. The U.S. Commission on National and Community Service

The Commission on National and Community Service is a body created by Congress in 1990 for a three-year term to fund and evaluate assorted service programs and to report on its findings. It awarded 154 grants totaling \$63 million in June of 1992. The current outlook is that the Commission may request an extension of its charter beyond September 1993, when it is due to expire.

XI. Prospects for National Service in the Clinton Administration

Opportunities for young people to participate in national service almost certainly will increase in the next few years. Before he entered the presidential campaign, then-Governor Clinton was head of the Democratic Leadership Council, where he supported the Council's proposal for making grants and loans for higher education contingent on a period of national service -- either civilian or military. During the campaign, he said he would create a national service trust fund, which would permit persons who had received college loans to repay them in cash or with a period of national service. Since winning the election and taking office, President Clinton has frequently underscored his intention to make national service an immediate priority of his administration. Further, he has allies in the House of Representatives and the Senate who share his interest in making national service a reality.

February 1993

THE
NATIONAL YOUTH CONSERVATION CORPS

An Historical Premise and Concept Paper

David B. Roosevelt

4 Sunny Lane
Westport, CT 06880
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An Historical Premise and Concept Paper:

The

NATIONAL YOUTH CONSERVATION CORPS

I. Introduction

On December 28, 1992 a preliminary draft of a "Concept Development Brief" for the **National Youth Conservation Corps** was submitted at the request of the First Lady, Ms. Hillary Rodham Clinton. The purpose of the original document was to establish an abbreviated case for establishment of a new youth service program patterned after the Civilian Conservation Corps of the nineteen-thirties and forties; a program whose lasting tangible achievements and social and economic value were chronicled therein. That brief was, of necessity, deficient in specifics as would be required for developing operational policies and structure for a **National Youth Conservation Corps**, and specifically how such a program would interface with the proposed national service agenda of President Clinton. The following, therefore, is intended as an elaboration of the original brief submitted to Mrs. Clinton.

Unlike the original CCC concept, developed and implemented by Franklin D. Roosevelt in a period of less than forty-five days, it is clear that in these days of governmental transition and priority setting, not to mention bureaucratic complexities and congressional reticence to change, establishing a **National Youth Conservation Corps** would likely not be possible for several months, or even years. However, the determination that such an undertaking is to be included as but one element of the President's national service policy must be made before any substantive work can be initiated to determine economic and social feasibility. It is hoped that the following may contribute to making a positive determination, by addressing only a few of the issues which must be considered, confronted, and hopefully solved.

II. An Historical Perspective of the CCC

For more than three decades the leadership of the United States has attempted to create innovative programs to address the burgeoning problems of preparing our youth for the future. While some of these initiatives have met a modicum of success, others have been dismal failures, and fewer still have proven to be economically viable. Today, as the breach of social and economic inequality widens, the voices of the nation's youth are perhaps being heard. It is this loud and unmistakably desperate cry for help, guidance and support which must motivate these United States to find realistic solutions to these complex problems. To draw correlation between today and a time some sixty years prior invites criticism of generality. However, the similarities exist, a comparison can be made, and the successes of yesterday do warrant examination as an historically viable basis for determining solutions for today's problems.

In 1933, when Franklin Roosevelt assumed the presidency, the United States was ravaged by a deeply embedded depression, both economic and social. While

a few went unscathed by the Great Depression, others managed to survive at subsistent levels only, and millions were with no means whatsoever. Thousands of families were displaced, the homeless were in abundant evidence in the streets of our cities. Hunger was commonplace. Indeed, hopelessness and desperation, particularly among the young, were portents of the future. Faced with this harrowing circumstance, Roosevelt seized upon the immediacy of his election to create what many now view as one of his most productive and effective programs. Within three weeks of his inauguration on March 4, 1933, the Congress received and passed the Emergency Conservation Work Act; legislation establishing the Civilian Conservation Corps. In less than a month of passage, the first CCC camp was opened at Virginia's George Washington National Forest. Within three months time there were more than 275,000 enrollees stationed at some 1,300 camps across the nation. Never before, nor since, had the American government mobilized so rapidly. And never before, nor since, had the various branches, agencies and departments of government acted in such consonance toward a common objective.

The Department of Labor was charged with responsibility for recruitment of eligible youth into the CCC, most between the ages of eighteen and twenty-two. The War Department, the equivalent of today's Department of Defense, bore responsibility for processing enrollees, medical examinations and camp assignments. Additionally, the War Department maintained jurisdiction for construction, maintenance and operational supervision of the camps. The Departments of Agriculture and Interior were responsible for development of work projects, as well as coordination of state and local participation. At its operative peak, there were approximately 2,700 CCC camps located in all 48 states, as well as in Alaska, Hawaii, Puerto Rico and the Virgin Islands. That the presence of these Civilian Conservation Corps camps had significant impact on the local and state economies, and consequently that of the nation, is indisputable.

To fully appreciate the breadth of the CCC's lasting accomplishments one need only to look around; the very tangible results of this program are everywhere. Consider that in its brief lifetime of only nine years, the original Civilian Conservation Corps:

- employed almost 1 million military personnel, 225,000 of whom were unemployed veterans of World War I,
- constructed and maintained a total of more than 4,500 different camps,
- built more than 46,854 bridges, the majority still in use today,
- installed 89,000 miles of telephone line,
- installed over 5,000 miles of water supply lines,
- improved 3,462 beaches,
- constructed 4,622 fish hatchery facilities,
- restored more than 3,980 national and state historical sites and monuments,
- surveyed and mapped millions of acres and hundreds of lakes, public and private,
- installed 27,191 miles of fencing for animal and land management,
- built 1,865 public drinking fountains,
- constructed 8,065 water wells and pumping stations,
- constructed over 126,000 miles of primary, secondary and rural roads and access trails,
- implemented disease and pest control measures for 21 million acres of forest lands,
- planted 45 million trees, shrubs and plants for beautification projects,
- planted 3 billion trees for national reforestation,
- constructed more than 800 state parks, most of which exist today,

- built 204 park lodges and museums,
- constructed 3,116 fire and lookout towers,
- built more than 6.6 million erosion and flood control dams,
- spent more than 6.4 million man-hours fighting fires, 201,739 man-hours fighting coal mines fires alone (one Wyoming coal mine fire had burned unchecked for over seventy years),
- and finally, thousands of miles of streams and waterways were cleared of scrub brush, and thousands of acres of fallow land reclaimed for productivity.

As though these accomplishments were not sufficient to establish the viability of a revitalized CCC program, consider that some 4 million young men (and a relatively few young women), including 85,000 American Indian youth, were given employment and basic job-training skills to become responsible, self-sufficient members of society. Even more important, the CCC gave hope and direction to a disparate and desperate generation of youth.

And the cost to American taxpayers? The total expenditure for the Civilian Conservation Corps during its nine year existence was \$2.97 billion. Included in this amount are all direct and indirect costs for enrollees, military and civilian personnel, materials, etc., or approximately \$3,000 per person. Equated as a direct per person expense only (salaries, stipends, etc.), the amount is closer to \$600 per individual. This excludes camp construction and maintenance costs, project materials, supplies and equipment, etc. The true effect of this investment was considerably more far-reaching than normally realized; it has been estimated that approximately 40% of those funds directly attributable to enrollee and personnel expense was returned to local economies. As much as 75% of each enrollee's stipend, and at times more, were received by family and dependents as direct monthly allotment payments.

Of course, when establishing the validity of a prospective investment, the natural tendency is to project the "return on investment". In the case of the original CCC program, it is virtually impossible to attach a dollar value to the "social" return. It can be assumed, however, that a dollar value return could be determined on the tangible accomplishments. And if considered in their entirety, as a percentage return on invested capital, the results could well be enviable even by today's corporate standards.

III. Establishing The Premise

Following the post-depression/World War II era the United States enjoyed a period of unparalleled and prolonged economic growth and prosperity. Not all Americans were fortunate to participate, however. Indeed, during the late nineteen-fifties and sixties it became apparent that a serious socio-economic chasm was developing, the acuteness of which became even more pronounced during the nineteen-seventies and eighties. It was during the mid-to-late nineteen eighties, with the nation's economy in a period of careless excesses and almost unbridled abuses, that the extent of our socio-economic problems became even more reminiscent of the period just preceeding the Great Depression. America today is faced with the very serious prospects of rebuilding our economic base, increasing productivity levels, reconstructing manpower efficiencies, and closing the socio-economic gap which exists between our people.

The problems we face are complex and difficult to define in absolute terms. The economic system, which brought wealth to this nation for so many years,

has been slow to recognize and respond to a changing world marketplace; it has become outmoded and unproductive, no longer immune to the vagaries of a changing world. Worse still, it has been unable or unwilling to respond to its own domestic challenges. Whether coincidental to or in concert with America's decline in economic stature, what was once the premier educational system in the modern world lies in a state of serious disrepair. Even with its built-in inequalities, a once proud public system of quality educational opportunity has failed to respond to the modern needs of our young people in preparing them to meet the challenges of the future. It is a system which fails to provide, in all too many cases, even the most basic skills of reading, writing, and arithmetic. Concomitant with a fragile economy and a neglected universal education system, the societal chasm has grown to intolerable proportions. Not since the Depression-era of the nineteen-twenties and thirties has the United States had such a disproportionately large sector of its population which is hungry, homeless, and dysfunctional.

One of the most disturbing aspects of the current circumstance is that we have an ever increasing population incapable or unwilling to fend for themselves. There is a growing reliance on government as the sole support for large numbers of the population, and for many of the younger generation the only means of support they've ever known. Clearly we are raising the second, if not third generation of young people unmotivated and ill-equipped to become self-reliant members of society. In defense of these youth, however, it should be noted that the perception that all young people are simply "lazy" is incorrect. For most, this is not the case at all. The fact is that we, as a nation, have failed time and again to keep the promise of equal opportunity for all. The educational system has failed in its mission, and the private sector has largely been a non-existent partner in the quest for national solutions. Government has been slow, at best, to respond with viable programs, and society itself has failed to provide guidance, direction and purpose for the youth of America.

Although it is fitting to take lesson from past failure, it is more important that we learn from the successes of bygone days and take direction from their examples. Indeed the times are different, but the similarities between today and the twenties and thirties are corporeal. And as there exists problematic similarities, so too might there be parallels in solutions. In this case specifically, it would seem that rejuvenation of one of Franklin Roosevelt's most successful and productive programs, the Civilian Conservation Corps, would be as both relevant and viable today as it was then.

The following, therefore, concentrates on but one solution for confronting the very complex problem of preparing America's youth for the future; only a single element of President Clinton's overall plan for establishing a lasting and comprehensive National Service agenda. In one form or another, the role of national service has been an integral part of American society, but one whose role in recent times has diminished. Establishment of the **National Youth Conservation Corps** may be one means for rekindling that sense of civic responsibility, while taking positive initiative toward opportunity for our youth.

IV. National Youth Conservation Corps - An Overview

The dilemma confronting our young people in preparing themselves for productive self-sufficiency crosses all socio-economic boundaries, although certainly those most effected by inequitable opportunity are the youth of the middle and lower income strata. As stated before, it is not that these young people do

not seek to prepare themselves for the future, it is that they lack guidance and direction to do so. They simply do not know how, and thus become victims of circumstance. It is not enough to point fingers of blame at systematic inadequacies, but we shall all be held culpable by future generations if we do not take action now to remedy these failures.

The proposed **National Youth Conservation Corps** takes as its example the former Civilian Conservation Corps, both in philosophy and structural prototype. Like the original CCC, the general impetus of a new CCC initiative would address both near and longer-term solutions. It would serve as a vehicle for providing employment and basic skills training to thousands of young people, as well as stimulant for continued education. And although similar in concept and design to the original CCC, the new **National Youth Conservation Corps** would necessarily be structured with flexibility and adaptability to be responsive to changing requirements of economic survival - today and tomorrow. To assure the program's flexibility, it must seek to incorporate elements of current and former programs which have proven successful, both in terms of practicality, objective achievement and economic feasibility. There are numerous examples from which to draw, whether federal, state, local or private initiatives.

Although the **National Youth Conservation Corps** would be focused toward lower and middle income youth, its services must not be restricted; as much as possible it must be inclusive of all youth seeking the opportunity and experience. The **Corps'** priorities would concentrate on providing gainful employment, concurrent with basic skills training gained through on-the-job experience. It would be ideal if the skills training component were to encompass cross-training in more than one discipline, thus enhancing the marketability of participants upon entering the job market. Following the model established by the original CCC and its numerous documentable achievements, and adhering to the reluctance of the nation to invest in "make work" programs, it is imperative that the **National Youth Conservation Corps** undertake projects which produce tangible end results. Certainly, an integral part of this initiative must emphasize continuing education. This should be a mandatory requirement for those who have not completed high school and those requiring remedial assistance. Furthermore, cooperative arrangements should be made with local educational institutions for offering qualified participants wishing to pursue their education, whether vocational or collegiate, the opportunity to do so.

Perhaps one of the most important objectives of the **National Youth Conservation Corps** is to provide positive attitudinal reinforcement. It can be assumed that a majority of youths entering the **Corps** will lack basic self-discipline, have a relatively low level of self-esteem, and a general feeling of insecurity. It should be the **Corps'** mission to help them build character, to change negative mind-sets, by providing a positive environment for achievement and success through hard work and responsibility. Participants should be treated as mature young adults, bearing responsibility for their own actions to succeed or fail, but always with reinforcement to assist them in realizing and accomplishing their own personal goals.

It is important at this point to make the distinction that the **National Youth Conservation Corps** should not be viewed as an extension of, nor replacement for, any existing welfare programs. Although it would invariably have a positive impact on current welfare costs by removal of thousands of young people from the roles, this would be a secondary effect relative to the program's long-term objectives. If, however, the **Corps** succeeded in its goal to provide participants with mental, physical, educational and job training preparation to meet their responsibilities of self-sufficiency, then certainly the likelihood of their returning to dependency on the welfare system is diminished. In

conversations with former members of the old CCC, and more recently with participants in the current Job Corps program, it is stated over and over again that the experience alone provides strong stimulus to reject welfare dependency.

V. Establishing A Viable Partnership

There can be no question that the federal government cannot, and indeed should not administer the **National Youth Conservation Corps** alone. For this or any other national service program to realistically expect to achieve its objectives and goals, there must be a viable partnership formed within the public and private sectors as well as the "third sector" - the nonprofit sector. Without going into too much detail at this juncture, it is important to outline the potential roles of each "partner", and attempt to demonstrate how each would interface with the others.

A. The Public (Governmental) Sector

The necessity for governmental cooperation is explicit, I believe. If structured in a manner similar to the original CCC, the **National Youth Conservation Corps** would rely on the participation of several federal agencies. For example, the Departments of Interior and Agriculture, and more specifically the National Forest Service, National Park Service, Bureau of Land Management, etc., would all have direct responsibilities for federal work projects. Further, they could also coordinate activities with their state and local counterparts. Other agencies, such as the Departments of Energy, Education, and Housing and Urban Development would have vital roles in formulating and coordinating meaningful training and work experiences for the participants. The importance of the participation by the Department of Defense will be addressed later.

Naturally the participation of state and local government, and their respective agencies, would be necessary. As will be discussed subsequently, it is assumed that some state and local jurisdictions will establish or continue to maintain existing correlative programs, and would likely be called upon to assist in administering the **National Corps'** activities at the local level. In cases where an existing state or local program, such as the California Conservation Corps, was operating viably, there would be little need to duplicate their activities. However, with federal assistance such existing programs might be expanded, or there might be **National Youth Conservation Corps** facilities co-existing, but not competing, in certain locales. Nevertheless, the cooperation of local government entities would be necessary in definition of project work, facilities locations, development of educational and training opportunities, etc. As seen from the accomplishments of the original CCC, many of its most lasting project work was of direct benefit to individual states and communities. The same result can be expected from the **National Corps'** activities, thus providing a compelling case for local and state cooperation.

B. The Private (Business) Sector

As mentioned earlier, the private sector has been conspicuously absent from direct involvement in developing broad opportunities for youth today. Perhaps this judgement is a bit too strong, as a relatively few companies have indeed made significant contributions, especially at the local level. However, the need for even greater involvement is apparent, both as a valuable training and work resource, as prospective employers of participants, and as a vital source for administrative and management expertise. Although there are some obvious

benefits for the business community, in terms of economic impact and as a manpower resource, there may well have to be additional incentives offered if active involvement and participation are to be expected. Such incentives might include various types of tax deductions, some sort of credit system for training and work projects, federal manpower assistance for those businesses implementing a hiring program for **Corps** graduates, etc.

I would be remiss if the importance of the labor union community was not mentioned. At the outset, it is important to stress to both business and labor that the **National Youth Conservation Corps** in no way intends to replace the current work force, nor be a source of "cheap labor". Rather its purpose is to supplement the current employment pool with individuals who are, at least to some degree, trained in basic skill areas and are a reliable resource for future manpower requirements. Certainly the most important contribution to be made by the labor union community is in the area of training. However, skilled union members might well offer a supervisory resource for the **Corps** as well. The potential benefits to unions for their participation are perhaps more limited, but there nonetheless. During this period of declining union membership, it can be assumed that at least some graduates of the **Corps** would become candidates for union membership. There may be additional incentives developed which would further encourage union participation.

C. The Independent (Nonprofit) Sector

The support and active participation of the independent sector cannot be overstressed, for it is the nonprofit agencies, organizations, foundations, etc. who for years have carried on in the trenches. It is these organizations, both large and small, which have filled the void created by limited and/or failed national initiatives. The experience and ingenuity of this sector would be an extremely vital resource for the **National Youth Conservation Corps** in practically every aspect of its mission. There is much to be learned from these organizations and much to offer them in return for their participation.

Obviously, I have only touched on the possibilities which exist for forming a broad partnership among all sectors of our society. And certainly whatever success the **Corps** experienced in forming such widespread cooperative efforts would serve as a prototype for encouraging even more productive participation. Of course, it would also serve to benefit the broader national service agenda of the current administration, of which it is assumed the **National Youth Conservation Corps** would be a part.

VI. Organizational Structure

As just stated, it is assumed that the **National Youth Conservation Corps** would be within the overall jurisdiction of a more comprehensive National Service Agency, which in turn would have administrative responsibility for all national service initiatives. I am of the opinion, however, given the potential scope of this program, that it should be structured as a semi-autonomous entity. If such was not permitted, the potential for achieving broad and significant success would likely be seriously impeded by bureaucracy. Proceeding on the assumption that at least some degree of semi-autonomy would be allowed, the following might be considered as elements of its structure.

A. The "Board of Directors"

The "Board of Directors" would have general oversight responsibilities for

operation of the **National Youth Conservation Corps**. The board would be principally advisory in nature, providing structural and management recommendations and guidance to the actual operational authority. If the board's composition were reflective of not only the governmental participants (federal, state and local) and their agencies, but of the other sector participants as well, its value as a coordination and resource center would be invaluable. The collective experience and knowledge of this board would enhance the program's viability immeasurably, and would probably be unique in the annals of government, as it would function in most respects as would a corporate board.

B. Functional Management Structure

To the extent possible, management of the **National Youth Conservation Corps** should be kept as simple as possible. One of the most common criticisms of government programs is the exorbitant expense incurred by having layer upon layer of administrative functionaries, most often to the detriment of economic feasibility and administrative efficiency.

The National Director would have overall management responsibility of the **Corps**, reporting to the Director of National Service Programs. Considering the geographic expanse of the **Corps**, it would be necessary to divide the program into operational regions, each headed by a Regional Director. In order to effectively coordinate all of the specific program elements (i.e. education, training and work projects, etc.), there should be Assistant Directors for each area of expertise on the national staff.

The Regional Directors would have management oversight of all residential and nonresidential facilities within their regions, and all functions thereof. Reporting directly to the Regional Director would be the respective Camp Supervisors. Staffing of each facility would depend on the function of each, the availability of local volunteer specialists, etc. And although every attempt should be made to keep staff requirements at a minimum, it is obvious that supervisory personnel will be required at each facility.

C. "Camp" Management

It is anticipated that there would be two types of facilities operated by the **National Youth Conservation Corps**, residential and nonresidential. Residential facilities would be the principal points of program operations and would of necessity require the greatest number of permanent supervisory staff. Each camp would be directed by a Camp Supervisor, with individual supervisors reporting thereto. Although the permanent staff would have overall management responsibility, every effort should be taken to assure inclusion of the program's participants in camp governance, daily operation and maintenance. Not only would this limit the necessity for expansive staffs, but would serve as a valuable functional experience for the participants. As in the case of a military-type unit, there is no reason that the **Corpsmen** themselves should not have responsibility for ordinary day-to-day chores (such as maintenance of facilities, cooking, etc.), ideally under the direct supervision of the more senior, experienced members of the **Corps** who have earned supervisory positions.

With regard to this latter group, I believe it is important that there be an established system of merit promotion for members of the **Corps**, based on demonstrated leadership qualities and job proficiency. Not only would such a system relieve, to some extent, the need for large permanent staffs, but would serve as incentive for personal achievement. Also, peer leaders often are more effective in some capacities than are "professional" staff - there seems to be less resistance to peer leadership among the younger generation, if that leadership is equitable and reasonable, and is an opportunity available to all.

Since it can be anticipated that some facilities would be nonresidential, staff requirements in these units would be considerably more limited. Basically, such facilities would require fewer supervisory personnel, and a much smaller cadre of program coordinators (i.e. training/work supervisors, education counsellors, etc.). Thus, from an operating expense standpoint alone, the cost per participant would be reduced. The rationalization for having both residential and nonresidential facilities will be addressed in a subsequent section.

D. Department of Defense Management Interface

As mentioned previously, circumstances prevail today which could make the role of the Department of Defense both unique and expansive, and extremely valuable to the **National Youth Conservation Corps**. First, with the current down-sizing of the Armed Forces and the considerable number of transitioning service personnel, this provides an opportunity to attract a core of trained and experienced personnel at every level of the **Corps**' management and administration. There can be no question that there would be opportunities for displaced servicemen and women at the national, regional and state administrative levels, as well as in the camps themselves.

Next, considering the number of military facilities being decommissioned now or planned in the future, these facilities could provide excellent "camp" locations. Not only might they be used as multi-use training areas, but could provide adequate facility for co-existing residential and nonresidential program components in certain locales. And of course, use of these bases would save substantial capital funds as might be required to lease, rent and construct new facilities.

Finally, the opportunity exists for acquisition of substantial amounts of surplus material and equipment. Of course, the ideal situation would be the requisitioning, rather than acquisition, of this material. In any case, the possibilities for utilizing surplus material and equipment is almost limitless and should not be disregarded.

VII. Corps Composition and Recruitment

The **National Youth Service Corps** must be inclusive, having an enrollment which reflects as closely as possible the society from which members will come and to which they will return. While it is assumed that the preponderance of enrollees will come from the lower and middle income strata, it would be the **Corps**' objective to have a representation of upper-middle and upper income sector youths as well. There should not be a need to state that the **Corps** would recruit and include males and females alike. Special efforts should be made to recruit from within minority communities, most of which face the most severe problems in terms of youth unemployment, educational and vocational training opportunities, etc. In this consideration, certain areas of particular economic and social distress might well be locations for residential and/or nonresidential facilities. One possible example which comes to mind are those Native American reservations having practically no youth employment opportunities, and experiencing severe social, educational, medical and economic problems.

In the initial stages of the **National Youth Conservation Corps** considerable effort and expense would necessarily be required for recruitment activities. Although recruitment might appear to be a relatively simple prospect, in the final analysis it will be very important from the outset to achieve acceptability among both prospective enrollees as well as the general public. The latter

will be a key factor in the very initial stages of the **National Youth Conservation Corps**; it will have to overcome an immediate perception that it is merely a program of limited objectives aimed at the poor and disadvantaged. Early recruitment efforts must dissuade the concept that it is an exclusive, "make-work" program of limited appeal and value to the broader youth population. Of course, the "sales job" must occur even before the **Corps** becomes reality, and particularly within the ranks of the Congress who will be charged with appropriation of funds.

Of equal importance will be the **Corps**' ability to attract the enrollees themselves. Steps must be taken to launch a broad-based campaign through advertising, campus interview visits (much like college recruitment), and in conjunction with a variety of service agencies. It must be a carefully orchestrated effort aimed at not one targeted group, but the wider population of young people. Any such campaign should appeal beyond the specter of work and training opportunity, to that of adventure and "service" - an appeal which in my view is building among the nation's youth today. Eventually, recruitment would be enhanced by word-of-mouth and the experience of **Corps** alumni.

Needless to say, many participants in this program would be attracted by the training and work opportunities afforded. However, post-service benefits could also prove alluring. For example, successful completion of one or more tours of **Corps** service might be rewarded by educational grants, cash bonuses, etc. And of course, those members who display significant skills proficiency and/or leadership qualities might be offered permanent employment positions with the program. In other words, providing incentives not only to attract new recruits but as an enticement for personal achievement, should be an integral element of the "compensation package".

As already suggested by President Clinton, those young people who agree to perform in a national service program should be accorded some degree of more "favored status" than those not so inclined. One recommendation is forgiveness of student loans, or special educational benefits along the lines of the post-World War II GI Bill. If viewed in the context of the extremely high rate of defaults on current government subsidized student loans, the cost of other state and federal scholarship grant and loan programs, most of which require little repayment for the taxpayers' generosity, such incentives which require some type of national service would be preferable. But, as has been stated before, this service activity must provide some concrete result for the good of society. The **National Youth Conservation Corps** would provide not only "good" for society, in terms of preparing our youth for productive futures, but lasting tangible results as well.

Before proceeding further, there is one very special segment of the youth population which should not be neglected by the **Corps**' recruitment activities; those young people who have some form of disability, handicap, or other special circumstance. The **National Youth Conservation Corps**, as emphasized before, must be inclusive, and thus must make opportunity available to all. It is obvious that the nature of the **Corps** ordinary training and work curriculum would not be suitable for most of those with severe physical or mental disabilities. However, many youth suffering mild handicaps could be accommodated at nonresidential **Corps** facilities, and could receive training in disciplines suitable to their capabilities. Indeed, there are circumstances whereby some of these youth could perform capably even in a residential facility. Furthermore, it can be assumed that some recruits to the program may be young parents, with an obligation to support a young family. As was the case in the original CCC, special arrangements

might be made whereby a portion of an enrollee's stipend is automatically paid in monthly allotments to dependents. Naturally, however, there would be no accommodations for dependents at residential camps, and no special consideration not available to all other participants.

VIII. Financing The Corps

Let me state at the outset of this most important section that I am not an expert on government funding procedures, and as a consequence am hesitant to project conclusive cost estimates for the **National Youth Conservation Corps**. However, as a means for determining the costs of this program there are some fairly obvious factors which come to bear. These would include projections of administrative overhead (staff levels, etc.), enrollee compensation and benefits (medical and life insurance, etc.), capital expenditures for material and equipment, etc. What must also be considered are the costs of post-service incentives, such as educational grants, bonuses, etc. It is apparent that the costs associated with operating a nonresidential facility would be considerably less than those incurred by a residential camp. And it is equally apparent that the higher the enrollee compensation levels and the greater the post-service benefits, the costs escalate proportionately. But on the other side of the equation, the greater the opportunity and benefits, the more attractive the program will be to the young people we seek to serve. Therefore, careful study of the cost factors must be made in order to establish realistic program priorities.

Next, in determining potential funding resources for the **National Youth Conservation Corps**, it would be ideal to allocate funding responsibility across the "partnership" spectrum, as discussed in Section V. Although it seems a reasonable assumption that the federal government will bear the greatest financial burden for this program, all participants in the "partnership" (state and local governments, the private and nonprofit sectors) should bear a portion of the underwriting responsibility. Within the federal government, it would seem appropriate that those agencies and departments who are charged with specific program responsibilities, and who realize some of the benefits therefrom, be allocated a proportionate share of the budgetary burden as well. As in the case of the Department of Defense, for example, which is and will continue to be burdened with the problem of personnel cut-backs, the expense associated with decommissioning of facilities, etc., there might well be an inclusion in its annual budget appropriation earmarked specifically for absorption of some transitioning personnel into the staff ranks of the **Corps**. The National Park Service, which has also experienced personnel and maintenance funding roll-backs, might well be asked to assume some share of the financial responsibility.

On the state and local levels, those which will most likely receive the most direct benefit from the **Corps**' activities, both in economic terms and as recipients of services rendered, they too should be expected to provide significant underwriting support. Whether it is advisable to have built-in requirements for state and local participation is a debatable question (i.e. requiring federal funds that are earmarked for state and local infrastructure improvements have specifications for **Corps** project participation, etc.). And as is the case with our national parks, most state park systems have been severely hit by budget cut-backs and personnel shortages, and many of which have been closed altogether. Thus, the extent of each state's own commitment would probably be determined on the basis of services rendered, the number of enrollees from that state (although not necessarily stationed therein), the extent of facilities in the state, etc. There would have to be some equitable "formula"

devised to determine state and local financial responsibility.

The importance of private sector (or business community) participation has already been discussed, although perhaps not as extensively as might be desired. The more difficult question is how to motivate private sector absorption of at least some of the cost of this program. It is obvious that the business community not only will benefit from **Corps** activities - directly and indirectly - but will have much to offer in the way of post-service job prospects for enrollees, training capabilities, in-kind services, equipment, etc. However, there should be some consideration given to offering the private sector specific direct benefits as incentive for greater levels of participation (i.e. special tax deductions, rebates, etc.). While some might be driven by pure philanthropic intent, it is unlikely that this will be a motivating consideration for most corporate participants.

Finally, I think it is reasonable to expect that some level of independent (nonprofit) participation will be available, both in terms of direct program involvement and funding. While this should be explored indepth, I would suggest that there be incentive provided for local sponsorship of **Conservation Corps** programs and facilities. Furthermore, one aspect of **Corps** participation which might serve to encourage localized philanthropic support would be a requirement that each facility and each enrollee devote a specified number of "free time" hours to local community endeavors. Such requirements would also help to promote the **Corps'** local image and, as may be necessary at times, assuage any concerns which might arise by the mere presence of **Corps** facilities.

Naturally, for any funding "sales job" to be really successful, it will be necessary to define in quantitative terms the potential or anticipated return-on-investment for each prospective resource. Although the participation of some might be mandated, as with certain government agencies and departments, it is preferable to demonstrate some value to be received in return for their investment in the **National Youth Conservation Corps**. A demonstration of this "value" will probably be an absolute requirement if a high level of private sector/nonprofit participation is to be expected. It is my opinion that there will be opportunity to attribute real dollar value to most of the **Corps'** activities, and especially those having tangible results.

As a concluding thought, it would seem reasonable to think that the **National Youth Conservation Corps** might, over time, replace other more restricted, costly and less effective programs currently being operated by the federal, state and local governments. It would certainly be sensible to use funds from discontinued programs, or those incorporated into the **National Corps** program, toward support of this initiative. Care must be taken, however, to insure that no currently viable program, at any level, is made to suffer on behalf of the **National Youth Conservation Corps** program. It may be, on the other hand, that the objectives of certain existing programs might overlap those of the **Corps**, and would be better served by incorporation into this structure.

IX. Project Orientation

Certainly no development plan for establishment of a **National Youth Conservation Corps** would be complete were there not some attempt to address the type of training/work activity to be undertaken. Of course, the word "conservation" itself carries with it a definite connotation, although perhaps a limiting perception. But before attempting to define the parameters of the **Corps'** activities, it is best to first restate its two primary goals: First, every activity per-

formed by the **Corps** and its members should provide a meaningful and valuable experience and, second, that all activities be aimed at achieving a definable, if not tangible result for the benefit of the community as a whole - local, state or national.

In defining the scope of prospective **Corps** activity, as well as some of the anticipated end-results, it serves well to review the accomplishments of its predecessor, the original Civilian Conservation Corps. Quite obviously there is a need today to replicate many of those lasting achievements. However, there are new needs and new problems to which the **National Youth Conservation Corps** might address itself; the list is almost indefinable. Some of the suggested activities listed following are plagiarized from other programs which have already proven value, while others may be original but difficult to fully develop herein. All, however, are concentrated toward meeting the goals stated before:

- # National, state and local parks - basic maintenance, facilities construction, road, bridge & trail improvement, fire prevention, etc.
- # Environmental and conservation - stream & river clearing, pollution control, wildlife refuge construction & maintenance, natural resource preservation, etc.
- # Agriculture - erosion & flood control, irrigation, range management, land reclamation, etc.
- # Historical monument and site management & refurbishment
- # Public and private forest lands - reforestation & reclamation, timber management, endangered species management, etc.
- # Energy - alternative energy resource development, facilities, rural energy and telecommunications transmission, etc.
- # Urban and rural development - neighborhood reclamation & beautification, derelict/abandoned housing reconstruction, recreation facility construction & improvement, etc.
- # Public works and infra-structure projects
- # Cooperative projects with & support services for public & private nonprofit organizations.

Based upon the experience of other conservation corps programs, there is one additional service which has proven to be of extreme value and is particularly suitable to the **National Youth Conservation Corps**. Specially trained members should be strategically located to provide rapid response disaster relief capabilities. These specialists, selectively chosen, might perform forest fire fighting, emergency medical support, flood and natural disaster relief, etc. The value of this capability has been demonstrated time and again, from the original CCC through those present-day programs having such training. Many graduates of this specialized training opportunity invariably continue as either professionals or valuable community volunteers.

Needless to say, the list of prospective training and work opportunities is almost limitless, and those listed serve only to stimulate creative definition of the spectrum of possibilities.

X. Conclusion

It will be readily apparent to anyone reading this brief overview advocating establishment of the **National Youth Conservation Corps** that it may be deficient

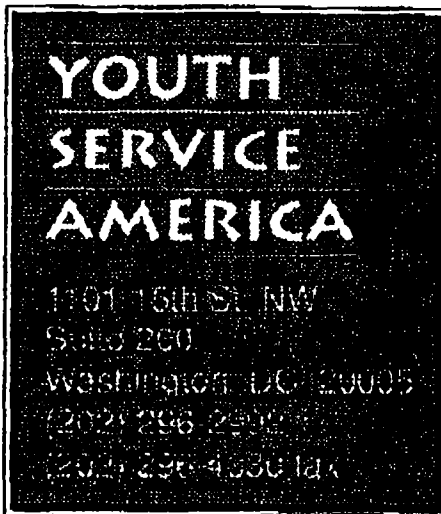
in both scope and detail. What may be clear, hopefully, is that while considerable research and development work remains to be done, the program itself is viable and practical. Seemingly, there is today a growing national public opinion which favors the concept of national service programs, and particularly those which can demonstrate both economic viability as well as a tangible "return-on-investment". The very fact that there already exists an historical precedent for this specific program, and one which can demonstrate quantitative and qualitative value, makes the prospect for broad acceptance by national leadership and public sentiment all the more likely.

Of course, there will always some resistance in some quarters to practically any major social initiative such as this. It is my opinion, however, that the more inclusive this program, the greater the opportunity to diffuse its detractors. Thus, the broader its enrollment across all socio-economic bounds, the wider its "partnership" participation and support, and the more diverse its program components, the greater its acceptability and success potential.

Certainly, the concept of a **National Youth Conservation Corps** is by no means original - it has been discussed and debated since the end of World War II - but it is a concept whose implementation is long overdue. For more than two decades this Nation's leadership has searched for innovative and effective programs to confront the problems faced by modern youth. Unfortunately, in our quest for creative solutions, we have often overlooked the inherent efficiencies of prior initiatives which have proven track records. The original CCC concept is one such program, and perhaps one whose basic structure and success could be relatively easily replicated today.

Today's **National Youth Conservation Corps**, while emulating the original Corps in many respects, must be responsive to contemporary problems and issues confronting the youth of the 1990s. It should serve the very real needs of a growing youth population which suffers under the inadequacies of an imperfect system; one which fails to provide opportunity and stimulus for developing self-respect, initiative, motivation, and self-reliance.

Every state in this nation reaped the vast benefits of the former Civilian Conservation Corps, and many of its accomplishments remain in abundant evidence even today. These are the tangible contributions made by some 4 million youth of that program. But of far greater import, the true legacy of that CCC, was the millions of young lives given hope, meaning and direction toward a better life. It is this legacy which must serve as the prototype for new initiatives, new innovations. Despite the contentions of some to the contrary, the United States does indeed have a history and tradition of public service and civic responsibility. Although for many years this sense of civic obligation has slowly diminished, we now have an opportunity at hand to reverse the trend and rekindle the fires of national service.

FAX COVER SHEETTO: Shirley SagawaFIRM: White HouseFAX #: (202) 456-2878FROM: FRANK SLOBIGDATE: 3/26/93TIME: 5:05 PM# OF PAGES: 7
(including cover)

COMMENTS: Here's the summary of the Shays/McNamee bill.
I'll messenger over the package of state plan
summaries on Monday. Our printer was "down" &
I didn't have copies of all of them to duplicate.

**EVERYBODY CAN BE GREAT
BECAUSE EVERYBODY CAN SERVE**
MARTIN LUTHER KING, JR.

... NEWS FLASH ...**April 20, 1993**

National Youth Service Day is right around the corner! For more information contact Jenny Porter or Paula Mitchell!

Summary of 0-1-0

NATIONAL SERVICE PROGRAM

I. OBJECTIVES

- A. To instill in American youth a spirit of service and commitment to country and foster a sense of responsibility toward the betterment of our nation through service to oneself and to others.
- B. To provide an experience which affords American youth not only the values and rewards concomitant with serving others but also the opportunity to acquire leadership, organizational and other practical skills beneficial to success in future endeavors.
- C. To provide meaningful volunteer assistance to organizations seeking to accomplish objectives beneficial to individuals, communities, states and the nation.

II. REQUIREMENTS AND TERMS OF SERVICE

- A. Every resident of the United States between the ages of 18 and 25 shall be required to perform a minimum of 6 months (1,000 hours -- 25 weeks x 40 hrs./week) of service to his/her country.
 - * This requirement will become effective 36 months from the month of enactment.
 - All residents who have not attained the age of 15 on the day of enactment will be considered as required to fulfill this obligation.
 - * Personal discretion is allowed in determining the time increments of service (it may be done hours or days at a time or all at once).
 - * Individuals may, at their own discretion, commence service once they have attained the age of 16, however, registration requirements do not apply until the age of 18.
- B. Every resident of the United States is required to register with the appropriate state office within three months of attaining the age of 18.
- C. Waivers of requirements (other than those provided for in Sec. VII) will only be granted at the discretion of the Director of National Service.

III. ELIGIBLE TYPES OF SERVICE

- A. Non-Profit and local volunteer organizations
- B. Existing and Newly-Created State and Federal Programs
- C. Job-Training

IV. NON-PROFIT/LOCAL VOLUNTEER ORGANIZATIONS

- A. State and local volunteer organizations will apply to their respective State Office of National Service to receive accreditation as an eligible provider of national service.
- B. These organizations will have their names included in a state catalogue of eligible providers of national service.
- C. Volunteers will be paid \$1/hour of service by the sponsoring organization.
 - * Payment will be made on a time schedule consistent with payment of its salaried personnel and payment will be exempt from taxation.
- D. Sponsor organizations will assist in the recording of volunteers service either through filing of a W-2 form, providing a voucher for service performed or such method as The Director establishes to record volunteers' service.

V. EXISTING AND NEWLY CREATED TYPES OF SERVICE

Individuals who complete service in one of the following organizations will have that service counted as their national service requirement.

A. Peace Corps

- * Will be expanded to provide such sums as are necessary to increase the number of Peace Corps Volunteers to 8,000 in 1st Year, 10,000 in the 2nd year, 12,000 in the 3rd Year, 14,000 in the 4th Year and 15,000 in the 5th Year after enactment.

B. VISTA

- * Expanded to provided such sums as are necessary to increase the number of volunteers to 4,000 in the 1st Year, 5,000 in the 2nd Year, 7,000 in the 3rd Year, 15,000 in the 4th Year and 30,000 in the 5th Year.

C. Urban Elementary Literacy Corps

- * Established and administered by the Department of Education (DOEd).
- * DOEd. will award grants for states to establish literacy programs of between 3 months and 1 year for volunteers with high school diplomas and such skills as the states shall determine.
- * Programs should provide both summer and school year opportunities to enhance literacy.
- * Grants will be sufficient to provide a stipend of 105 times the poverty level, health coverage, transportation costs and training costs (identical to benefits/payments provided to VISTA volunteers).
 - Total appropriation will be sufficient to allow for 3,000 volunteers in the 1st Year, 4,000 in the 2nd Year, 5,000 in 3rd Year, 10,000 in 4th Year and 20,000 in the 5th Year.

D. Commission on National Service

- * American Conservation and Youth Corps
 - Increase the amount of grant money available for this program to \$30 million in 1st Year, \$60 million in 2nd Year, \$120 million in 3rd Year, \$240 million in 4th Year and \$480 million in the 5th Year after enactment.
- * All other Commission operated programs will qualify

E. Armed Services

- * Active, Guard, or Reserve

F. Law Enforcement

- * Examples include: Police officer, Drug Enforcement Agency agent, Border Control official

G. Firefighter

H. National Health Services Corps

I. Teacher Opportunity Corps/Paul Douglas Teacher Scholarship Corps

- * as provided for in the Higher Education Authorization Act of 1992.

J. Those programs established through the interagency task force (Sec.III).

K. Any other programs established by the Director.

VI. JOB-TRAINING

- A. Any child of a family dependent on welfare assistance who enrolls in and completes a job-training program of at least 6 months shall have that counted as their national service requirement.

VII. OFFICE OF NATIONAL AMERICAN SERVICE

- A. Within three months of enactment, the President shall select a Director of National Service (The Director), to be confirmed by the Senate. The Director will report directly to the President.
- B. Following confirmation, the Director will take the necessary steps to have the National Service System operational within 36 months of the month of enactment. These steps will include but not be limited to:
- * Establishing a system to track and record individual service. The Director shall consider the following two options and such as others as appropriate to establish the most efficient and cost effective system.
 - the Director will examine the existing Selective Service System to determine the extent of possible integration of record keeping with this existing database.
 - work with the Administrator of the Internal Revenue Service to explore the possibility of establishing a system of tracking service through tax-return system.
 - a. since participants will be paid \$1/hour, hours of service could be tabulated through the W-2 form.
 - * Establishing an interagency task force composed of representatives from each Cabinet office and such other agencies as the Director may determine appropriate to make recommendations about the creation of new federal programs to provide service.
 - Such programs, once established, will be under the control of the relevant Cabinet or Agency Director and service stipends (\$1/hour) will be paid from the operating budget of the department or Agency.
 - * Drafting and disseminating a report introducing individuals to the idea of National Service and specifically outlining the requirements and the method/process for fulfilling this obligation.

- Arranging for dissemination of this information through the school system in a manner which provides individuals with the necessary information about their obligation prior to reaching age 16.
 - * Consulting with local non-profit and service-related organizations on the effective means for implementing a National Service program.
 - * Coordinating with the Governor of each state, to oversee the establishment of state offices.
- C. Appropriation for national and state bureaucracy:
- * Upon enactment - \$20 million; 2nd Year - \$40 million; 3rd Year - \$80 million; 4th Year - \$160 million; 5th Year - \$160 million.

VIII. STATE OFFICES

- A. Each state is required to establish an office of national service and such local offices as necessary (with a minimum of one office per congressional district) to administer and oversee participation.
- * State offices will have listings (contact names and phone numbers etc.) of where people can apply to complete their service.
 - State offices will provide 1-800 telephone service to enable volunteers to call for information.
 - * employees of state offices will serve as counselors and caseworkers to assist individuals in identifying areas of service compatible with their interest and in performing this service.
- B. Each state will provide public notice to advise potential sponsor organizations of the program and the opportunity to apply for accreditation, no later than the end of the second year following enactment.
- C. Each state will also establish a process to review applications of potential sponsor organizations.
- * Organizations wishing to become eligible providers of national service will apply to the state office and upon approval be included in a list of eligible providers.
 - * Criteria should be sufficient to allow a broad range of types of service.

IX. ENFORCEMENT PROVISIONS

A. People not completing their 6 months of service by their 26th birthday (unless having approved notification from state official that service will be complete in one month) will receive the following penalties:

- * Ineligible for federally administered welfare assistance.
- * Ineligible for any federal education grants or loans.
- * Ineligible for a government job.
- * Ineligible to participate in a program which receives federal grant funding.



National Association of
Service & Conservation Corps

March 17, 1993

Shirley Sagawa
Office of the First Lady

Susan Stroud
White House Office on National Service

Dear Shirley and Susan:

Don Mathis, Tony Perez, Lisa Woll and I enjoyed talking with you and Gina on Friday about the role of the corps in the President's National Service Initiative. As promised, we have sought the views of the Government Relations Committee of the NASCC Board, and are pleased to convey the enclosed comments and recommendations regarding the Discussion Outline you shared with us last week.

Thanks for including NASCC and the corps in your planning efforts. We look forward to working with you to help make the National Service Initiative a reality.

Sincerely,

Kathleen Selz
Executive Director



National Association of
Service & Conservation Corps

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Sincerely,

Kathleen Selz
Executive Director



want fed agency to determine criteria for corps status
no differential benefit
their priorities are essentially the same as our four

also rec'd by quickly from Lisa well vrr fax

National Association of
Service & Conservation Corps

**NASCC
COMMENTS AND RECOMMENDATIONS
ON THE NATIONAL SERVICE PROPOSAL DISCUSSION OUTLINE**

Types of Placement: NASCC is pleased, of course, that youth corps are prominently featured among the types of placements that would be available. We believe that corps can and should play a significant role in the plan because more than 80 already exist. With long waiting lists of both participants and needed work projects to be performed, most can expand fairly easily and quickly. Moreover, they provide solid educational and job skill development experiences as well as productive service opportunities for youth and young adults. Additionally, if the Administration plans to drastically increase the number of participants in national service, the fastest and most efficient way to do that is by increasing the administrative and program capacity of existing, successful corps programs. It is also the most cost-effective way. We hope to see new corps launched, but urge that priority be given to the expansion of existing corps with proven track records.

In order to ensure that corps programs will operate at high standards, we recommend that the administering federal agency work with the corps community to develop criteria to "certify" corps.

We understand the importance of focusing service programs on national priority needs, but we recommend that the definition of "national priorities" be broad enough to include all the types of work performed by corps. We are particularly concerned that the important conservation work performed by corps not be overlooked. (Attached is a list of the many conservation and community needs currently addressed by youth corps programs.)

Selection of Participants: NASCC supports the broad composition of young people who will be eligible to serve in national service positions. We recommend the creation of a national system to coordinate recruitment and placement. NASCC recommends that individuals be able to serve in their own communities as well as nationally.

Benefits: NASCC does not favor a higher benefit for college graduates than for all other national service participants. Many corpsmembers become interested in attending college because of the corps experience. We do not believe that it makes sense for them to receive half the amount of money for college that a

graduate receives in loan forgiveness. Different benefit levels make the program appear to be more of a loan forgiveness program than a true service program with loan forgiveness and scholarships, etc. as potential benefits. Additionally, two-tiered benefit levels would create inequitable situations in which national service participants serving in the same program, and doing similar or identical work, would receive different "rewards."

NASCC also believes that loan forgiveness of up to \$10,000 per year of service for each of two years is too costly. We support the provision for two years of service, but recommend that all participants receive a "reward" of up to \$5,000 per year, to use for loan forgiveness, higher education, employment training or other kinds of second-stage programming.

NASCC strongly supports the provision of health and child care benefits to corpsmembers who require them. However, as these are now very costly items, currently beyond the means of many corps, adequate funding would need to be made available. Additionally, we recommend that the administering agency help corps establish linkages with other programs which already provide these services for free or at low-cost, such as day care through the JOBS program or Title XX.

Leveraging Nonfederal Funding: While we support the leveraging of nonfederal funds for corps, the required match should not be more than 25%. Additionally, corps should be able to count in-kind contributions toward the match.

State Role: In the event that the final administrative structure requires a state plan and state funding mechanism, we urge that the designated state agency be required to include existing corps in the planning process. Further, those corps which do not want to participate in the state process should be able to apply directly to the federal national service office and should not be required to go through the state mechanisms.

Other: In order to create new corps programs, technical assistance, training and evaluation are necessary. Staff to provide these services are needed on the federal and/or state level. We believe that this kind of support is best provided by those with demonstrated expertise within the corps field. The Commission's "leader" corps concept is one model which you may want to consider. Additionally, grants might be provided to non-profit organizations which have the ability to provide this expertise. Finally, the national service program should incorporate mentoring opportunities so that participants can leave corps programs with the knowledge and skills to create or assist new programs.

Attachment: Community/Conservation Priorities Addressed by Corps

20,000 x .25 =
\$5,000
9,000
\$1,350,000
\$750

Conservation and Community Needs Addressed by Youth Corps Programs

- *conservation, rehabilitation, and the improvement of wildlife habitat, rangelands, parks, and recreational areas
- *urban and rural revitalization, historical and cultural site preservation, and reforestation of both urban and rural areas
- *fish culture, wildlife habitat maintenance, and improvement, and other fishery assistance
- *road and trail maintenance and improvement
- *erosion, flood, drought, and storm damage assistance and controls
- *stream, lake, waterfront harbor, and port improvement
- *wetlands protection and pollution control
- *insect, disease, rodent, and fire prevention and control
- *the improvement of abandoned railroad beds and rights-of-way
- *energy conservation projects, renewable resource enhancement, and recovery of biomass
- *reclamation and improvement of strip-mined land
- *forestry and nursery operations
- *rehabilitation and improvement of public facilities
- *neighborhood improvements
- *literacy training
- *weatherization and basic repairs to low-income and senior housing
- *energy conservation
- *removing building barriers for individuals with disabilities
- *drug and alcohol abuse education, prevention and treatment
- *conservation, maintenance and restoration of natural resources on publicly held lands
- *providing appropriate services in nursing homes, hospices, senior centers, hospitals, local libraries, parks, recreational facilities, child and adult day care centers, programs serving individuals with disabilities, schools, law enforcement agencies, penal and probation systems, and private nonprofit organizations that primarily focus on social service such as community action agencies.



FAX TRANSMISSION SHEET

Date: fn. Time Written: _____

TO: Name: Shirley Sagawa — Office of First Lady

Organizations: Susan Strodd - WHO on Nat'l. Service

Fax #: ()

FROM: Lisa Wood FAX: 202/737-6277
PHONE: 202/737-6272

No. of pages including this page 5 Please reply

MESSAGE: _____

March 19, 1993

TO: Shirley Sagawa and Susan Stroud
FR: Lisa Woll
SUBJECT: National Service Administrative Structure

When we met last Friday, Susan asked if I had any further comments about the admin. structure to please get them to you ASAP. Thus, I have tried to put together a more detailed concept than was contained in my last memo. It ain't easy. As always, I'd be happy to explain or discuss it with you.

My recommendations are as follows:

1. Consolidate the Commission and ACTION (both agencies would thus lose their separate identities) into a new agency called the National Service Agency, Serve America (altho that doesn't work very well if the Peace Corps is a part of this), or any other name that is suitable. Maintain staff to oversee the existing programs that will be part of this initiative as well as to oversee new programs. ACTION staff and resources will be especially important to handle the admin. issues that the Commission is already contracting out to HHS.

The Commission board would be eliminated and a new board or advisory board would be created to go along with the new agency. This board would have representatives from the kinds of service programs represented in the national service initiative, the anti-poverty community, environmental community, children and family community, etc.

The White House Office on National Service would also be merged into this new office. At most, I could see the White House maintaining a "national service spokesperson" to be a public voice for service, advocate for bigger and better programs, but I also think that this would be the role of the director of the "new agency."

2. Phase out the ACTION regional offices.

3. Keep the ACTION state office structure and rename with the new federal agency name. (I assume the continuation of some federal presence in the states, and have modeled it on the existing ACTION state structure because I think it is very much worth retaining). All staff would need to

receive intensive training about the kinds of programs which will or are eligible to be funded under this initiative.

What happens next? And what about state volunteerism agencies, etc?

4. The "next" part could happen in a variety of ways (they all assume that the national office has appropriate admin. responsibilities including national public awareness, recruitment, and placement of national volunteers (C and D are the options that I recommend as the most suitable):

A) The new national agency could continue to function the way that the Commission functions with C and D, requiring orgs. to go through the state when the state is making an application. This would retain the role of any state volunteerism agencies, etc. that are already involved. Money for individual placement programs like VISTA would then have to be given out by the state designated agency or subgranted to the state national service agency. The state national service agency role here would be to provide technical assistance, oversight, etc., handle statewide recruitment and placement, and possibly handle individual placements.

Drawbacks to this: Lack of infrastructure within many states to take on such a role, real lack of ability to provide technical assistance, oversight, etc. Allows states to have great control over "who gets in." Largely ignores the very real benefits that the ACTION-turned-national service state office could supply. Also programs that found the state process unresponsive during the Commission process would have the same problem here.

B) Continue to make grants through statewide application, allowing funding decisions to be made at the level of the state national service office.

Drawbacks to this: Same problems as above, plus no opportunity to compare programs against one another nationally and this process might force a strict formula-type allocation on states which would unjustly hurt states with a lot of activity and ideas. In this scenario, the state national service agency role would be providing technical assistance, oversight, statewide recruitment and placement, making grants to the state, and possibly handling individual placements.

C) Discontinue statewide application and have all interested parties who want to apply for money go through the state national service office which

will make preliminary decisions before moving it up to the national level. Here, it could be possible to involve state volunteerism agencies, etc. by making them an advisory board to the initial evaluation at the level of the state national service office. The state national service office would still be responsible for t.a., evaluation, statewide recruitment and placement. Funds would be allocated to programs, including individual placement sponsors, by the state national service office.

Drawbacks to this: Existing state agencies would be peripheral to this process (although not necessary totally uninvolved--there should be ways to work them in, such as the example above) unless they wanted to apply to run a program(s) of their own and then they would submit an application to the state national service office.

D) Create a hybrid system:

The new state national service agencies would function as technical assistance providers and information sources for state volunteerism agencies who are interested in producing a state submission. The new state offices would provide the same services for independent organizations who will apply either because their state will not do so or because they want to (I think that at least all existing programs should be able to bypass a state process). The state national service agencies might also be able to provide guidance to the national agency as to whether it looks as though applicants know what they are doing, either through an initial review/screening or through informal comments. (A variant on this would be to use the state national service offices to help states put together a plan, but this seems to put a federal agency in an awkward position, but perhaps this is workable).

Individual placement programs such as VISTA and any new individual placement programs would continue to function in much the same way--money would be made available to the state national service office and volunteers would be assigned to agencies. The state national service office would still be responsible for t.a., evaluation, statewide recruitment and placement.

Drawbacks to this: Questions about stream of funding: Funds to independent applicants could be given directly to them by the federal national service agency or first funneled through the state national service agency for disbursement. Money process for state applications is less clear, particularly if the state still needs to hold a competitive process to

determine who will get the funds--I am unsure of whether the money should go directly to them for disbursement or whether they would notify the state national service agency about who is being funded and then the state national service office would disburse the money.



want to get rid of GED provision
want fed. to pay for child care
like criterion of "past performance"
"grandfathering" in of current corps members?

National Association of
Service & Conservation Corps

April 26, 1993

Shirley Sagawa
Special Assistant to the President
Office of the First Lady

Jack Lew
Special Assistant to the President
White House Office of National Service

Dear Jack and Shirley:

Thank you for taking time from your "accelerated" schedule to meet with me, Lisa Woll, Tony Perez and Don Mathis. We appreciated the opportunity to share some of our concerns with you and to learn more of the details of the national service bill.

Enclosed you will find comments in response to the draft outline of the National Service Trust Act of 1993. We would be pleased to provide you with additional information or answer any questions.

Sincerely,

Kathleen Selz
Executive Director

cc: Susan Stroud
Senior Advisor
White House Office of National Service

NASCC RESPONSE TO THE DRAFT OUTLINE OF THE NATIONAL SERVICE TRUST ACT OF 1993

Elimination of Separate Corps Subtitle

We remain unconvinced that the elimination of the corps subtitle will be advantageous for the corps. It was NASCC's hope that the President's initiative would continue the high valuation of corps evidenced in the NCSA by a separate subtitle and funding percentage. We are concerned that making corps but one of a large number of programs available for funding will actually impair the ability of the corps community to grow, thereby doing damage to an already existing service model. We imagine that this was not what the White House would want to do.

In order to ensure that the integrity of the youth corps model is retained, we suggest the following definition be used:

A youth corps, such as a conservation corps or a youth service corps, (including such corps performing services on public or Indian lands) is a program that:

- (A) undertakes meaningful full-time service work with visible benefits to the community, including natural resource, urban renovation, or human service projects;
- (B) includes youth and young adults between 16 and 25 years of age as participants, including out-of-school and other disadvantaged youth;
- (C) provides such youth and young adults with crew-based, highly structured and adult-supervised work experience, life skills, education, career guidance and counseling, employment training, and support services;
- (D) provides such youth and young adults with the opportunity to develop citizenship values and skills through service to their communities and the nation.
- (E) is duly certified as a youth corps by the National Association of Service and Conservation Corps.

Additionally, we very much support language which gives special consideration to low-income communities and which emphasizes including residents of such communities as participants in national service programs. Additionally, we recommend that national priorities are defined broadly enough to include the varied activities which corps undertake.

GED Requirement

According to the draft, "participants must be high school graduates or agree to achieve their GED prior to their completion of service." This requirement raises an enormous problem for corps. As you know, many corpsmembers are high school dropouts. Although corps offer GED preparation for those who need it, many corpsmembers will not earn their GED

before leaving the corps. Some corpsmembers are so educationally disadvantaged that it would take much more than a year to get them GED ready. It would be unfair for a young person to serve a year and then be told that she/he could not be eligible for a benefit because she/he had not managed to earn their GED--just another disappointment for a young person who has had many. We would thus urge you to scrap this provision.

Recruitment

The draft indicated that there will be a national or state recruitment system. We urge you to have both national and state recruitment systems so that interested individuals can either contact a state office (a good use for state ACTION offices) to find out about programs in their areas (a local participant) or programs in other parts of the country (a national participant). (The last DVSA reauthorization section on recruitment outlines very specific national and local recruitment systems). Similarly, these offices should assist individuals in finding program placements so that the burden of finding placement is not put solely on the individual. Another role for these offices would be to refer individuals for whom no placement can be found to service programs which are not participating in the federal initiative. In addition to disseminating information about positions through high schools, colleges and other placement offices, such information should be made available at local employment centers, JTPA and Job Corps centers, programs serving select populations, such as programs for teenage mothers and within public housing complexes.

Child Care Provision

While health care coverage appears to be a requirement, the fate of child care appears less certain. We would recommend that like health care, the federal government pay up to 85% of the cost of this benefit and require that programs which participate in the initiative make some provision for child care for participants in need of it.

Diverse Community Corps

We recommend that the word diverse be dropped from this description and that the program be called a "community corps." The use of the term "diverse" infers that other programs are not diverse.

Eligibility

The ability of federal agencies to apply for funding from the Corporation should be tightly drawn and limited. Since agencies have their own budgets on which to draw for funding, small "challenge," "start-up," or "coordinating" (to merge one agency's community service efforts with another) grants should be all they are eligible for.

Selection

We are pleased that selection criteria have been broadened beyond quality, innovation, sustainability and replicability. We very much support the use of the criteria of past experience and management skills and the extent to which the program builds on existing programs.

Funding

Is it true that all participants will be eligible to receive educational awards as stated in the draft outline? Is there any cut-off for such awards? For instance, suppose a 45 year old middle or upper-middle class person takes a year off from a job to do service and then goes back to work and uses the award to take some literature classes at a private or public university? This person already has all the degrees he or she wants. Do we want to use taxpayer's money to subsidize such continued, non-degreed education? While not for a moment questioning the value of continuing education, it is important to evaluate the uses the educational benefit could be put to and whether the public will support such uses.

The five percent cap for administrative costs is unrealistically low. Instead, we recommend that up to 20% of the funding be available for administrative expenses or the amount authorized for indirect rates established by OMB Circular 121A, whatever rate is less.

We are pleased that the 25% match includes federal funds other than funds from DVSA and NCSA.

State Commissions

We urge you to add language which would safeguard against state commissions granting a large percentage of funds to state agencies. After the difficulties that many corps experienced during the state lead agency process, we want to ensure that a sufficient amount of money (which will vary from state to state) gets out to local programs.

Allocation of Funds

Given the Administration's interest in ensuring that the national service initiative would build upon local programs, allowing up to fifty percent of funds to be allocated directly by the Corporation is the wrong direction in which to head. National programs should receive no more than 20%.

Other

It remains unclear to us how existing corps will be affected by this in terms of benefits. If

federal funds are to supplement state and local dollars, what happens to a corps that already has 80 members and wants to use national service money to add 50 more? Assuming that the corps is paying original corpsmembers less than the living allowance required by the National Service Trust Act, can the corps apply for funds to raise those living allowances? Will the corps also be able to "grandfather" the original corpsmembers into the loan scholarship/forgiveness provisions? The system needs to be constructed so that all participants in a program are eligible to receive the same living allowance and post-service benefits.

K-12 service learning
(especially 11-17 yr. olds in service)

**Youth
Volunteer
Corps**

MEMORANDUM

TO: Dick Staufenberger
Terry Russell

FROM: David Battey, YVCA

DATE: March 19, 1993

Post-It™ brand fax transmittal memo 7571		# of pages >
To Shirley Sagawa	From David Battey	
Co. White House	Co. YVCA	
Dept. Domestic Policy	Phone # 816-474-5761	
Fax # 202-456-2879	Fax # 816-472-4207	

Catherine Milton just called me from the airport in San Francisco. She has read the attached proposal and likes it very much.

She asked me to fax this to you as soon as possible. Catherine felt that Terry, as someone writing the legislation, should include this concept. In addition, she felt that Dick needs this for his meeting on Monday.

Monday 3/22
Shirley -
Catherine wanted you to know about
this memo & her support of YVCA's position
regarding 11-17 or K-12 service in President
Clinton's legislative initiative.
Our ideas could come in a revised
version of Serve America or Title C according
to Catherine.

Talk to you soon.

David

1080 Washington St.
Kansas City, MO
64105-2216
816/474-5761
FAX 816/472-4207

100
15

666.
100.5
20
10

A PROPOSAL TO INCLUDE YOUNG PEOPLE AGES 11-17 IN PRESIDENT CLINTON'S NATIONAL SERVICE INITIATIVE

President Clinton's National Service proposal should be expanded to include volunteer service for young people ages 11-17.

The most effective time to instill an ethic of service is when a young person is forming his/her value system -- during the years between kindergarten and high school. Particularly important are the pre-teen and teenage years, when youth are subject to poor school performance, teen pregnancy, substance abuse, gang and peer pressure -- factors that can derail a young life. Service to others has proven to reduce the likelihood of involvement in negative behaviors by: exposing youth to team leaders who serve as positive role models; by challenging youth to be creative, productive, and responsible in designing and carrying out community service projects; and by fostering the self-esteem that results from giving needed service to others.

President Clinton's initial national service proposal and the Summer of Service proposal focus primarily on post-high-school youth. We propose that the President, the Congress, and the Commission on National and Community Service expand the service opportunities funded by the Clinton national service initiative to include these crucial younger ages as well -- ages when all children, including at-risk youth, are most susceptible to positive and negative influences. It can be done cost-effectively and with great impact. Ideally, the President's national service initiative would be open to young people K-12; at a minimum, we believe it is critical to include middle and high school-age youth.

Service Principles. Our experience in operating service programs for youth aged 11-17 suggests the following principles for such programs: 1) projects and placements designed by local public or nonprofit organizations; 2) provision of training and supervision for all participants; 3) diverse participants, including at-risk youth; 4) school year and summer service components; 5) provision of service learning as defined by the Commission on National and Community Service; 6) close collaboration with schools and school districts; 7) voluntary service with no financial inducements; 8) utilization of existing infrastructure; 9) strong local financial and other support; 10) youth participation in all phases of project development and execution; and 11) an acceptable method for program evaluation to ascertain measurable community and participant benefits.

Types of Placements. Young people could participate in frequent, diverse, school-year service projects and in more intensive, extended summer projects, with service learning opportunities as a part of both school-year and summer components. All young people would be supervised by team leaders. Team building would be emphasized, especially during the intensive summer placements. Team leaders could include older students participating in President Clinton's centerpiece national service program for 17-to-25-year-old youth, or they could be drawn from Summer of Service participants. Summer and school-year service could be broadly targeted to include areas such as education, human services, environment, and public safety. No service projects or placements would displace or replace paid workers or business enterprises.

Selection of Participants. Diversity would shape recruitment and selection. A rich mix of participants -- boys and girls representing the racial, socio-economic, and geographic diversity of the community, with participation from different schools and across political jurisdictional lines -- adds depth to each young person's service experience and enhances ethnic appreciation, teamwork, and civic responsibility.

Benefits to Participants. The 11-to-17-year-old participants would be unpaid volunteers; only local program staff and team leaders would receive stipends or wages. To achieve diversity and to reduce obstacles to participation, other program funds could be used to cover expenses associated with volunteering (such as transportation and/or lunches) and for recognition and personal development purposes (such as T-shirts and service learning materials).

Building an Infrastructure. Organizations with a proven track record with this age group and these service principles would have priority for funding. National, state, or local public or private nonprofit organizations currently operating service programs could receive funds to support existing programs, to initiate new programs, or to replicate proven models. Funding decisions would build upon the existing capacity and knowledge base, rather than creating new bureaucracies or reinventing the wheel. Allowable costs would include program start-up, program operation, training and technical assistance necessary to ensure high-quality programs, and program evaluation.

Leveraging Other Public and Private Funding. Evidence of local funding commitments would be a prerequisite to receipt of federal funds. This not only extends the impact of limited national service dollars, but also ensures a strong base of community support for program operations.

Federal Role. The federal government should arrange for training and technical assistance resources to be made available to funded projects through contracting with public or private nonprofit organizations with a track record of providing such technical assistance and training for

volunteer service programs. The federal government could also establish a database of proven models and innovative approaches, and collect and make available high-quality service learning curricula. Beyond those steps toward ensuring program quality, the federal government should not inhibit innovation and flexibility by specifying program structure beyond those basic principles identified in this paper.

Funding Process. Funding for national service programs for youth aged 11 through 17 would utilize existing infrastructure. Initially, the Commission on National and Community Service would issue a Request for Proposals and fund national and local applicants on a competitive basis. Ultimately, should the program achieve permanent authorization, some percentage of the funds would be granted to the states by formula for distribution to local communities, with a percentage distributed through the Commission to national organizations, which would initiate, expand, and sustain quality projects as described.

Impact and Cost. Based upon proven principles of voluntary service for pre-college-age young people and the fiscal track record of programs serving that population, an annual federal expenditure of \$100 million could provide quality service opportunities for well over one million young people. The impact of such a program would extend far beyond the impact on the youth service participants themselves to include their families, their peers, the recipients of their service, and their communities. In addition, developing the habit of service among adolescents and pre-adolescents would guarantee an increasing pool of committed participants for the wide range of service programs aimed at older youth. Out of a proposed multimillion-dollar National Service Trust budget, \$100 million for such broad impact seems a prudent and reasonable investment.

Phase-in. A federal investment of \$2 million in fiscal year 1994 would directly support at least 18,000 youth service participants between 11 and 17; local programs would be expected to leverage at least that much in other public and private funds, resulting in a total of approximately 36,000 participants that first year. By 1997, for \$100 million, around 1.8 million young people could be involved. For at least the first year or two, youth 11-17 would be targeted, with younger children phased in subsequently.¹

¹These budget projections are based on one volunteer service model -- the Youth Volunteer Corps of America. With a total annual budget in calendar year 1992 of approximately \$1 million, Youth Volunteer Corps programs in 13 communities across the country involved approximately 6,000 youth, grades seven through 12, in school-year and summer service activities. However, budget-to-volunteer ratios could vary considerably in other types of voluntary service models for this age group.

**Youth
Volunteer
Corps**

Youth Volunteer Corps of America
1080 Washington Street
Kansas City, MO 64105-2216

March 16, 1993

Jack Lew
General Counsel
Office of National Service, Room 145
Old Executive Office Building
Washington, DC 20500

Dear Mr. Lew:

I am writing in response to Eli Segal's "Dear Colleague" letter of March 11 regarding President Clinton's national service program and his request for comments on ways in which national service opportunities could be extended to school-age youth.

The attached proposal, while based on our experience with the Youth Volunteer Corps in 22 communities, is intended to be general enough to cover a wide variety of service approaches for school-age youth. Please call if I can clarify or expand upon any of the points in the attached document.

The Youth Volunteer Corps of America welcomes your interest in developing national service initiatives for younger people. We have found that the work done by our volunteers, ages 11 to 17, provides valuable service in their communities while strengthening themselves as well.

We look forward to continuing to work with you as you develop this initiative.

Sincerely,

David Battey
David Battey
President

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Selection of Participants. Diversity would shape recruitment and selection. A rich mix of participants -- boys and girls representing the racial, socio-economic, and geographic diversity of the community, with participation from different schools and across political jurisdictional lines -- adds depth to each young person's service experience and enhances ethnic appreciation, teamwork, and civic responsibility.

Benefits to Participants. The 11-to-17-year-old participants would be unpaid volunteers; only local program staff and team leaders would receive stipends or wages. To achieve diversity and to reduce obstacles to participation, other program funds could be used to cover expenses associated with volunteering (such as transportation and/or lunches) and for recognition and personal development purposes (such as T-shirts and service learning materials).

Building an Infrastructure. Organizations with a proven track record with this age group and these service principles would have priority for funding. National, state, or local public or private nonprofit organizations currently operating service programs could receive funds to support existing programs, to initiate new programs, or to replicate proven models. Funding decisions would build upon the existing capacity and knowledge base, rather than creating new bureaucracies or reinventing the wheel. Allowable costs would include program start-up, program operation, training and technical assistance necessary to ensure high-quality programs, and program evaluation.

Leveraging Other Public and Private Funding. Evidence of local funding commitments would be a prerequisite to receipt of federal funds. This not only extends the impact of limited national service dollars, but also ensures a strong base of community support for program operations.

Federal Role. The federal government should arrange for training and technical assistance resources to be made available to funded projects through contracting with public or private nonprofit organizations with a track record of providing such technical assistance and training for

volunteer service programs. The federal government could also establish a database of proven models and innovative approaches, and collect and make available high-quality service learning curricula. Beyond those steps toward ensuring program quality, the federal government should not inhibit innovation and flexibility by specifying program structure beyond those basic principles identified in this paper.

Funding Process. Funding for national service programs for youth aged 11 through 17 would utilize existing infrastructure. Initially, the Commission on National and Community Service would issue a Request for Proposals and fund national and local applicants on a competitive basis. Ultimately, should the program achieve permanent authorization, some percentage of the funds would be granted to the states by formula for distribution to local communities, with a percentage distributed through the Commission to national organizations, which would initiate, expand, and sustain quality projects as described.

Impact and Cost. Based upon proven principles of voluntary service for pre-college-age young people and the fiscal track record of programs serving that population, an annual federal expenditure of \$100 million could provide quality service opportunities for well over one million young people. The impact of such a program would extend far beyond the impact on the youth service participants themselves to include their families, their peers, the recipients of their service, and their communities. In addition, developing the habit of service among adolescents and pre-adolescents would guarantee an increasing pool of committed participants for the wide range of service programs aimed at older youth. Out of a proposed multimillion-dollar National Service Trust budget, \$100 million for such broad impact seems a prudent and reasonable investment.

Phase-in. A federal investment of \$2 million in fiscal year 1994 would directly support at least 18,000 youth service participants between 11 and 17; local programs would be expected to leverage at least that much in other public and private funds, resulting in a total of approximately 36,000 participants that first year. By 1997, for \$100 million, around 1.8 million young people could be involved. For at least the first year or two, youth 11-17 would be targeted, with younger children phased in subsequently.¹

¹These budget projections are based on one volunteer service model -- the Youth Volunteer Corps of America. With a total annual budget in calendar year 1992 of approximately \$1 million, Youth Volunteer Corps programs in 13 communities across the country involved approximately 6,000 youth, grades seven through 12, in school-year and summer service activities. However, budget-to-volunteer ratios could vary considerably in other types of voluntary service models for this age group.

Youth Volunteer Corps of America

c/o Rothstein Consulting
3911 Underwood Street
Chevy Chase, MD 20815-5029
Tel: 301-656-7675
Fax: 301-656-7667

Fax Transmittal Cover Sheet

To: Shirley Segawa
Special Assistant to the President
Fax #: 202-456-2878
From: Fran Rothstein
Date: 3/16/93 # Pages Following 4
Message: David will try to reach you later
this afternoon.

The logo for the Youth Volunteer Corps, featuring a stylized 'Y' shape with a triangle inside the top curve.

Youth
Volunteer
Corps

Youth Volunteer Corps of America
1080 Washington Street
Kansas City, MO 64105-2216

March 16, 1993

Shirley Sagawa
Special Assistant to the President
for Domestic Policy
The White House
Washington, DC 20500

Dear Shirley:

Rich Davis, Fran Rothstein, and I were very heartened by our meeting with you last week on the potential for expanding the proposed national service initiative to include youth between 11 and 17. The attached proposal suggests specific ways in which that could be done, based on our experience with Youth Volunteer Corps in 22 communities. As you requested, we have highlighted a set of service principles, based on our experience with the Youth Volunteer Corps, that are general enough to apply to diverse service approaches for this age group.

We appreciate your interest in the Youth Volunteer Corps of America, and we look forward to continuing to work with you. Thanks also for a very helpful session at Youth Service America on Friday.

Sincerely,

David Battey/m
David Battey
President

Types of Placements. Young people could participate in frequent, diverse, school-year service projects and in more intensive, extended summer projects, with service learning opportunities as a part of both school-year and summer components. All young people would be supervised by team leaders. Team building would be emphasized, especially during the intensive summer placements. Team leaders could include older students participating in President Clinton's centerpiece national service program for 17-to-25-year-old youth, or they could be drawn from Summer of Service participants. Summer and school-year service could be broadly targeted to include areas such as education, human services, environment, and public safety. No service projects or placements would displace or replace paid workers or business enterprises.

Selection of Participants. Diversity would shape recruitment and selection. A rich mix of participants -- boys and girls representing the racial, socio-economic, and geographic diversity of the community, with participation from different schools and across political jurisdictional lines -- adds depth to each young person's service experience and enhances ethnic appreciation, teamwork, and civic responsibility.

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**A PROPOSAL TO INCLUDE YOUNG PEOPLE AGES 11-17
IN PRESIDENT CLINTON'S NATIONAL SERVICE INITIATIVE**

President Clinton's National Service proposal should be expanded to include volunteer service for young people ages 11-17.

The most effective time to instill an ethic of service is when a young person is forming his/her value system -- during the years between kindergarten and high school. Particularly important are the pre-teen and teenage years, when youth are subject to poor school performance, teen pregnancy, substance abuse, gang and peer pressure -- factors that can derail a young life. Service to others has proven to reduce the likelihood of involvement in negative behaviors by: exposing youth to team leaders who serve as positive role models; by challenging youth to be creative, productive, and responsible in designing and carrying out community service projects; and by fostering the self-esteem that results from giving needed service to others.

President Clinton's initial national service proposal and the Summer of Service proposal focus primarily on post-high-school youth. We propose that the President, the Congress, and the Commission on National and Community Service expand the service opportunities funded by the Clinton national service initiative to include these crucial younger ages as well -- ages when all children, including at-risk youth, are most susceptible to positive and negative influences. It can be done cost-effectively and with great impact. Ideally, the President's national service initiative would be open to young people K-12; at a minimum, we believe it is critical to include middle and high school-age youth.

Service Principles. Our experience in operating service programs for youth aged 11-17 suggests the following principles for such programs: 1) projects and placements designed by local public or nonprofit organizations; 2) provision of training and supervision for all participants; 3) diverse participants, including at-risk youth; 4) school year and summer service components; 5) provision of service learning as defined by the Commission on National and Community Service; 6) close collaboration with schools and school districts; 7) voluntary service with no financial inducements; 8) utilization of existing infrastructure; 9) strong local financial and other support; 10) youth participation in all phases of project development and execution; and 11) an acceptable method for program evaluation to ascertain measurable community and participant benefits.

community sets its priorities
build on existing prog.

2002
Recommend state
commissions

Diversifying
intergenerational service

Jack
Response to our
outline. Circulate
as you see fit. Do
we respond to
this? A minute
not to. Cl



March 19, 1993

Ms. Shirley Sagawa
Special Assistant
to the President
for Domestic Policy
The White House
Washington, DC 20500

YMCA of the USA
Washington Office
1701 K Street, N.W., Suite 903
Washington, D.C. 20006
202 835-9043

Barbara C. Roper
Chairman, National Board

David R. Mercer
National Executive Director

Dear Shirley:

The YMCA of the USA applauds the leadership of President Clinton, you, and other members of the Office of National Service in calling for a federal initiative to encourage increased participation in national service programs. The YMCA believes that strengthening the commitment to service and volunteerism is a critical element in addressing many of the problems facing America today.

The purpose of this letter is twofold: 1) to provide you with information to help you develop the President's national service initiative; and 2) to respond to the outline provided on the loan-repayment component of the national service program that will provide opportunities for college graduates and others to perform community service.

The YMCA's Response to President Clinton's National Service Initiative.

As you probably are aware, the YMCA is one of the largest community service organizations in America. In 1991, more than 900 independent local YMCAs operated over 2,000 YMCA facilities and served nearly 13 million Americans. These participants included nearly 7 million young people under the age of 18, and an additional 2.1 million 18-29 year olds.

The YMCA mission is to build healthy bodies, minds, and spirits of those individuals and families we serve. The YMCA puts Christian principles into practice through programs that promote good health, strong families, youth leadership, community development, and international understanding. YMCAs believe people are responsible for their own lives and actions, and they should join together in positive association to serve the needs of others.

YMCA youth programs have always emphasized developing leadership skills and a commitment to serve. For decades YMCAs have been pioneers in developing community-based youth service programs, and YMCAs have worked closely with state legislatures to develop youth service legislation at the state level. As you know, the YMCA played a key role in the passage and implementation of the National and Community Service Act, and is presently working very closely with the National and Community Service Coalition, Youth Service America, and the National Collaboration for Youth (a coalition of 15 national youth-serving organizations) to continue making community service a national priority.

YMCA Mission:
To put Christian principles
into practice through
programs that build healthy
body, mind, and spirit for all

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As a result of this experience, the YMCA believes that a national service initiative should reflect the following principles:

Community-based. All programs should be developed or adapted by the community in response to needs it has identified. This approach brings about meaningful volunteer experience which produces results that are more easily measured at the local level. Examples of successful models should be collected and made available to other communities.

Involve Existing Programs. Government community service programs should not duplicate the many successful programs operated by community-based organizations. New delivery systems should not be created until existing programs are given a fair chance to meet the challenge of a government initiative. The nonprofit community should be considered in these decisions.

Private/Public Partnership. The private sector is making a commitment to youth service activities through contributions to local organizations and programs. Government initiatives should ensure that private funds are not diverted from these local programs. Instead, government policymakers should recognize that an expanded effort will mean an increased financial commitment by both the private and public sectors.

Economic and Cultural Diversity. Youth service programs should involve people from different economic, social, and ethnic backgrounds. Volunteers should have the opportunity to learn and work with people of other cultures and with different life experiences.

Training and Supervision. All youth community service programs should recognize the need for supervision and training, both for the sponsoring organizations and the volunteers. Successful programs require a commitment to paying qualified and experienced staff members to work with volunteers.

Support for Volunteers. Programs should provide support to participants. This may include training and education, career counseling, and when appropriate, reimbursement for out-of-pocket expenses.

Multigenerational. People of all ages should be encouraged to volunteer. Also, in order to respond to the needs of people of all ages, from prekindergarteners to senior citizens, community service initiatives will need to include varied program designs and models.

Job Protection. Government initiatives should not be viewed as a means of developing a low-cost labor force. Instead, they should be viewed as ways of improving our communities and the service providers themselves.

How to
determine?
We're getting
close to
the real
implementation
issues
which
trouble
me.

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The YMCA's Comments on President Clinton's National Service Loan-Repayment Proposal.

With regard to the proposal outline describing the loan-repayment provision of the national service initiative, the YMCA provides the following specific comments:

Types of Placements.

- 1) The YMCA encourages the Office of National Service to develop a system of national service placements that addresses community needs, as opposed to "national priority needs." Communities, not the federal government, are in the best position to define local social service priorities and should be supported in developing their own service opportunities to meet those defined needs. Too often federal initiatives mandate specific top-down solutions that fail to give communities broad flexibility to define local priorities and support local initiatives. The YMCA recommends establishing, or utilizing existing, local boards comprised of youth service providers, schools, government, youth, and other key players to establish community service needs, develop comprehensive community service strategies, expand and coordinate service programs, and distribute funding under the national service initiative. ?
- 2) The YMCA applauds the Office of National Service for providing assurances that the national service positions will not displace paid workers.

Selection of Participants.

The YMCA and other community service programs have a long history of providing positive and enriching community service opportunities to young people across the country. YMCAs have played a key role in solving community problems through the development and implementation of youth leadership and service programs. The YMCA encourages the Office of National Service to utilize the experience and expertise of community-based, youth-serving organizations and have them help design the "national system to help match individuals with programs." Local youth service organizations have a good understanding of the community service delivery system and will be able to help the federal government match interested youth with quality programs.

YMCA should
single out...
either to the
state or to
the entity,
either individu-
ally or broadly

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March 19, 1993

Building an Infrastructure.

The YMCA encourages the Office of National Service to provide community-based organizations the opportunity to apply directly for start-up, operating, and replication grants. While the Office may want to encourage collaboration among service providers, community-based organizations should have the opportunity to take the lead in developing the collaboration and applying for funding. ✓

Leveraging Nonfederal Funding.

The YMCA commends the Office of National Service for requiring that all grants be matched with private funds. This requirement will serve to use federal resources to leverage increased investment in national service. In addition, only stable, effective programs with solid community support will be able to meet the matching funds requirement. ✓

Federal Role.

The YMCA encourages the Office of National Service to utilize the expertise of community-based service providers and have them take a lead role in helping: 1) establish criteria for approved national service positions and programs, 2) allocate program resources, 3) ensure against fraud and abuse, 4) arrange for national training programs, 5) arrange for evaluation of funded programs, and 6) provide training and technical assistance to states and programs.

State Role.

- 1) The YMCA recommends the Office of National Service require governors to appoint a State National Service Commission.
- 2) The YMCA further recommends the Commission be comprised of a broad range of representatives of community-based, youth-serving organizations with a history of providing community service programs to help develop the statewide national service plan. In the past, particularly with the National and Community Service Act, many YMCAs have been denied the opportunity to work with the state in developing statewide community service plans. ✓

Just what
you want!

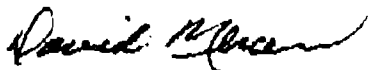
Page Five
March 19, 1993

- 3) In addition, the YMCA recommends the Office require states to provide community-based, youth-serving organizations an opportunity to comment and provide input on the proposed state plan through statewide hearings, open Commission meetings, and/or local forums. Only with input from youth service providers can states develop effective and comprehensive plans that support the goals and objectives of the community service field.

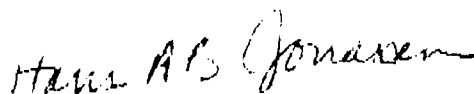
In closing, let me say how much we appreciate the Office of National Service providing the YMCA an opportunity to comment on the initiative. We look forward to working with you to make national service a success.

If you have any questions please don't hesitate to contact Hans Jonassen at (504) 895-3915, or Dave Mercer at (312) 269-0530, or Eden Fisher Durbin, Public Policy Associate, YMCA of the USA at (202) 835-9043.

Sincerely,



Dave Mercer
National Executive Director
YMCA of the USA



Hans A.B. Jonassen
Chair,
YMCA National Board Public Policy
Committee

cc: Eli J. Segal
Jack Lew
Nick Lowery

more ?s from actual issues

FACSIMILE TRANSMISSION

National Association of
State Universities and
Land-Grant CollegesOne Dupont Circle, Suite 710
Washington, DC 20036-1191

Phone: (202) 778-0818

Fax: (202) 296-6456

To: Shirley Sagawa

Phone number:

Fax number:

From: Marsha Adler

Phone number: 778-0865

Date:

Number of pages to follow:

MESSAGE:

Shirley:

Here are some thoughts about
the community service program - they
are mostly my thoughts, but
several people have added
points - ~~the~~

I'm sure most, if not all of
these questions have been
explored, but on the off
chance - - - if I can

be of any help, please
let me know -

Colleges &
Universities

Marsha

FACSIMILE TRANSMISSION

Jack



National Association of
State Universities and
Land-Grant Colleges

One Dupont Circle, Suite 710
Washington, DC 20036-1191

Phone: (202) 778-0818

Fax: (202) 296-6456

To: Susan Stroud

Phone number:

Fax number:

From: Marsha Adler

Phone number: 778-0865

Date:

Number of pages to follow:

MESSAGE: Susan: Here are some questions /
issues that I have thought of. I'm
certain many, if not most of these
have been covered and dealt with
or dismissed.

They represent only my thoughts.
I'm hoping will get something
for you from higher ed community
soon -

Marsha

Draft

3/15/93

M. Adler

Options/ Issues in National Service Legislation**Structure of the program**

Role of the federal government/relationship to states, local governments, universities and colleges, non-profits

What is the entity?

Keep the commission, but expand to include ACTION Agency functions, as well as any other domestic volunteer service activities. Are there other commissions of government are regulatory and grant making that can be used as models?

What are the functions:

- 1) Grant-making
- 2) Administering programs under VISTA and others
- 3) Evaluation (applications, effectiveness of projects, etc.)
- 4) Training
- 6) Clearinghouse; public relations (role for Points of Light?)
- 7) Liaison with other federal, state agencies that provide service opportunities

Are commissioners full-time federal employees? Do they have staff, etc? How is other commission staff chosen? How can the size of the agency be limited?

- 1) Grant-making

a) continue role as grant maker (both direct and to state entities) continuation of current programs/lead in innovation, models (start-up grants)

b) Regulatory: certifying programs that receive service volunteers; develop guidelines for supervision, training, relation with other workers (example: service volunteers can work in schools without being teachers--aides, service learning coordinators, project directors [what happens if service volunteer is certified teacher? How does this skew teacher hiring in a school district?])

1) What types of positions do service volunteers fill? Working directly: building, repairing, etc; planner, supervise programs (What do VISTA, Peace Corps and other similar volunteers do? Are these roles to guide or build on?) Do you build a cadre of leaders, such as those in the first year of

service are workers, and in the 2nd year they may be moved up to be supervisors?

2) What is relationship to college training for graduates--is it desirable to relate work to college major ("Wherever practicable service should relate to training of the individual...")? Is it service qua service or service with a future? Are there positions that the federal government wants to encourage well-qualified people to go into (types of jobs, in certain locations, serving certain populations, or a combination?)

Besides post-service loan forgiveness, are there other services (outplacement; recommendations, certification?) that service volunteers receive? Are loans deferred during the service period? What about interest on those loans?

3. Financial relationship

Who pays the stipend for service? Are there matching requirements?

Relationship to loan provider

Does the commission have to deal with the banks and other entities that hold the former student's loan? Can a student do the service after receiving loans from whatever source, or does the student have to decide early on that he or she is on the service volunteer track?

✓ Can a student pay off a loan with one year of service and serve a second year for \$5000 for grad school?

✓ Can graduate students, medical students, law students participate in the program? Can grad students pay off undergrad college loans by serving after grad school?

Possible service options

Does service have to occur directly after graduation? If opt for 2 years, does service have to be contiguous? Does it have to be in same agency, or can worker move? Does a service volunteer who serves one year have to do it in one place? Who decides what to do if there is a dispute or problem in placement? What happens if service volunteer is disabled and can't fulfill service obligation? What about liability? What happens if service volunteer quits or is let go before the end of a year? (what would qualify as a droppable offense? Is there partial credit or is it all-or-nothing?

✓ What happens if there are more students interested than there are slots? How are the service volunteers chosen? Lottery, need-based or other criteria: how determined?

Students fitting slots

Example: There is a need for a health worker on a reservation--is a candidate with a health background chosen over an English major? Does experience count? Do students apply for specific slots [how many applications can one student make?] or apply generally and then they are placed by agency using some kind of criteria? [This brings up a question of the bureaucracy: how does this work in Peace Corps and VISTA. How did it work in early Peace Corps? How much control of placements will reside at state or other levels?

What is priority--to work in hometown or home state--or no priority? What about a student who lives in one state and has gone to college in another?

Do we anticipate that this program will be seen as an elite cadre only the cream of the crop, like the image of the early Peace Corps.

What kind of negotiations will there be for placement? If a student does not want a placement that is offered, does he/she have other choices? Will there be some ability for students to negotiate their own placements and apply for the program: [example: a student has volunteered regularly in an elementary school during college and wants to continue full-time for a year of service. Can that count?]

What about students who have been volunteers on their campuses? Can they work full time on campus in service role (for example, coordinating volunteer programs, etc) and get loan forgiveness?

The program will need to have flexibility in placements to accommodate change over time, considering the types of students applying, etc.

Slots

If have specific slots, there may be problems, especially if each slot has a job description. Some placements are more desirable or will have more applicants. What do you do in that case?

Assignment to slots: Who makes the assignments? Can there be state allocations and have state do assigning? For example, the commission determines the state allocation by application of states--quality of placements, supervision, training, community involvement, demonstrated need, geographic distribution, etc. Or are there better ways?

Nature of Placements

Is the Administration more interested in projects (as in summer of service) or in individuals placements? Is it desirable to

have a mix? Should there be a critical mass of service volunteers in one place so they can meet, learn from each other, get training, reflection time, etc? This would have to be determined in application/certification process.

Can projects have mix of corps, part time volunteers, senior, and pre-and -post college service volunteers? Can they be put together from many sources? One advantage of projects versus individual placements is that it may be easier to produce measurable results, thus building continued support for the program.

Pre-College vs. Post-or-in-College

Are slots assigned for various levels, i.e., pre-college does certain work and post college does different work? (If the program was set up as projects, it may make it more easy to make placements that continue to have a diversity of participants)

What will be the mix be for pre-college (\$5000) and post-college (\$10,000)? Who/how determined? Does each college get a number of slots? Does each state? How do financial aid people determine who gets pre-college slot or post-college slot? What criteria is used?

Does a student have a choice to take pre-college or post college option? Are there a certain number or percentage of pre-college, interrupted in-college, and post college (for example, 20%, 10%, 70%)?

Do pre-college service volunteers have to be accepted in college before they get slot? Do they get automatic deferral of acceptance until after their service? If so, what happens if they change their minds about where they want to go? (It may be better to have general slots that students apply for, and then apply to college after service)

What education and training is allowable with the pre-college scholarships (barber college, etc, included?)?

College Work-Study

What is the relationship of the service volunteer program to college work-study or cooperative education?

Income Contingent Loans

What proportion of funding goes for income contingent loans? Which agency administers income contingent loans: Department of Education

Who is eligible for income contingent loans? How determine who receives, and/or what part of loan burden (i.e., if there are more students who want income contingent loans than the amount of

money to cover them, does an individual get only 1/3 of indebtedness covered by income contingent loan?)

Is income the only criteria for participation? There are many low paying jobs that aren't service per se...secretary, bricklayer, janitor, musician, poet, free lance editor, etc. Do they qualify?

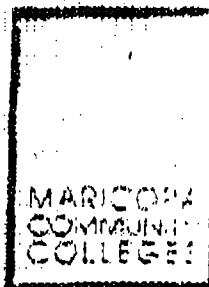
Does student get income contingent from the start? Is it part of the pre-college package, or is it negotiated once the student has graduated?

Can someone get income contingent loan if he or she has not graduated (One can assume a non-grad will have lower salary than one who has graduated)

Can graduate and professional students get income contingent loans? (Again, some jobs don't pay much, but may not be service per se (musician, poet, lazy person)

What happens if a person is unemployed? (We don't want to build in an incentive for people to go on unemployment)

non traditional aged college students



Board of Governors

Rev. C. Ammon
President
Maricopa Community
Colleges
Phoenix, Arizona

Paul A. Elsner
Chancellor

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Winslow

Maricopa Community
Colleges
Phoenix, Arizona

Maricopa Community
Colleges
Phoenix, Arizona

March 3, 1993

Ms. Nancy Rhodes
Acting Director
Campus Compact
Brown University
Box 1975
Providence, RI 02912

Dear Nancy,

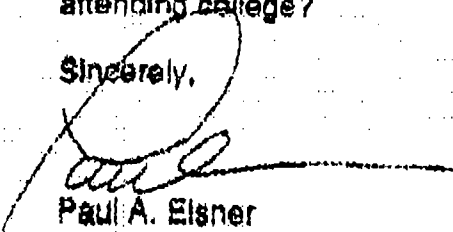
Thank you for the update on President Clinton's community service initiatives. I do want to indicate, however, that I believe the national community college community is going to absolutely "roar" if this thing is limited to 17 - 20 year olds. Do they not realize that the average age of community college students is 29 years old? Increasingly university students are moving up into the mid twenties and in some cases into the thirties in urban-based institutions.

The problem with the administration's concept of higher education is that it has only one model of experience. The traditional 18 - 22 year old student, who at a place like Arizona State University for example, is the smaller number of their 44,000 students. In fact, their freshman class is only made up of about 4,800 students in that age group.

At the Maricopa Community Colleges, a 98,000 student enrollment institution, less than nine percent of the student body is from the most recent high school graduating class and we still draw 44 percent of that market.

Has the administration looked at a state college, university or community college lately to find out what kinds of students are attending college?

Sincerely,


Paul A. Elsner
Chancellor

PAE:lh

*corrected this
but basic point
is still important*

THE WHITE HOUSE
WASHINGTON

Friday 2/12

Shirley:

These are recent
Comments / proposals re.
part-time during
college service. Ohio Wesleyan
suggests ~~a~~ models w. costs.

I tried pho~~o~~ing you
Thursday to ~~walk~~ see
or see Jackson, but
didn't catch you.

Susan

· O H I O · W E S L E Y A N ·

Ohio Wesleyan University
Delaware, Ohio 43015
Telephone 614-368-3000
Fax 614-368-3007

Office of the President

DATE 2/12/93

TELEFAX TO Ms. Susan Stroud
The Commission on National and Community Service

FAX NUMBER 202 - 456 - 6420

NUMBER OF PAGES (INCLUDING COVER PAGE) Eight (8)

FROM David L. Warren (by Cleo)

**IF YOU DO NOT RECEIVE ALL OF THIS TRANSMISSION, PLEASE CALL
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OFFICE, USE FAX NO. 614-368-3007.**

**IN CASE IT SHOULD BE NECESSARY, THIS EQUIPMENT HAS THE CAPA-
BILITY TO RECEIVE CONFIDENTIAL TRANSMISSIONS.**

Ms. Stroud,

This is a draft version of Rev. Powers' report which he has prepared in cooperation with Mr. Pat Browne of our staff. Technical revisions will follow.

Should you wish to contact Rev. Powers directly, his office phone number is 614/368-3082.

Thanks.

ca

February 11, 1993

TO: Susan Stroud
FROM: David Warren
RE: National Service Trust - Models for Student Compensation

The following thoughts are in keeping with the discussion and conclusions reached at the Higher Education and National Service meeting February 3, 1993. The various models assume a "during college" participant level of 100,000 students. However, each model can be easily adjusted to meet the actual number of available national service positions. Each model also assumes the following four premises.

1. CRITERIA FOR CERTIFICATION: Because there are limited National Service Trust positions available for currently enrolled college students, establishing appropriate criteria is necessary to determine both campus and student commitment and ability to participate.
2. CURRICULAR-BASE: College-level service-learning implies a rigorous co-curricular format including both conceptual reflection and practice, which makes it more than either work-study or academic study. Campus-based preparation and implementation would include collaborative structures of training, evaluating and certification between the service-learning staff, academic faculty and community agencies.
3. EQUITY: Participation determined by financial need should be avoided. Although we recommend borrowing some parts of the College Work-Study Program (Federal/institutional share and payroll procedures) for the delivery of the stipend component, we believe the use of financial need as a criteria for student participation is potentially divisive along socio-economic lines.
4. FINANCIAL PARTNERSHIP: Costs cited below for each model also reflect additional expenses of training and facilities. These operational costs (approximately \$1,000 per student per year) shall be born by the host campus. Models I and III include a 75% federal/25% campus-based partnership for the payment of stipends.

MODEL I - Stipend-for-Current-Service

Structure:

100,000 college student participants
\$5.50 per hour
10 hours per week
30 weeks per academic year (9 months)

Maximum per student per year: \$1,650

Maximum federal share (75%): \$123,750,000

Maximum host-campus share (25%): \$41,250,000

Host-campus

fixed and administrative costs: \$100,000,000

Implementation

Various delivery possibilities exist for the disbursement of the community service stipend. We have identified below two distinct approaches to facilitate the funding of both need-based and non-need-based participants.

1. Need based aid recipients would have the maximum stipend amount incorporated into their aid award, similar to the current packaging of College Work-Study. A bi-weekly payment would be made to students through the campus payroll system. Students not receiving need-based aid also would be paid through the same system.
2. Both need-based and on-need based participants would be paid their stipend through the campus payroll system. However, need-based students would not have the maximum stipend amount incorporated into their aid package.

Advantages

1. Bi-weekly cash support to meet on-going educational costs provides immediate and tangible incentives for all participants.
2. Assuming implementation approach 1 above, need-based aid participants would receive their stipend as a form of financial assistance. Therefore, their community service earnings would not be considered as income for financial aid eligibility for the following year.

3. Assuming implementation approach 2 above, need-based aid participants would not receive their stipend as a form of financial assistance. Therefore, it would not reduce their potential eligibility for other types of financial assistance during the current year.
3. Minimal implementation difficulties: as both processing and delivery of funds are similar to existing work-study program. (However, this should not limit student participation to only those who demonstrate financial need).
4. Some indication that many students are best able to stay in school and participate in community service if financial compensation is provided for service (e.g. FIPSE's community service program).
4. Both financial aid recipients and non-need students are able to benefit from this model.

Disadvantages

1. Does not meet basic campaign promise of college loan forgiveness for community service.
2. Tends to blur relationship between community service-learning and current College Work-Study Program.
3. May not be sufficient incentive to engage students in both curricular and operational components unique to community service-learning.
4. Current tax law requires that payments made to students based on the College Work-Study format be declared as income.
5. If not incorporated into aid package for need based recipients, stipend income may reduce potential eligibility for financial assistance for the next academic year.

MODEL II- Loan-Forgiveness-for-Service

Structure

100,000 college student participants
\$5.50 hour
10 hours per week
30 weeks per academic year (9 months)

Maximum per student per year: \$1,650

Maximum federal share (100%):	\$165 million
Host-campus fixed and administrative costs:	\$100 million

Implementation

The responsibility for tracking and reporting the accrual of loan-forgiveness benefits rests with the host institution. The service-learning staff, in collaboration with the financial aid staff, shall certify loan-forgiveness credits at the close of each academic period (semester, quarter, etc.). Benefits will be recorded for all participants. In those cases where participants do not currently have a federal student loan, an accrual record will be maintained to be applied against possible future student loan indebtedness. Maximum time for utilization of these accrued benefits is ten years from the date recorded.

Advantages

1. Connects with the basic campaign promise, but as a partial loan forgiveness.
2. As federal educational loans will be available for all students beginning July 1, 1993, this plan has the potential to provide equity.

Disadvantages

1. End-of-year partial student loan forgiveness may appear less tangible and, therefore, provide less incentive for student participation.
2. Does not provide additional income to student; only replaces deferred debt.

MODEL III - Combined Stipend and Loan-Forgiveness**Structure**

100,000 college student participants

\$5.50 per hour

10 hour per week

30 weeks per academic year (9 months)

Maximum each component: \$1,650 stipend
 \$1,650 loan-forgiveness

Maximum per student: \$3,300

Maximum federal share

(75% stipends, 100% loan forgiveness):

\$288,750,000

Maximum host-campus share

(25% stipends):

\$41,250,000

Host-campus

fixed and administrative costs:

\$100,000,000

Implementation: See Models I and II

Advantages:

1. Provides both bi-weekly cash support to meet on-going educational costs and future loan-forgiveness.
2. More fully connects with basic campaign promise by helping relieve partial current and future educational financial pressures.
3. Combining stipend and loan forgiveness provides strongest incentive for students to stay engaged in day-to-day operations of Community Service-Learning. It also allows for greater incentives for students to participate in both service and learning components which is typically beyond the scope of traditional campus employment.
4. The combined program of stipends and loan forgiveness may provide a stronger incentive for campuses to invest institutional resources as a partial match, similar to the current College Work-Study match.
5. This model combines the advantages of Models 1 and 2 while resolving many of their disadvantages.

Disadvantages:

1. Cost is double to either Model 1 or 2.
2. More administrative responsibility to process payroll and track/report individual student loan forgiveness records.

NATIONAL AND REGIONAL CENTERS**I. Four Regional Campus-based Centers:****A. Structure and budget**

Space and utilities: in-kind by host-campus

Federal cost:

Director/Associate/Assistant	\$105,000
Support staff	52,000
Benefits (33% of salaries)	51,975

TOTAL salaries/benefits	\$209,475
-------------------------	-----------

Administrative operations	25,000
Travel	20,000
Equipment	24,000

TOTAL FEDERAL COST	\$278,475
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At approximately 25,000 students per region,
this federal cost for regional centers represents
\$11.13 per student.

B. Basic roles

1. Training for host campus students, staff and agencies served.
2. Accreditation, supervision and evaluation for host campuses and agencies served.
3. Final conduit for payment to host campus of student stipends and loan-forgiveness allotments.

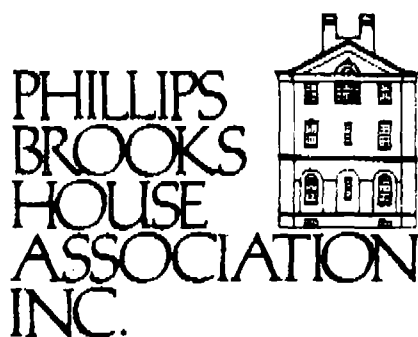
II. National Office

A. Structure and budget

1. In-kind: Assuming a Washington, D.C.-based operation, perhaps from the White House, in-kind costs from a campus host would not apply. Could be a section of the National Trust office within the White House, at considerably less cost.
2. Structure and budget: If independently structured and housed, a similar but slightly larger structure and budget would apply than for regional offices, for an approximate cost of \$500,000.

B. Basic roles

1. Establish and promulgate certification criteria for student, host campus and served agencies participation.
2. Interpret and promote creative models of service-learning.
3. Serve as final evaluator and liaison with Congress and Executive Branch.
4. Conduit for allocation of federal funds to regional centers for distribution to host campuses.



HARVARD UNIVERSITY

Cambridge, Mass. 02138/(617) 495-5526

MEMORANDUM

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Director of Grants
 Administration

To: Dr. Robert Coles
 From: Greg Johnson
 Re: National Community Service
 Date: January 7, 1993

As you know over the past almost quarter century Brooks House has been developing one of the most unique community service models in the country in its summer youth enrichment programs. Presently we stand at the high-water mark of such work with nine programs serving approximately 700 children, 70 teens, and 70 undergraduates at a cost of some three-quarters of a million dollars. (Another way to state this, of course, is that we annually assemble all of this organization, money, and resource in order to bring it into the surrounding community.)

These statistics are even more impressive when we understand that summer operation is but an intensive base for expanded term-time programming--tutoring, mentoring, and group work--in which hundreds of additional undergraduates participate. If we multiply this over the twenty-five years or so of its existence we can see how tens of thousands of undergraduates and community youth have been touched. In addition, during the last two or three years Brooks House graduates have been replicating this very precise town/gown programming model in Providence, New Haven, Washington D.C., and Atlanta; with possibilities next year for Philadelphia and Berkeley, California.

It is important to understand the precise nature of the programming model involved here, for while even Brooks House features many variations on its own theme, certain aspects remain crucial to the viability of this work now and over time. Basically, the critical component involves undergraduates living in the communities they serve both as a logistical feature and as an unparalleled opportunity for relationships of empathy and mutual understanding to develop between the undergraduates and their hosts. Groups

usually from seven to thirteen years of age; the junior counselors are teenagers. Groups are formed with respect to age and may or may not include both boys and girls. Programming operates at least five days per week for eight weeks. It involves basic academic skill instruction, cultural enrichment, and recreational activity. It also generally incorporates free breakfast and lunch programs as well as extensive camping and/or travelling up and down the eastern seaboard. The same children are offered continued tutoring, mentoring, and/or group activity during the term-time and then priority for re-enrollment the following summer.

Generally the infrastructure of the program will consist of an undergraduate director's collecting money and resource; hiring a staff; planning logistical support; and offering a week of pre-operational staff training. The undergraduate director is supported by Brooks House professional programmatic and development staff.

Expenses for each program include funding senior counselors at about \$2500; junior counselors at \$1500; perhaps paying rent or obtaining in-kind donations of residential and classroom space; as well as affording transportation, activity, equipment, and admissions costs. Federal government funds cover much of the salary expense in the form of college work-study money as well as through municipal summer jobs programs.

To comment upon the model in more human terms, it allows for very personal interaction among the undergraduate, the junior counselor, and the children over a sustained period of time--even years. It also demands a maximum of community input from the living situation itself when not from more formalized mechanisms such as parental visits and community advisory boards. The model's strength includes matching the idealism and exuberance of largely self-empowered college undergraduates with that of the children and community teens. The model's inherent weakness involves the inexperience of undergraduates in dealing with the enormous pressures of soliciting and maintaining a multiplicity of funding and support sources even while attempting to be full-time students. It also involves their inexperience in hiring, managing, and in supervising personnel, many of whom are their peers; their engaging unfamiliar community relations and situations; and their unfamiliarity with human service programming and teaching in general. Added to this, of course, is a fairly steady turnover in leadership and staff positions.

In spite of all of this, however, the track record of these programs in terms of quality, safety, and accomplishment remains incredibly impressive over many years of operation, often in most daunting sociological

contexts. In fact, human service programming of similarly effective scope is difficult to find or even to imagine outside of the higher-educational context--even without regard to non-service-delivery experiential education components.

I have described this particular model of undergraduate human service in order to emphasize one of its most comprehensive manifestations. Of course today at Brooks House alone we find a total of 75 different programs annually involving more than 1500 undergraduates. Some of these efforts offer summer intensifications, some operate in vacations, some are voluntary, some are paid, some are structured from their Brooks House base, and some place undergraduates with outside agencies. Program areas involve work in prisons, hospitals, shelters, schools and parallel advocacy activity. Over the years Brooks House has founded the first de-institutionalized community based mental health facility in the state, has pioneered transitional housing arrangements, and has launched the highly successful "Worldteach" program.

Again, this scope of accomplishment and activity is impressive and, again, it could not be obtained and sustained outside of its higher-educational context. And although our century-old Brooks House likes to think of itself as a leader in this type effort, indeed there are similar undergraduate public service institutes across the land. Columbia University Public Service, Dwight Hall at Yale, the Hass Center at Stanford, Stiles Hall at Berkeley, and the Swearer Center for Public Service at Brown all rival Brooks House in possibility and mission. Indeed the national Campus Compact organization has organized and catalogued virtually thousands of such efforts housed in community colleges, state, and private institutions across the land.

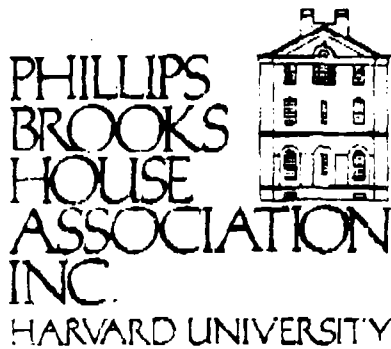
It is for this reason then that I find myself a bit

It is for this reason then that I find myself a bit disappointed by the current debate surrounding plans for national community service which seems to promise to link undergraduate financial aid, or at least some sort of loan forgiveness, to the performance of such service--without incorporating a possibility that it be performed within the context of undergraduate matriculation. To date (as I am informed by Chuck Supple of The Points of Light Foundation), most of the discussion has centered around setting up national systems from scratch (perhaps patterned after City Year) which would offer the requisite service opportunity either directly before or directly after the higher educational experience. It seems that complementary consideration is not being given to enlisting the thousands of already existing higher-educational public service infrastructures in qualifying students for financial relief. Obviously such qualifying service might be

performed even as it is now--during summers, vacations, part-time during the term, or by taking a year off. Moreover, such service might be underwritten by the billions of dollars of university resources presently backing college public-service systems without considerable additional expense. One might even imagine the federal work-study program being further defined to support more of this activity--again without additional government expense.

What I propose seems so obvious that one wonders if such a policy option indeed hasn't been considered or if in fact there is some sort of active resistance to it. Are certain interest groups more invested in building new, parallel, and exclusive structures to accomplish the task at hand than in giving credence to some of our already thriving operations? Are universities reticent to further extend the infrastructural support such development will inevitably entail? Is there some protective inclination operating to preclude work-study funds from being used in the public service as opposed to in free labor for the institutions of higher education themselves? (Recently, Senator Wofford has tried to mandate such public service use but was only able to achieve a 5% mandate--a figure much lower than that contained in the original work-study legislation.)

Needless to say, if you might know how to cast light on some of these questions, I would be most appreciative. Brooks House, along with its many counterparts nationwide, are most eager to make this exciting period in our national approach to community service of the highest quality possible, of the most genuine success.



Cambridge, Mass. 02138 (617) 495-5526

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Higher Education, The Private Sector, and National Community Service

Long overdue and welcome, the debate is raging regarding national service. An awesome and necessary enterprise, if we are not to finance it properly, ground it in the communities to be served, and provide it thorough infrastructural support, we shall certainly lose an historic opportunity.

Much of the present national service conversation involves coupling it with post-secondary educational opportunity, in line with President Clinton's belief that we ought contribute in return for what we get in this world. This is a potentially fortuitous situation if we approach it with a sense of the enormous resource necessary to conduct a useful national service and then dare imagine a system maximizing the synergistic possibility of co-operation among institutes of higher learning, business, government, and local communities.

Most of the administrative infrastructure for such a system already exists and is paid for. Unfortunately, as of now, it is working in all different directions. Thousands of colleges and universities have developed public service institutions to train and maintain undergraduates in projects which have long track-records of community input and respect. Business led partnerships and private industry councils put large amounts of money into youth employment, training, and scholarship programs. The federal government makes available 21 billion dollars per year to young people in order to enable their undergraduate matriculation. As well, the Job Training Partnership Act, the Peace Corps, VISTA, summer youth employment monies, and

a host of new national service funds are underwritten by government without being co-ordinated into an overall national service.

For nearly one hundred years now, undergraduates have engaged complex community service projects at Harvard College through the Phillips Brooks House Association. PBHA, as is well known, provided the training ground for individuals as diverse as F.D.R., Roger Baldwin, and David Souter. In addition, it has operated creative human service models which served as inspiration in the founding of the Peace Corps as well as of Boston's City Year Program. Some of its innovations have included establishing the first de-institutionalized community based mental health residential facility in Massachusetts (Welman House); the first local transitional housing for homeless individuals (Family House); and the now internationally renowned Worldteach Program. Presently, Brooks House accommodates the public service activity of over 1500 undergraduates in 75 different programs sustained by a several million dollar budget.

To illustrate the impact of one of PBHA's most successful program models, one need look no further than Cambridge and Greater Boston where PBHA has been successfully operating comprehensive mentoring and tutoring efforts in public housing and in financially needy urban communities for over twenty-five years. Indeed many of the children from the early days of these programs have subsequently become successful adults who now advise and inspire many of the present day operations.

These particular models are excellent examples of the possibility inherent in university, private sector (business and foundation), government, and community partnership. Presently the most successful of them are constructed around intense summertime efforts in which undergraduates are invited to live in the neighborhoods--most often in public housing--where they serve. During 1992 Brooks House operated nine such programs, serving approximately 700 children, 70 teens, and 70 undergraduates which contributed over three-quarters of a million dollars of in-kind and cash contribution to its host communities.

These statistics are even more impressive when we consider that summer operation is but an intensive base for expanded term-time programming--tutoring, mentoring, and group work--in which hundreds of additional undergraduates participate. If we multiply this over the twenty-five years or so of its existence we can see how tens of thousands of undergraduates and community youth have been touched. In addition, during the last several years Brooks House graduates have been replicating this town/gown

programming model in Providence, New Haven, Washington D.C., and Atlanta; with possibilities next year for Philadelphia and Berkeley.

It is important to consider the comprehensive possibility involved here. Basically, the critical component involves undergraduates living in the communities they serve both as a logistical feature and as an unparalleled opportunity for relationships of empathy and mutual understanding to develop between the undergraduates and their community partners. Groups of approximately eight children apiece are formed, each with its own undergraduate senior counselor and community-resident junior counselor. The children are usually from seven to thirteen years of age; the junior counselors are teenagers. Groups are formed with respect to age and may or may not include both boys and girls. Programming operates at least five days per week for eight weeks. It involves basic academic skill instruction, cultural enrichment, and recreational activity. It also generally incorporates free breakfast and lunch programs as well as extensive camping and/or travelling up and down the eastern seaboard. The same children are offered continued tutoring, mentoring, and/or group activity during the term-time and then priority for re-enrollment the following summer.

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To comment upon the model in more human terms, it allows for very personal interaction among the undergraduate, the junior counselor, and the children over a sustained period of time--even years. It also demands a maximum of community input from the living situation itself when not from more formalized mechanisms such as parental visits and community advisory boards. The model's strength includes matching the idealism and exuberance of largely self-empowered college undergraduates with that of the children and community teens.

The track record of these programs in terms of quality, safety, and accomplishment remains incredibly impressive over many years of operation, often in most daunting sociological contexts. In fact, human service programming of similarly effective scope is difficult to find or even to imagine outside of the higher-educational context.

This and similar type programming is currently being performed across the nation within the context of colleges and universities. Such programming has been grounded in host communities over time and is underwritten by higher educational institutions by means of curricular offering, faculty advice, professional public service staff, insurance, and resource support, as well as by access to many private funding possibilities inaccessible to the general public. In addition, this programming includes people of all classes and ethnicities--within and without the colleges and universities--working side-by-side. It offers context for community youth to be placed in substantive and fulfilling work as opposed to in make-shift and menial jobs. And it effectively combines philanthropic, business, and government resource within its university base to provide a profoundly beneficial and extensive experience to all involved.

One of the most directly supportive business partnerships involved in this work is the Stride Rite Foundation's Community Service Program at Harvard. This program contributes approximately a quarter-of-a-million dollars per year to underwrite undergraduate participation in public service. Besides the administrative and professional support afforded by this program, each year it extends \$40,000 worth of federal work-study matching money to 40 undergraduates who are engaged in public service. This, in turn, releases an additional \$160,000 to those undergraduates in the form of public service wages. In addition, each participating undergraduate is supported directly by \$1500 worth of annual scholarship. Other components of the Stride Rite Program involve two \$3500 public service recognition prizes and five \$15,000 post-graduate public service fellowships. Thus such corporate support, offered within the university public service context, and wedded to the federal work-study program, can often enable five full intensive years of an undergraduate's service to a local community in an experiential education situation rivalling that of our finest schools of social work.

On a national level institutions such as Harvard's Brooks House are plentiful. Community Impact at Columbia, Dwight Hall at Yale, the Hays Center at Stanford, Stiles Hall at Berkeley, and the Swearer Center at Brown all administer similar service programs. The national Campus

Compact and COOL organizations provide information exchange for thousands of additional public service centers operated within all sorts of community, public, and private institutes of higher education. Thus it would take but a political re-direction of current resources to empower such operations to become a significant national service.

If the underlying concept is to link national service with undergraduate financial aid, surely it would be folly not to take advantage of such standing operations in order to enable students to become deserving of such aid by performing public service within as well as before and/or after the undergraduate experience. It would but require the requisite political will as opposed to much extra cash to re-define criteria for presently allotted financial aid in terms of public service. Federal work-study money (\$791 million), Pell Grants (\$5.2 billion), Student Educational Opportunity Grants (\$415 million), State Student Incentive Grant Programs (\$63 million), the Guaranteed Student Loan Program (\$13.7 billion), Perkins Loans (\$824 million), etc. could all be linked in various manners with undergraduate public service. Perhaps the \$300 million of the VISTA and Peace Corps operations could be incorporated into the equation as well. In so doing, the synergy of the higher educational context in terms of staffing, space, insurance, intellectual backing, and years of experienced systems could be well advantaged. Surely our institutes of higher education could not help but be excited in making their contribution to the national and urban need in this way--especially when this is viewed within the context of their very educational mission.

In terms of the national business community, the Business for Social Responsibility organization is presently looking for ways to be most effective. These corporations are motivated by a sense of civic purpose which they have learned to adopt into their corporate cultures over time. Perhaps relevant corporate education in this regard as well as matching funds and/or a system of tax credits might help additional corporations develop similarly participatory attitudes. The obvious interface between board members and institutes of higher education can often provide a trusting context in which such advances might occur.

In any case, the possibilities of fostering further co-operation between universities' alumni funding sources, foundations, business led partnerships, private industry councils, and government employment and training programs (more than \$1 billion is currently mandated for youth programs) are quite readily apparent.

Co-operation, co-ordination, and the synergy implicit in combining and directing existing resources are the key to any meaningful national service. Surely the thousands of institutions of higher education which are tax supported, government-contract supported, and tax-exempt because they exist in the public service, will be more than anxious to further extend themselves in directions which, for educational purposes, they are already headed. Surely they will respond to the call of our nation in providing the context in which federal, business, and local communities might most logically come together in service. Especially service linked to undergraduate financial aid as a quid pro quo.

In placing national service possibility within an undergraduate context we will create an effective community-based service which will be able to avoid the pitfalls of caste in blending people of all class and ethnic backgrounds--from within the institutes and without--in common programming. In so doing, we will be able to afford a truly significant national service.

If we are not able to achieve incorporation of such systems and funding bases within the national service--if we are required to build an entirely separate and parallel system from scratch--we will obviously create a much more expensive, less credible, and potentially less effective operation.

The choice is ours.



the old's, intergenerational
not just post college

COLLEGE-UNIVERSITY RESOURCE INSTITUTE, INC.
1001 CONNECTICUT AVE., N.W. • SUITE 901 • WASHINGTON, D.C. 20036 • (202) 659-2104

TO: Colin Greer (for Mrs. Clinton's Staff)
FROM: Mark Gelber, President, College University-Resource Institute *UG*
RE: National Service Trust Fund
DATE: February 1, 1993

Please consider these thoughts concerning President Clinton's National Service Trust Fund and its relationship to education and training. Such a program is, without question, a chance to do something really significant not only about instilling the concept of service for all Americans but also in improving education.

I have organized my thoughts into three areas:

1. CONTAINING THE COST OF EDUCATION
2. GENERATING FUNDS TO PAY FOR NATIONAL SERVICE
3. PROGRAMMATIC SUGGESTIONS ABOUT NATIONAL SERVICE

1. CONTAINING THE COST OF EDUCATION

WHY IS TUITION SO HIGH?

Before we can even estimate the cost of the program and the sources of the funds needed to support it, we must deal with a more basic issue: the spiraling cost of attending college, both public and private.

Since 1980 (see accompanying chart) the cost of attending college has increased faster than anything else in our society except for the cost of health care. And while physicians' incomes have risen out of proportion to incomes of any other professional group during this period, faculty salaries have not. In fact, the cost of paying teachers, a sum which accounts for about 50% of a typical college budget, has just grown with inflation, that is, kept pace with the Consumer Price Index (CPI) which is the most accepted measure of annual inflation.

But even though faculty salaries have not increased dramatically, the number of people on the college payroll has increased as educational institutions provide more non-essential services, spend more on marketing and public relations, and enhance physical plants in an effort to be more competitive in a shrinking marketplace. Preliminary studies which our research organization completed under sponsorship of the Fund for the Improvement of Postsecondary Education demonstrated how colleges and universities could contain costs without impairing the quality of their educational services.

Consider this: in 1980, a college professor earning \$20,000 a year, could buy a modestly priced car for \$10,000 and send his/her child to a good private school for an annual fee of \$10,000. (Loans would, of course, be necessary as well as, probably, a second income.) In 2000, if the same pattern continues, that same professor would be earning \$65,000. The car would cost \$17,000 but the annual college tuition would be a staggering \$67,500!

Why? Because the salary and the car will have increased at the same rate as the CPI; but the tuition has increased, and will continue to increase, at approximately double or even triple the rate of inflation. The result: more and more parents and students go into serious debt to finance an education; federal and state financial aid budgets grow too fast; many students give up and stay away from college altogether. In light of the Clinton initiative of performing national service for education, if tuition continues to rise faster than the CPI, the proposed program, no matter what its shape, will not be affordable.

WHAT CAN BE DONE TO CONTAIN TUITION INCREASES?

There are proven solutions to this problem, some voluntary, some which could be inspired by the federal government. Colleges and universities could voluntarily agree that their fees will not increase in any year at a rate greater than the CPI, but this is unlikely. If colleges and universities became more adept at controlling their costs, they might be convinced that they could afford to offer a quality product in a competitive world and still remain within tolerable fee increases. The Fund for the Improvement of Postsecondary Education (FIPSE) has demonstrated how this might be accomplished by sponsoring research into the economic process known as "unbundling," and is currently considering refunding the implementation process at twelve pilot institutions in various parts of the country. This project will be carried out by the College-University Resource Institute (CURI).

CURI began to do research on college costs in 1968. The initial question was: why does college tuition rise faster than the CPI and faster than the Higher Education Price Index (HEPI)? If we could answer this question we could then make recommendations which would allow colleges and universities to continue to offer a quality education at more affordable prices without incurring operating deficits.

CURI developed an hypothesis which argued that tuition increased rapidly because it paid for an increasing number of programs and services that were, in many cases, only marginally related to education yet were included, or "bundled" into the tuition package. If these services and programs could be "unbundled", that is, financed in alternative ways, or eliminated if the faculty and student demand for them was marginal, we theorized that it might prove possible for colleges and universities to increase tuition less severely and, in some cases, even reduce it.

Our findings supported our hypothesis. We found that many schools had more programs and thus more administrators than they needed and that there were many alternative ways to fund marginal programs. Most importantly, we developed ways for institutions to analyze and understand their costs in ways that fostered collegiality and avoided the rancor which so frequently accompanies "cost-cutting." Unbundling, if energetically pursued, could reduce tuition fees in every institution in the United States.

Unbundling is not a new concept to higher education. Room and board, for instance, have never been bundled with tuition because some students don't live on campus and it would be absurd to charge them for services they neither wanted nor needed. Parking, on the other hand, is sometimes unbundled in the case where students who have cars pay a fee to offset the cost of extra security guards, parking gates, parking lots, etc., and students who have no cars are exempt from

this fee. Thus the cost of having cars on campus is borne by those who have cars and the tuition dollar has one less service to support. On other campuses, there is no fee for parking so its related costs are bundled in with tuition and all students share the cost whether they have a car or not.

Unbundling does not necessarily mean doing away with a service or program. Health care, for example, can be provided by the institution at considerable direct (salaries) and indirect (space, insurance, security) cost or it can be provided in association with a local hospital or clinic. In the former case, every student, regardless of a need or desire to use the college's health care service, helps to pay the bill through tuition payments. In the latter example, only students who use the service pay for it, a scenario much more like the real world.

If unbundling peripheral costs could mitigate against large annual tuition increases, the total cost of going to college would diminish thus placing a smaller burden, ultimately, on the National Service program.

There are other ways in addition to unbundling to encourage institutions of higher learning to cut costs.

* The federal government could institute a reward program whereby institutions whose fees did not outpace inflation could receive special consideration when they apply for grants from such agencies as the National Endowment for the Humanities, the National Science Foundation, the National Endowment for the Arts, etc. much the way state and government contracts give preference to firms owned by women and minorities. This program could be based on a simple point system which would, in effect, fail to reward institutions whose costs were out of control. State governments could institute similar programs.

* Financial aid could also be indexed to cost control. New York State, for example, will spend \$36 million next year in aid to private schools alone. About 82,000 of the 141,000 full time students in the state's private college receive this aid, their award based on a combination of family income and tuition costs at the school they attend. If a bonus award were made to students whose institutions "held the line" on tuition there would be no immediate increase in state aid (it would be distributed differently) but there would be long term savings as pressure were placed on colleges to solve their fiscal problems in ways other than raising fees.

* Granting college credit for knowledge gained through experience has become an accepted part of the American higher education community. There are proven mechanisms whereby a student who has knowledge relevant to his/her course of study can demonstrate that knowledge and receive credit toward a degree. In such cases, the college or university serves not as the provider of knowledge, but rather as the certifier. Such programs are cost effective for colleges and greatly beneficial for students, especially more mature students who have, in many instances, gained considerable knowledge through their experiences. If National Service accommodated this concept, the cost of a degree would go down, because NS students would have smaller tuition bills to pay. Later in this memorandum I give an example of two students, one who earns credit for her experience in NS and one who does not. The differential cost is significant.

2. PAYING FOR NATIONAL SERVICE

Let me move on to the issue that must be addressed even if cost containment measures are successful: paying for National Service. Here are some suggestions which might provide funds to support this effort. How much financial support will be provided in a 6 trillion dollar

economy depends on the policies which ultimately define the program. If it is a small program, it will have minimal impact on service or on education. But if National Service is viewed as a major departure in the relationship of citizens and their country, NS could produce major change. In any case, the focus of what follows centers on current methods of paying for education with some new ideas on revenue production.

Re-allocation of existing financial aid

* all funds now allocated for financial aid could be diverted to National Service providing Americans of all ages were engaged in the program (see Program Assumptions below);

Overhead on grants and contracts for NS

* the Federal government could require that 1% of all overhead paid to educational institutions by federal agencies be earmarked as financial aid for National Service students; the government could also request that foundations which pay overhead on grants require similar action;

Public/Private Endowment for National Service Providers

* establish an endowment whereby private foundations and the federal government create a significant pool of funds which will make direct grants to agencies which provide NS opportunities for Americans. The fund would reimburse community agencies for real costs incurred in training and overseeing NS participants and would serve as an incentive to create meaningful service opportunities. It would also encourage NS participants to work within their communities. The fund could be created by a multiple foundation venture including the largest foundations, community foundations and medium and small foundations wishing to assist in the NS program. For instance:

10 of the largest foundations each make annual grants or program related investments of \$10,000,000 (\$100,000,000); in this group might be Ford Foundation, J. Paul Getty Trust, John T. and Catherine T. Mac Arthur Foundation, W. K. Kellogg Foundation, Robert Wood Johnson Foundation, Pew Memorial Trust, Rockefeller Foundation, Andrew W. Mellon Foundation, and the Lilly Endowment. (Net worth, 1992 in excess of \$20 billion)

20 foundations each make similar grants of \$5,000,000 (\$100,000,000); in this group might be Kresge, Charles Stewart Mott, Duke, McKnight, Carnegie, W. M. Keck, William and Flora Hewlitt, Richard King Mellon, Gannett, Alfred P. Sloan, J. E. and L. E. Mabee, Meadows, James Irvine, Samuel Roberts Nobel, Edna McConnell Clark, Moody, Bush, Starr, Kaiser, Surdna and others.

60 foundations each make grants of \$1,000,000; (\$30,000,000). There are numerous sources.

To put this number into perspective, the federal government now spends about \$40 million on the VISTA program which does have a significant impact on the quality of life in this country. If the foundations of the United States collectively viewed NS as a priority, their impact could be greater.

Banks and other financial institutions

Banks and credit card lenders might also be brought into the picture. The goal of the national services should be twofold: 1) to instill a sense of service in the entire American population and 2) provide for our society more trained and educated individuals so that we become a more competitive, more caring, healthier and more compassionate culture. Every American and every business should embrace these goals.

* Banks could be the mechanism for making tuition loans to students who had engaged in national service. The principle on the loan need not be paid for ten or fifteen years dependent on the number of hours spent by the individual in national service. If sufficient hours were dedicated to service, the principle might be completely forgiven.

Interest payments could begin after graduation or completion of a certified program and would be subsidized by the lending bank and the federal government. So, for instance, if a person engaged in X hours of national service prior to enrolling in college, and then had to borrow \$60,000 to attend college, the repayment would be shared by the bank and the government thus replenishing the loan fund. The federal government, through its relationship with the banking community, could ensure that interest rates were competitively low and viewed by NS participants as attractive. The corporate philanthropic community has had considerable experience in this area and could make a vital contribution to NS.

* The major credit lenders might also be invited to play a role in national service. Competing credit banks (American Express, Discover, major Visa and Mastercard institutions) could offer annuities to card holders who participate in the NS. A certain percentage of all charges to the card would automatically be invested in an account to be used to pay for training and education. For example, for every dollar charged to a credit card, the lender would deposit a specific amount into the card holder's annuity or some other financial mechanism. These funds would earn interest according to a formula based on service and could be used for educational costs. Funds so accumulated might serve as a guaranteed tuition plan.

Florida and a dozen other states have instituted such plans. Parents (or other interested parties) pay a monthly fee into a pooled account for each child. With the cooperation of the state university system, students are guaranteed that their college education will be paid for with the funds accumulated in their name. Credit lenders, through a similar program, could assist in building individual accounts.

The National Service first-class postage stamp

* Another way for the federal government to raise funds to pay for NS would be through the issuance of a special first-class postage stamp which would always sell for a one cent more than a regular first-class stamp. Purchase of this national service stamp would be a voluntary act on the part of millions of Americans and businesses who might support the concept of national service but, for one reason or another, be unable to participate in the program directly. This group might include those who, because of age, occupation, family responsibilities or other personal reasons, might be unable to either give service or provide a service opportunity.

The stamp would change every three months, each version depicting a person or people engaged in National Service -- young, elderly, painting a subway platform, working in a hospital, planting a garden in an urban lot, etc. This constant renewal of the NS stamp would serve as excellent public relations for the program and generate interest in purchasing and using the stamp as well as in collecting it. We are currently doing research on the financial implications of this approach to funding National Service and we will be able to make probable income projections in the near future.

Suppose, for example, that in November and December of each year, pre-Christmas sales of first-class stamps must account for many millions of dollars. Suppose that 20 million people purchase a sheet of stamps that would now sell for \$29.00 (100 29 cent stamps) but in the service version would sell for \$30.00 or 30 cents a stamp. Although this activity would raise \$20 million in a few weeks, the national service stamps would be on sale all year. If corporations, utility companies, and other major mailers such as American Express, the fuel companies, Visa and Mastercard could be convinced by the federal government to use the service stamp on a voluntary basis only once a year and, in so doing, provide significant funds for NS.

Further, if major corporations did indeed back NS, their participation could provide significant and positive public relations for the program thus inspiring others citizens to support it as well, through use of the stamps and by providing service opportunities. Public service advertisements in major magazines, on TV and radio and in public utility invoices (corresponding to their use of the stamp or, in the case of metered mail, in the postmark, would reinforce the concept that every aspect of corporate America supports NS because NS is in the country's best interest.

3. PROGRAMMATIC SUGGESTIONS ABOUT NATIONAL SERVICE

Introduction

National Service differs from volunteerism in that those performing the service can receive pay for their work even though participation in the program will be voluntary, just as service in the military is voluntary but paid.

National Service could be small program with little impact or it could bring about major changes, especially in the way that young people perceive their role in society. Most importantly, NS could be a way to make education affordable, make educational institutions accountable, broaden the student's scope of learning and enrich society by making good use of an individual's skills and energy where it is most needed.

President Clinton, like many of his predecessors, notably John F. Kennedy, has called for national sacrifice to make the country strong. The funding of the NS program should be based on shared giving (school, banks, credit card institutions, non-participants, and recipients of NS assistance) in the short term with shared strength in the long term. To paraphrase President Clinton, we can fix what is wrong with America by using what is right with America. A "service for education" program can do this.

Some Suggestions

* individuals should be able to participate in the NS from age 16 to as long as they are fit, thus providing parents, grandparents and even great-grandparents with the option to engage in national service and, at the same time, help the younger members of their family to get an education and providing young people with real skills as well as a sense of giving to the public good. *integen.1*

Reflecting one of the wonderful aspects of American higher education, its diversity, students have long been creative about paying their fees. Many (60%) work while attending college, and a few even have the opportunity to attend colleges where they can contribute through their own industry to the operation of the college, thus lowering its operating costs ~

and tuition -- through required service. These students also gain new skills. Many students spread out the traditional four year program over five or six or more and earn money as they go. Some begin college in less expensive public institutions and then transfer to more expensive, more prestigious private colleges thus lowering the ultimate cost of the education. Recently, some families have been pre-paying tuition fees with a monthly fee initiated at the time of the child's birth. These fees are invested in a fund which guarantees that there will be money to pay for the child's tuition.

* providing only for college graduates to engage in a few years of national service after graduation as a way to pay off their loans is an easy program to administer but it is a limited concept in that:

- 1) it limits opportunities for NS to a small segment of the population;
- 2) NS would be more beneficial for students before or during college than after graduation improving their own learning experience as well as the general learning atmosphere of the institution. Many innovative educational programs have indicated a real benefit from having older and more mature students in the classroom;
- 3) the ability to earn credits for knowledge gained through experience -- a financial and pedagogical boon to the student -- would be lost;
- 4) college graduates who choose NS at that stage in their lives may not be contributing to society as well as they might nor would they be contributing to the tax base, a factor which would add an additional increase to the cost of NS;
- 5) by inviting the older population to engage in NS thus assisting younger people, we would be dispelling the notion that young people are paying to support the older people in our society; we would be introducing, instead, a reciprocal relationship which would create a new sense of community, one especially important in a culture which will have more and more productive older people;

* hours given in service should be logged in a national computer bank and could be used, or given to someone else to use, to pay for education or career training;

* an hour of service should carry a specific monetary value regardless of the nature of the service.

In order to plan the NS program for its maximal impact on society we need to do research in the following areas:

* NS will increase the number of students and older adults who attend college and training programs? Where will they be and what programs will the need and want?

* aid to such students, based on the service credits they have earned, will replace, to some extent, their need for traditional financial aid. This is a very important fiscal issue and we must make predictions about its impact on the projected cost of NS.

Consider this example: two students (Mary and John - both 18 years old) from families of very limited resources are accepted at Central College where the cost of attending for four years will be \$50,000.

Mary started to participate in NS when she was very young and continues to this day. In the five years she worked as an assistant in a day care center, as a nurse's aid, as a reader to the blind, as a response person in the city's teenage hot line program, etc. she put in about 10 hours a week or 40 hours a month (40 hours x 60 months = 2400 hours indexed at the current minimum wage of \$4.00 an hour resulting in education credits of \$9,600. In addition, her grandparents, knowing that they wanted to help pay for Mary's education in some way, logged another 2000 hours resulting in \$8,000 worth of NS education credits. Mary now has available to her from NS \$17,600 as she begins college. Her jobs sometimes paid, sometimes not, resulted in another \$4,000 saved so Mary now has \$21,600 for college.

But more importantly, all NS participants are eligible (at participating colleges) to receive credits for knowledge gained through experiences in National Service (a hidden positive cost factor in this scenario). Because mechanisms now exists at hundreds of colleges and universities for awarding valid college credit for knowledge gained through work and life experience, this aspect of the program could be implemented immediately.

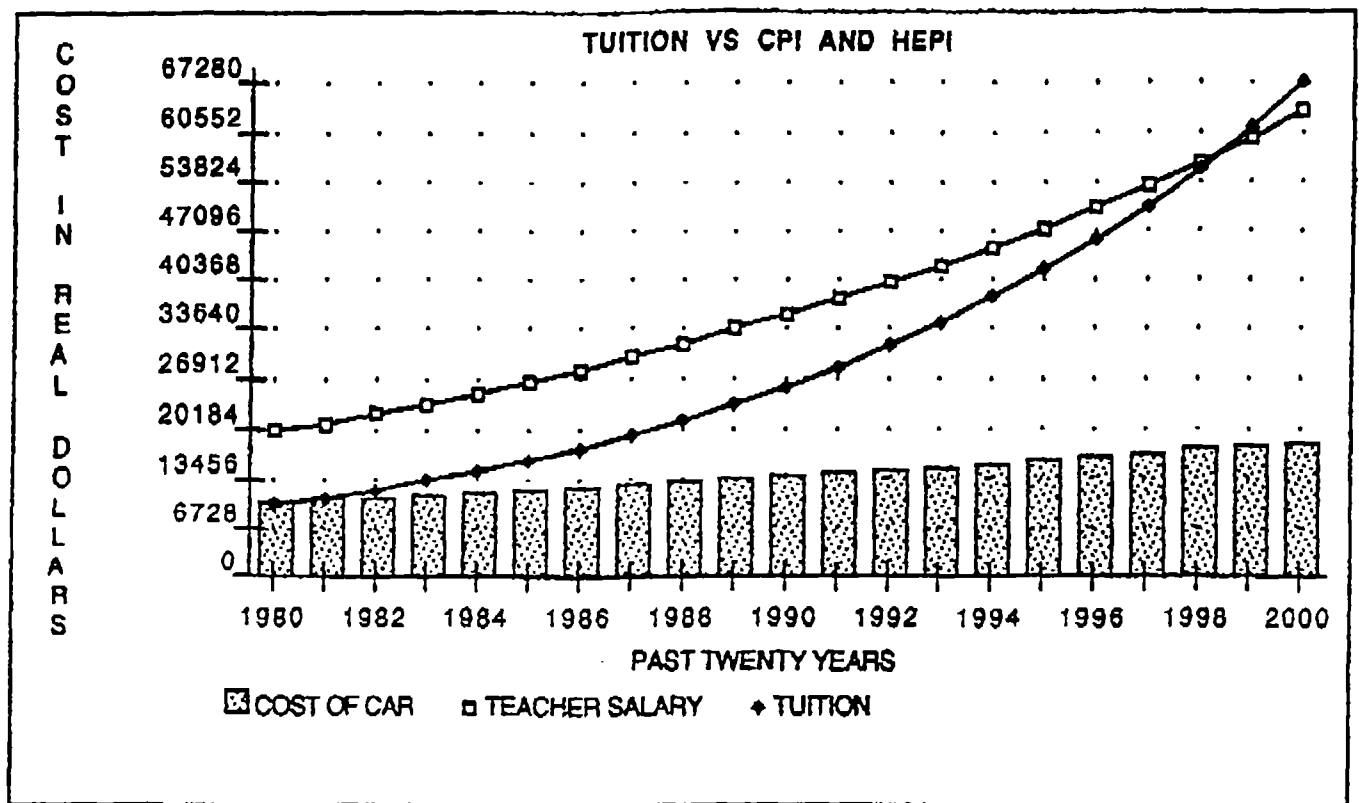
Mary wants to be a nurse so she presents to the college's NS officer a detailed account of what she did in day care, working with the elderly, reading to the blind, etc. and is awarded 15 credits toward the 120 she needs in order to graduate, a savings to her of another \$6,250 (a 12.5% reduction in the \$50,000 cost of four years at the college.)

Mary now needs the following: \$50,000 less \$21,600 she has through NS plus her savings less the \$6,250 she has earned through credit for knowledge gained through experience for a total of \$22,150.

John did not choose to participate in NS. That's too bad, because traditional forms of financial aid have almost disappeared and he will have to borrow heavily to come up the \$50,000 over four years. If he does borrow, even at the subsidized interest rate, his education will cost him as much as \$65,000. And John will receive no credits for life experience either. So there is, in this scenario, a strong reason to participate in the NS.

National Service will be a powerful force if it allows all Americans an opportunity to participate by giving service, providing for meaningful service opportunities and by providing financial support.

I appreciate your consideration of these comments.



non-profit involvement
churches
non-traditional students
using already existing infrastructure

CALIFORNIA STATE UNIVERSITY, LOS ANGELES

5151 STATE UNIVERSITY DRIVE, LOS ANGELES, CA 90032-8500



OFFICE OF THE PRESIDENT
(213) 343-3030

March 23, 1993

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

Dear Mr. Segal:

Thank you for the opportunity to share some of my thoughts on the President's new National Service Proposal. As one of the founding members of California's Campus Compact, California State University, Los Angeles fully supports the spirit of the President's new National Service Proposal and applauds the national leadership now being given to involving this nation's youth and young adults in public and community service efforts.

It is with this general spirit of support that I would like to share the following observations.

First, with regard to "Types of Placements," it is my hope that as the new National Service Program evolves we look very carefully at including America's many traditional non-profit service organizations within the universe of placements that are being defined. While I firmly support the need for new service initiatives, I am also convinced that we have a substantial foundation already in place.

For example, the American Red Cross, YMCA's and YWCA's, 4-H Clubs, and churches need to be included in this plan. These organizations provide invaluable services to their local communities and involve thousands of citizen volunteers, young and old, every year in service activities. They represent an established and very broad-based volunteer community with much experience to share. In return, all of them would be truly enriched by the infusion of a young and diverse new leadership. The National Service Program can help these organizations become more representative of the changing communities they serve.

My second observation is with regard to the "Selection of Participants" and "Benefits" sections of the Proposal. It is my concern that the urban based, non-traditional student be seriously taken into consideration in the design of both the selection and benefits process.

For example, the average age of a student at Cal State L. A. is 28. Half of our students attend school only part-time and 63% are employed in part-time (30%) or full-time jobs (33%). Many of our students are heads of households. It is not coincidental that our student body is also nearly 80% minority (i.e., primarily Latino, Asian American, and African American), reflecting the region we serve.

These characteristics will not be atypical for many higher education institutions serving large, metropolitan urban areas. These "non-traditional" students need to be accommodated within the plan for the National Service Program. This is particularly important now because the number of "non-traditional" students is growing and these are precisely the kinds of student who most need the opportunity for service and financial assistance. Will they be excluded because of age, since the President's Summer of Service

Page 2
Mr. Eli Segal
March 23, 1993

Program excludes participants over age 25. In addition, will they be unable to serve because they cannot afford to work at minimum wage and still provide for their families?

With regard to students in professional schools, whose costs can run to \$20,000 or more per year, will the benefits package take into account a loan pay back program that will truly be an incentive for service for students in these professions?

These questions must be addressed as the final criteria for eligibility and benefits are developed.

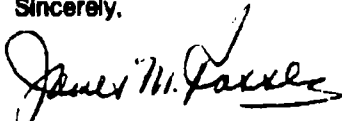
Lastly, I would also like to comment on the building of an "infrastructure" for National Service. With particular regard to institutions of higher education, my hope is that special consideration be given to those institutions and networks of institutions that have already demonstrated a commitment to and have actual experience in the administration of student involvement programs. We do not need to create new structures where they already exist.

For example, I believe that any institution of higher education seeking support from the National Service Program should already have institutional membership in the Campus Compact. Campus Compact could serve as the official state or national vehicle for implementation of a National Service Program for college students.

Another crucial connection for the National Service Program is with the Urban Community Service Grant Program. The National Service Program can use the links that the Urban Community Service Grant Program has developed between community organizations and institutions of higher education. The coordination of these programs would not only create an infrastructure to support the new National Service initiatives, but one that can also build on programs that already exist.

Thank you for this opportunity to comment. I look forward to the further development and refinement of the President's National Service Proposal.

Sincerely,



James M. Rosser
President

END



UNIVERSITY
of REDLANDS

concerned that poor people won't be able to take
advantage of the prog.
not enough students will be involved
dislikes differential benefit
in college service

Office of the President

April 2, 1993

Mr. Jack Law
General Counsel
Office of National Service
White House
1600 Pennsylvania Avenue
Washington, D.C., 20500

Dear Mr. Law:

I am pleased to have this opportunity to respond to Mr. Eli Segal's March 16, 1993 request for input on national service with income contingent loan repayment.

I wish to indicate that the University of Redlands is in strong support of the philosophy and principles expressed in President Clinton's national service program. Indeed, this University has a long tradition of public service and enjoys a nationally recognized Community Services Learning program. At the same time, I wish to note that there are several issues, both general and specific, which need to be addressed in the President's plan.

The following questions and statements may be helpful.

1. Where does the money come from? Is it the social security trust fund, a special appropriation, or will the start up funds be carved from existing federal programs? If it is the latter, especially campus-based programs, this represents a serious problem for us.
2. Why should economically disadvantaged students want to take this option? Their need to support the family or even extended family would be impaired either before or after college for two years. Students from better economic circumstances are in a better position to take advantage of the program.
3. The numbers projected are a very small percentage of the students in higher education (even assuming that everyone chose the higher education option). The impact on financing college for all Americans would be limited at best.

Specific points:

- ◆ Placements. Would service on campus count? In other words, could service be accomplished while in school rather than before or after? Some high schools, especially those in wealthier suburbs and prep schools, are requiring service to graduate already. Would this count?
- ◆ Selection. What will be the criteria? Will there be a quota for college grads, current students, college-bound, and non-college bound? Has the research on college completion which indicates that a smooth uninterrupted transition from high school to college enhances the chances of completing a degree been considered?

- ◆ Benefits. Why is the forgiveness different before and after college? Is minimum wage work less valuable before you go to college? Will these two groups be doing different work?
- ◆ Non-federal Funding. Can the match include in-kind service or must it be dollars?
- ◆ Federal Role. Is a new bureaucracy being created?
- ◆ State Role. What guarantees are there that the independent colleges and universities will be included? In many states, we aren't included in planning for higher education at all.
- ◆ Phase In. A phase-in makes a lot of sense, but the numbers are too small to dramatically expand the funding options for students wishing to go to college or to create a culture of service. With 14 million college students, 26,000 openings would reach .2 percent in 1994 and 100,000 in 1997 would reach .16 percent of the expected 16 million college students.

The program is an important political symbol and will affect the lives of both students and community members directly. However, it will never reach a significant number of college students as presently stated. It will not change the fact of financing postsecondary education. In fact, income contingent loan repayment, separated from the community service issue, holds much greater promise for doing that.

Before concluding this letter I wish to highlight achievements in the service arena thus far accomplished at the University of Redlands.

The University of Redlands has developed an extensive bank of research on psychosocial growth among college students in the experiential area of Community Service Learning. We are currently in the fifth year of the community service program, and the second year of our FIPSE grant (which, to be sure, has allowed us to expand our commitment well beyond our established goals).

The University has created dozens of work-study jobs in community non-profit agencies within our regional area. These work-study jobs help the community first by contributing the human capital needed. As well, they provide some relief of the debt-burden that all students face in college. Indeed, in almost every community non-profit agency that we place a student they welcome our spirit of service to others. Already, the University of Redlands is trying hard to meet the many needs that exist within our locale and the greater regional area of Los Angeles.

We have developed and implemented a Community Service Learning class for academic credit. The original pilot class was completed in January. This cross-generational and cross-cultural experience for students received excellent reviews from our faculty and the agencies where students were placed to perform their service and, indeed, from the students themselves. The University's long-term plan with Community Service Learning calls for the January class to expand during 1994, and, thereafter, to be offered as a regular curricular option.

The University has established a cadre of professional administrators who have liaison relationships with numerous dedicated volunteers and agencies throughout our regional area, thus providing the potential for expanding our job-placements with hundreds more students at numerous sites.

The University has designed a statistically significant research methodology (pre-post validity/reliability tests were in winter of 1991 and spring of 1992). The instrument, as designed, measures the effects of

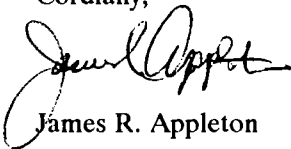
Mr. Jack Law
Office of National Service
April 2, 1993
Page Three

involvement in Community Service Learning on students psychosocial growth. In other words, the instrument measures how the amount of time and quality of involvement in the experience of community service may have a positive affect on student achievement in the areas of independence, frankness, trust, tolerance, openness, risk-taking and decision-making, which are areas of developmental psychosocial growth that all students must achieve if they are to enter adulthood successfully. If educators are concerned about how students use their time, then research studies like this one deserve serious attention.

A number of our University administrators and faculty have gained considerable experience in both developing and placing students in internships within non-profit areas of Redlands and the greater Los Angeles community. Paid and unpaid student-internships provide for both the valuable work experience that students need within nearly every academic-major, and the personal socializing experience that comes from young people of numerous cultural backgrounds working together and sharing experiences with one another.

The University of Redlands offers its services to pilot sites in regional areas that can accelerate the process of bringing debt-relief to students while, also, providing the opportunity to perform service for others. Further we will be pleased to help in resolving the issues cited in the earlier sections of this letter.

Cordially,

A handwritten signature in black ink, appearing to read "James R. Appleton", written over a solid black circular redaction mark.

James R. Appleton

JRA/jcm

California State University
Sacramento



*likes local ctrl
wants prog. to appeal to all kinds
of people, regardless of financial
situation*

The President
Sacramento, CA 95819-6022

April 2, 1993

Mr. Jack Law, Esq.
General Counsel
Office of National Service
White House
1600 Pennsylvania Ave
Washington, D.C. 20500

Dear Mr. Law:

As I understand it, next week the staff of the Office of National Services and the Domestic Policy Counsel will begin meetings to discuss President Clinton's National Service proposal. Although the details of this plan are currently in the formative stages, it is a laudable effort which deserves public support. This support should be strongest among university officials and students, whom it will most profoundly effect.

Although the financial aid dollars have doubled in the past twenty years, the composition of that aid has changed, shifting from grants to loans. This shift in aid has grave consequences for students, especially lower income students. President Clinton's plan, if developed and executed properly, will bring relief for many students and make college more affordable.

While many financial-aid and public-service experts have voiced reservations over the plan, the advantages far outweigh the disadvantages. As I see it, one of the major advantages of the program is that it provides a great amount of flexibility to participating students. The community service, which is a volunteer undertaking, can be completed before, after or during a student's education. This allows them opportunities to spend a year involved in a community project bettering both themselves and their community. The local orientation of the program's public service effort will also guarantee that current pressing community needs are addressed. As a matter of course, each community knows far better than an outside agency what its respective needs and wants are and the public service volunteers will respond to these concerns more rapidly and more cost effectively.

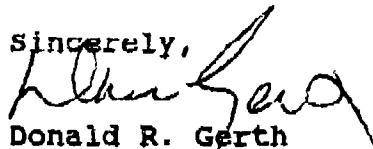
One last consideration, even though President Clinton's plan will make college more affordable for many students and give them an opportunity to help other communities, we must be careful in developing this plan to ensure that it is broad-based, including both the affluent student and the needy student. If the program

Mr. Law
April 2, 1993
Page -2-

is designed where only needy students perform national services, freeing the more affluent students for a career headstart after graduation, it may not achieve the long-term equity desired in that the needy students ultimately may be disadvantaged in the marketplace.

I look forward to participating in further dialog as we bring more structure to this proposal.

Sincerely,



Donald R. Gerth

community involvement

CALIFORNIA STATE UNIVERSITY • FRESNO

OFFICE OF THE PRESIDENT

5241 North Maple Avenue
Fresno, California 93740-0048
(209) 278-2324



April 1, 1993

Mr. Jack Lew
General Council
Office of National Service
The White House
Washington, D.C. 20500

Dear Mr. Lew:

I write in response of the request of Mr. Eli Segal for comments on the discussion outline of the Clinton National Service proposal.

I find the proposal to be very exciting and to offer a great deal of potential. I believe the concept of the National Service or Income Contingent Loan Repayment Option for students is a very important one. This is particularly important as the amount of the students continue to accelerate the amount of debt to pursue higher education.

I would like to urge that there be some requirement established which challenges a community to prepare a plan for improvement to be eligible to provide national service opportunities for people.

If there is an expectation that a community work together to address its needs in a coordinated way there will be assurance of maximum utilization of volunteer positions. Otherwise, I fear that we will continue to deliver services across a variety of agencies which will add to overhead costs in administration.

I know this is a complex issue and I wish you the very best as you address it. I believe it has tremendous potential and possibilities.

Sincerely,

John D. Welty

John D. Welty
President

JDW/gje

we have done this for our students.

~~mainstream~~ students of diff. econ. backgrounds.
focus on who will benefit (ie, poor people, sick, other
needy communities)



pro professional corps

Teck
A slightly
different
position by a
very small
woman or
friend). *EL*

OFFICE OF THE PRESIDENT

TO: Eli Segal
Assistant to the President
and Director of National Service
The White House

FROM: Margaret McKenna

DATE: March 25 1993

I tried very hard to get to the meeting yesterday on National Service and Teaching. However, neither USAir nor Northwest would cooperate and I never got out of Boston. I wanted to get my two cents in and I hope it is not too late.

*Minimum wage
limiting types
of participants*
All through the transition in meeting with my colleagues from the academic community, if there was one major concern that was consistent that concern was that National Service Corps be a broad based program providing opportunities for the diversified group of students who exist in high school and college today. I think all of us have had a fear that National Service has the potential to become a middle class program for kids to "find themselves", "sacrifice" and who could afford to take two years out of their career path. It is my understanding from those who attended the meeting yesterday that this fear might in fact be realized.

Minimum
I do think it is important that the National Service program define the program in a way so that it is open to the broadest range of participants. I believe that capping salaries and limiting National Service to subsistence wages will limit the kind of people who participate. Certainly, single parents with children will not be able to participate. I believe the National Service is a real opportunity to look at systemic problems in our society.

*Will you
20000 +
your abso-
lute worst
in exchange
for health
post service
benefit, you
accommodate
well.*
I think focussing National Service on particular issues, defining who the beneficiaries of this service are will in fact signal the Administration's concern in certain areas that were very important issues in the campaign. In education, this certainly would be all of the issues surrounding at risk kids in urban education. It would seem unfortunate if those qualified to teach and counsel in urban systems would be allowed to do so only as teacher aids as opposed to teachers or counselors. It would also seem unfortunate not to have a school system pick up the cost of a service corps volunteer and leverage the stipend.

-2-

All through the campaign and continuing through the transition period the candidate and then the President has talked about the National Service Corps in terms of teachers, police corps, and health services. I do hope that these options will remain viable in the program.

I would love to have the opportunity to talk to you about this. I realize that I am one of thousands who would like this opportunity. I also remember what it was like when I was sitting in your position or a similar one and being bombarded. As you know I do not have a personal agenda here, but I have thought a lot about this and talked to my colleagues about it lately, and particularly during the transition. If you have a chance, I would like to come down and talk to you about it at your convenience.

I would also like, as I told you, to figure out a day when you can come up to Lesley. We will do this at your convenience. Potentially, you could spend a couple of hours here in the morning, maybe meet with business leaders and give a talk to the Lesley community. It would be wonderful for us and I know people would be incredibly enthusiastic. I will have someone here follow up with your office. I hope to talk with you soon. Take care.

*usakas differential benefit**shirley's pic
& Jack*

Campus Compact

Fax Sheet

phone: 401.863.1119

fax: 401.863.3779

this is being FAXED to:

Date: 3/12/93

Time: 4:00pm

To: Susan Stroud

From: Keith Morton

Cover Sheet and 1 pages to follow.

Message:

Susan, Barbara Gomez invited a response to a Clinton Service Trust memo. I thought it might be helpful to respond to her and send a copy directly to you.

So:**Response to Clinton Service Trust Memo from Barbara Gomez**

I don't have too much to say about the basic direction of the Trust Proposal; it seems consistent with what we have been hearing. I do, however, have two more particular questions, one to do with benefits, the other to do with loan repayment.

Benefits

It is not clear to me why there is a differential in the benefits between graduates of college and "other participants" (pre-college or vocational training). If the reasoning is that college graduates are worth more, this makes sense; if the reasoning is that we want to create incentives for young people to pursue post-secondary education, then it doesn't make as much sense.

A second question in regard to benefits is: would a young person be eligible to work for two years, accumulate \$10,000 for college, then graduate and have up to \$20,000 forgiven?

Finally, if a person can only choose one of these options (pre or post college), then the push seems to be toward college first, service later. This is not as likely to appeal to people from lower income backgrounds who are generally reluctant to get into debt in the first place.

Loan Repayment

I'm not sure who is targeted by this program. Is it people who have performed some sort of service, or all college students who have borrowed? Is it aimed at students who have borrowed but aren't able to win a slot in the post-college service programs?

What is the relationship between the post college benefit and loan repayment? 1. For someone who does service after graduation, does the payment plan cover the difference between their total indebtedness and the \$20,000 forgiveness? 2. How does loan repayment fit in with going to graduate or professional school (and then, say, the National Health Service)? is this plan consistent with present deferment options? 3. Is there any risk that we are inviting young people to rack up large debts, expecting that they will be able to repay them through service/forgiveness, only to tell them they haven't won a competition for a limited number of post-graduation service slots (and that the consolation prize is an easy payment plan)?

Thanks for the opportunity to respond. Hope to see you in Minneapolis in April.

c: Nancy Rhodes