

National Service

Service

PHOTOCOPY
PRESERVATION

National Service and the Trust Fund for Higher Education

One of Governor Clinton's most important new ideas has been making higher education loans universally available and providing the option of repaying them through public service jobs. This proposal fits within the larger rubric of national and community service, which in turn, is an essential part of the proposed "New Covenant" of citizen responsibilities that go hand in hand with the rights we enjoy.

Because much of the groundwork for the proposal is provided by existing legislative frameworks, its implementation could be effected during the first 100 days. This paper lays out the programs that would provide the basis for implementation of the proposal and highlights policy decisions that must be made in order to move ahead.

The following components would support the "public service payback" aspect of the loan program:

1. Integration of community service into the elementary, secondary, and postsecondary educational system and the activities of community-based youth organizations to ensure that every child learns the ethic of service.

2. A national network of full-time service opportunities, available before or after college, participation in which would qualify an individual for a scholarship or loan cancellation. Service would fall into the categories of education, human service, conservation, or public safety. The network should include:

- Youth service corps, modeled after the Civilian Conservation Corps, to provide full-time service and learning opportunities for a diverse group of youth ages 16 and above.

- National service programs that involve young adults in service to meet critical needs in their communities.

- VISTA, which places adults in non-profit agencies to perform direct service.

- The Peace Corps, which places adults overseas in developing nations and fledgling democracies.

- Non-federal service positions sponsored by non-profits or state and local government in response to an extreme shortage of qualified individuals to fill needed jobs or to assist economically depressed urban and rural "enterprise zones."

Part I of this paper lays out alternatives for structuring the student financial aid system. Part II discusses the implementation of the above service programs. Finally,

Part III provides options for federal and state administrative structures.

Part I

Higher Education Trust Fund

Currently, most student financial aid (other than state aid or aid offered by individual institutional programs) is provided through two major federal programs: the Guaranteed Student Loan Program, which is an entitlement, and the Pell Grant program, which must be appropriated each year. In fiscal year 1993, low-income students may qualify for Pell Grants worth \$ and Guaranteed Student Loans, with a portion of the interest subsidized by the federal government, worth \$.

Both the Guaranteed Student Loan (GSL) program and Pell Grant program were modified this year. Congress made several important changes to the loan program that would help ease a transition to a system described by the Clinton campaign:

- Students at any income level may obtain unsubsidized Guaranteed Student Loans.
- Payroll deduction as a method of loan payback is authorized under the law, and could be implemented with an executive order.
- Income contingent payback is also authorized, thus allowing students to make payments based on their annual income if the President ordered the Department of Education to implement this provision.
- Loan forgiveness is authorized under the Guaranteed Student Loan program for certain teachers, Peace Corps, VISTA and other volunteers, and certain nurses, although the provision will go into effect if approximately \$10 million is appropriated for this purpose.
- A direct loan demonstration program was authorized to bypass the banks, thereby saving significant bank-related costs, and allow higher education institutions to make guaranteed loans directly to students.

One option for implementing the Trust Fund would be to set up a new agency and/or new loan program. However, in the interest of a rapid and smooth start-up, it makes sense to build upon what Congress has recently passed and to draw upon the considerable expertise of the existing Department of Education. A plan for the first one hundred days could include:

- Creation of a "Trust Fund" within the Department of Education with responsibility for administering Guaranteed Student Loans, now available to any

student regardless of income. (Subsidized loans would continue to be available only to students meeting income guidelines; other students could receive unsubsidized loans.)

- Issuance of an executive order ordering immediate implementation of the payroll deduction and income contingent payback provisions of the Higher Education Act amendments.
- Including in the President's budget funds to implement the GSL loan forgiveness provisions.
- Introduction of legislation to expand the direct loan demonstration program.
- Creation of a "Blue Ribbon Committee" to recommend how to implement the service payback option within the year.

An important political consideration involves the maintenance of the Pell Grant program. Congressional support for the Trust Fund will be compromised if members perceive that it is intended to replace not just the Guaranteed Student Loan program, but Pell Grants as well. Governor Clinton should express his support for the Pell Grant program and clarify that the program would not be affected by the Trust Funds proposal.

In addition to the Guaranteed Student Loan program are several smaller loan programs: xxx. [should these programs be eliminated?]

Part II

1. Service through the Education System

For the "New Covenant" to be most effective, we need to change the way we educate our children. We should not expect young adults to graduate from college and suddenly develop a service ethic. Rather, young people should be taught from the earliest grades that they have the power to make a difference in their communities and a responsibility to do what they can. This type of education will not only lead to a future commitment to community service, thus laying the groundwork for participation in full-time programs later on, but will pay additional dividends by:

- improving student achievement by making learning meaningful and reengaging student turned off by traditional teaching methods;
- encouraging youth to become good citizens and introducing them to the importance of civic responsibility;

- increasing young people's connection to their communities, thereby reducing antisocial behavior such as drug use and crime;
- providing many hours of community service at minimal cost;
- helping young people develop self-esteem; and
- promoting skills of teamwork, leadership, and problem-solving.

For these reasons, we strongly recommend that federal support for school-age service programs be expanded.

The federal program that supports service by school-age youth is called "Serve-America," and it is administered by the Commission on National and Community Service. Federal funding for service by college students is provided through "Higher Education Innovative Projects" administered by the Commission and by several Department of Education and ACTION-agency administered programs. Because these programs generally do not provide stipends for the young volunteers, they are relatively low-cost; \$xxx would support programs in every school district and college in the country. An additional \$xxx would provide training to xxx teachers a year in how to incorporate service into the curriculum.

The Clinton administration should support this investment in the first hundred days in following ways:

- Proposing \$ in additional funding for "Serve-America" in the President's budget request, with planned increases of \$ over four years;
- Proposing \$ in additional funding for Higher Education Innovative Projects, with planned increases of \$ over four years;
- ???

2. Programs Qualifying for Service Payback/Scholarship

In addition to the intended goal of increasing educational opportunities, the service payback aspect of the Clinton proposal provides many of the benefits of service through the education system, discussed above. It also:

- Offers opportunities to young people who would not otherwise attend college or further job training;
- Provides needed services in communities and fill jobs where a shortage of qualified personnel exists; and

- Brings together people of diverse backgrounds, races, etc. in a setting that leads to an esprit de corps that breaks down societal barriers.

Currently, full-time and summer programs are supported at the federal level through three funding streams.

- The National and Community Service Act of 1990 provides approximately \$45 million for youth corps and similar programs run by state and local organizations. These programs organize youth, ages 15 through 26, in crews which perform conservation or human service; they usually provide corps members with stipends, support services, education, and job skills training. Additional corps funding is available through the Community Development Block Grant and, at local option, under the Job Training Partnership Act.
- The Domestic Volunteer Service Act authorizes the VISTA program, a federally run service corps that matches adult volunteers with non-profit direct service organizations. VISTA volunteers receive stipends and health insurance.
- The Peace Corps supports adult volunteers in developing nations around the world. Peace Corps volunteers receive stipends and health insurance.

All of these programs should be part of the Clinton national service system. We also strongly recommend that education benefits and service opportunities be available to college-bound youth and young adults who are not college-bound, as well as to college graduates. Non-college-bound youth who have limited opportunities for advancement have much to gain through well-organized programs, particularly youth corps. Further, a program limited only to college graduates risks sending a message that only the elite are needed to serve.

In order to define a framework for the proposal, several key questions must be answered:

1. Who is eligible?

Post-college: We recommend that any individual who has taken out either a subsidized or unsubsidized student loan have the opportunity to seek a service placement. This would include students at community colleges, four-year colleges, and trade schools (proprietary schools).

Pre-college, non-college: We recommend that any young person who meets the entrance requirements for program options discussed below and obtains a placement have the opportunity to earn scholarship funds that may be used for community college, four-year college, trade school, or approved apprenticeship programs. Because of the important benefits of youth corps programs for disadvantaged non-

college bound youth, we strongly suggest that no barriers such as a high school diploma be placed in the way of this population's participation.

2. Will the service option be an entitlement? If not, how will slots be rationed?

Because of prohibitive costs and the limited number of service opportunities currently available, the service payback option should not be designed as an entitlement at the outset. By limiting the number of openings each year, the cost and quality of the program can be controlled. However, this means that slots must be rationed. We suggest that preference for slots not be based on elitist criteria; rather, if an applicant meets the qualifications for a specific slot, he or she should be selected in any of the following ways, depending on the program: on a first-come first-served basis, at random, or consistent with diversity criteria.

3. What types of service will qualify?

In general, service should be in one of the following areas: education, human service, environment, or public safety. These are the categories of permissible service under the National and Community Service Act. These categories include an extremely broad range of activities, an approach that we recommend over restricting service to one or two narrow areas. Prohibited types of service should include: religious activities (although nonsectarian service in religious organizations would be permitted); activities to promote or deter union organization; partisan political activities; lobbying.

A variety of options exist for full-time service placements. All would cost the amount of the loan payback or scholarship; some would require additional federal costs: stipends, health insurance, supportive services such as child care, and administrative and program support.

We have divided the types of service into four categories, shown with examples on the grid below:

	Stipend	No Stipend
Corps Program	City Year	Public Allies
Individual Placement	VISTA	GSL Forgiveness

Option 1: Corps programs (stipend paid).

about 20,000 young people, aged 15 to 26 with either full-time or summer service opportunities. Although the majority of funding comes from state or local sources, as noted earlier, the federal government supports these programs primarily through Subtitles C and D of the National and Community Service Act. Most corps programs are carefully structured to promote esprit de corps by organizing participants into supervised crews; some, however, place participants in individual assignments, bringing them back together for joint education or other activities. Because the majority of corps programs primarily involve economically and educationally disadvantaged youth, these programs generally offer GED, literacy, or other education benefits, job skills training linked to the service performed, and post-service scholarships.

Support for youth corps should be a priority for several reasons: their proven success with a disadvantaged population for whom few options exist; ability pay ancillary benefits such as increased educational attainment, jobs skills development, self-esteem, team spirit, and community-building; creation of opportunities for leadership development for corps members within the corps structure; and ability to meet local needs while generating local support.

Although a federally run corps could provide some of the same benefits, we caution that state and local corps should receive priority for federal support. A federally run, as opposed to federally supported, program would require the hiring of a significant number of new federal employees and could undermine support for the state and local programs now underway.

The corps option could include both federally funded programs and those that receive no federal funds. In order for state and local programs receiving no federal funds to qualify, the federal government could certify that the programs are comparable to those authorized under the National and Community Service Act.

Pros: Corps are proven programs; substantial expertise exists within the field to ensure high quality; the field has the capacity to absorb an additional xxx participants over a xx year period.

Cons: Because of the many added benefits and attention to supervision and support services, corps programs tend to be relatively expensive.

Option 2: Placement Programs (stipend paid)

The primary examples of this type of program are VISTA for domestic placements and the Peace Corps for overseas placements. Non-federal examples are the Jesuit Volunteer Corps and fellowship programs funded by foundations such as Echoing Green and Revson. In these programs, a funding source provides a stipend (which is in the case of VISTA and the Peace Corps roughly at the poverty level), places the

participant in a service position, and may conduct special activities such as training, regular meetings, or other group functions. This model works best where host organizations have need of additional staff but no resources to pay for a full-time worker.

VISTA in particular provides a useful model for a large-scale, federal recruitment and placement effort. Non-profit direct service organizations seeking a VISTA volunteer apply through their federal regional ACTION office. Volunteers may be recruited in two ways: nationally, with an 800 number and national placement bank, and locally, by the organization approved for a VISTA slot itself. The administrative cost of this system is xxx per placement. Organizations receiving VISTA volunteers do not receive any funding. VISTAs participate in a national training program (other activities?)

Pros: Provides important human resource to non-profit organizations seeking additional assistance.

Cons: Decentralized system may be administratively cumbersome.

Option 3: Non-stipended Programs

In non-stipended programs, salaries for participants are paid by the host organizations, while the program provides recruitment, training and a support system, as in a corps program. This model works best where there is a shortage of qualified individuals available to fill a position that is already funded. Teach for America and Public Allies are examples of non-stipended programs; the proposed Police Corps may also be an example of this model.

Pros: Because the salary is paid by a non-federal organization, the cost to the federal government is minimized. Such an approach can be a way to fill jobs in geographic areas (enterprise zones) or career fields where it is hard to find willing and qualified workers.

Cons: This model is most beneficial if there is a shortage of workers, rather than a shortage of funds to pay those workers. It may be unfair to reward with loan cancellation a participant in, for example, Teach for America, but not the teacher down the hall who is in all other respects similar. To the extent that this model addresses skills shortages, it may be hard to involve large numbers of noncollege-bound youth.

Option 4: Loan Forgiveness Model

Although the loan cancellation recently authorized under the Guaranteed Student Loan program has not yet been tried, the federal government has some limited experience

with loan cancellation and deferral under the Perkins Loan program, a smaller program which supports the loan funds of institutions of higher education. Perkins borrowers may have a percentage of their loans discharged for each year they engage in specific employment, including VISTA, Peace Corps, [fill in]. Through this model, individuals are given no assistance in locating qualifying jobs. They and their employers must certify that they have met the requirements necessary for the loan discharge; these may include income ceilings, work in a specific field, or work for a specific type of employer (such as a non-profit organization or a state or local governmental agency).

Pros: As in option three, salaries do not have to be paid by the federal government. Because there is no federal role in recruitment or placement, administrative costs are minimal. This model allows for large numbers of individuals to participate in the loan cancellation program, as long as they are able to find suitable qualifying employers.

Cons: It is difficult to design a list of qualifying jobs that does not create inequities by excluding similar jobs (i.e. currently the Perkins Loan Cancellation applies to Head Start teachers but not child care teachers) or that would not, if implemented on a large scale, create incentives for individuals to leave one type of socially useful employer (i.e. the child care center) for another that qualifies (the Head Start center). If qualifying jobs are limited by salary, the program may depress wages for other workers who cannot benefit from the loan forgiveness (i.e. if the Head Start center determines it can hire a college graduate for minimum wage, since the real salary value for the college graduate is minimum wage plus the amount of the loan forgiveness, it may then choose to eliminate a higher-waged job for a person not participating in the program). There is also significant potential for fraud and abuse, since there would be limited federal oversight of placements (i.e. uncle who is a qualifying employer claims to hire nephew who takes loan forgiveness but doesn't actually do the job). There would need to be strict job nondisplacement requirements and a regulatory system to approve placements.

Recommendation: Combination Approach

Given the above factors, we recommend that a combination of options be included in the program to test their relative effect and allow for a maximum of slots to be created quickly. Over four years, the program could be phased in to eventually offer 500,000 slots per year, allocated, for example, as follows:

- Youth Corps: 100,000 (requires the addition of 90,000 slots)
- VISTA/Peace Corps: 75,000 (70,000 new slots ?)
- Privately sponsored placement programs: 25,000
- Non-sitpended programs: 50,000
- Loan-forgiveness slots: 250,000

By phasing in the program, the administering agencies could monitor for fraud and abuse and correct problems as they arise.

In the first one hundred days, a Clinton administration could:

- Include in the President's budget request funding for new youth corps slots, through subtitles C and D of the National and Community Service Act, for VISTA, and for the Peace Corps.
- Charge the Board of the Commission on National and Community Service or another panel of experts to establish criteria for loan-forgiveness slots and to identify existing, non-federally funded programs that should qualify for the program.
- Propose a new grant program to support efforts like Teach for America and Public Allies, in order to make additional slots available.

4. How will participants be matched with service positions?

With a decentralized system of service options and students from all across the country seeking positions, a system must be put in place to match students and positions. We suggest that VISTA be used as a model. A national database listing positions and students would be established. A student seeking a position could put his or her resume into the database along with any preferences (type of service, location, etc.) so that organizations across the country could locate qualified applicants. Organizations with approved positions could list the opening with the database so that students could contact them. Local recruiting would be encouraged as well, so that existing programs could continue their efforts to recruit individuals from the communities in which service would be performed. We recommend that no student be guaranteed a service position, as there will likely be more students than positions. This system would reward the student who is eager to serve and therefore contacts a broad range of organizations.

An alternative system could involve a federal or state run matching system in which any student accepted (by meeting set criteria, at random, or on a first-come, first-served basis) would be guaranteed a position. However, this would require a great deal more effort on the part of the state or federal government than the proposed system, and would take control of recruitment and placement away from local organizations. Therefore it is not recommended.

In the first hundred days, President Clinton should:

- Ask ACTION to expand the capacity of its database and recruitment system to cover the full system in the short term.

- Request funding for the national database and development of an advertising campaign promoting the new service alternative.
- Develop promotional materials on the program to be distributed to all colleges and to organizations that might provide service options.

5. How much would the loan forgiveness be worth?

The amount of the loans taken out should be consistent with the GLS levels under existing legislation. To determine the value of the loan forgiveness, two approaches should be considered.

1) Each year of service could be worth a fixed amount of loan forgiveness/scholarships. This is the approach taken by many existing corps programs including City Year and the National and Community Service Act, which provides that full-time volunteers receive up to roughly \$5,000 per year of service. The advantages of this approach are that it is easily understood, easy to control costs (because the cost per individual would not vary), and provides equal benefits to those performing equal work. The disadvantage is that individuals with a great deal of debt must work longer than those with smaller loans in order to pay them back.

2) Each year of service could reduce the amount of loan indebtedness by a percentage of total loan debt for the individual. This is the approach taken under existing Perkins and Guaranteed Student Loan program forgiveness, which provides that 15% of the loan is forgiven in each of the first and second years of service, 25% in each of the third and fourth years, and 30% in the fifth year. The advantage of the second approach is that individuals with different amounts of debt would have to work the same number of years to wipe out their debt. Therefore lower-income individuals would not be forced to serve longer than higher-income individuals. The disadvantage is that it would be difficult to estimate costs from year to year, since each year of service would be worth a different amount for each individual.

An additional issue must be considered as well. Should the amount of loan forgiveness, either in percentage or flat dollar terms, vary based on the type of service performed, or the amount of living allowance or salary received? Should a VISTA volunteer earning \$7,000 a year receive the same benefits as a teacher earning \$35,000 a year? Clearly equal benefits would perhaps present inequities. Yet variable benefits, perhaps based on a formula keyed to salary, add an additional level of complication to an already complex system.

If complexity is not a concern, we would recommend that a sliding scale be developed which would vary the percentage of loan debt forgiven per year of service based on taxable income that year. One hypothetical chart might be:

Income		Year 1	Year 2	Year 3	Year 4	Year 5+
\$0 - 10,000		20%	20%	25%	25%	10%
10,001 - 20,000	15%	15%	20%	20%	25%	
20,001 - 30,000	10%	10%	15%	15%	20%	
30,001 - 40,000	5%	5%	10%	10%	15%	
40,001 +		0	0	0	0	0

6. How can we make participants feel that they are part of an important national effort if they are serving in a variety of programs all across the country?

A variety of approaches should be considered. First, any individual accepted into the program should be given a handbook that emphasizes civic values, along with a pin or other item with the program logo. Second, a training module should be developed that every participant would go through. The training could be conducted regionally by teams of national trainers in conjunction with local program operators. Third, quarterly gatherings by region should be arranged in which all participants in the region receive training, participate in a service project, and engage in team-building and other activities. Finally, steps should be taken to support an alumni association of former participants.

7. What other issues must be considered?

A. Child care. In order to make it possible for students with parental responsibilities to participate, some provision must be made for child care. An individual earning a poverty-level stipend will not be able to pay the market rate for child care and should not be forced to choose substandard care in order to serve. They should have access to vouchers or government-funded centers and to resource and referral programs that will help them locate child care providers.

B. Displacement of Paid Workers. An important premise of the program is that participants will provide needed services that would not otherwise be provided. This will not be the case if paid workers lose their jobs to the volunteers. In order to protect paid workers, the anti-displacement provisions of the National and Community Service Act should be incorporated in any new legislation. Further, potential for displacement of paid workers should be a primary consideration in the determination of which positions qualify for loan forgiveness.

Part III

Options for Administrative Structures

1. Federal. Currently three federal agencies administer the major federal service

programs: the Commission on National and Community Service, the ACTION agency, and the Peace Corps. The Commission, which is governed by a 21-member board of directors appointed by the President, administers grant programs but does not operate any programs (at this time). It has no field structure, and works primarily through state lead agencies identified by state governors. Although ACTION also has minor grant-making responsibilities, it is primarily an operating agency. It has a regional and state field structure. The Peace Corps is also an operating agency. It has a relatively small regional field structure within the United States.

The Department of Education administers the GSL program and all other student financial aid program. It also administers several small community service grant programs. However, we do not recommend that the Department take on any additional service program responsibility.

In order to give the service programs better coordination and visibility, the two federal agencies that administer the domestic service programs should be loosely federated as "sister agencies" with the ACTION half charged with operating programs and the Commission half charged with grantmaking. The sister agencies should be renamed: "Serve-America" or some other name that better captures their spirit. Grant programs currently under ACTION should be transferred to the Commission. An individual who is both a good administrator and national leader should be appointed to head ACTION. Vacancies on the Commission board should be filled by individuals with knowledge of the service field, including young people who have participated in service programs. The ACTION field structure should be retained, and should be charged with recruitment for the loan forgiveness program, as well as VISTA. Both agencies should coordinate closely with the Peace Corps, particularly on recruitment.

The Department of Education should house the Trust Fund which would administer the GLS program. A board could be appointed to oversee the Trust Fund; if so, directors of ACTION, Peace Corps, and the Commission should serve on the Board. Loan collection efforts through payroll deductions should be the responsibility of the Treasury Department.

The chart below outlines divisions of responsibility among the Commission, ACTION, the Department of Education, and Treasury.

<u>Education</u>	<u>Treasury</u>	<u>ACTION</u>	<u>Commission</u>
Makes loans	Collects loans	VISTA	Corps programs
		Database	Grant programs
		Recruitment	Criteria for 
			qualifying service slots

2. State

The state agencies administering Commission-funded programs should be given a significant role in the new system. One example: each state might be assigned a specific number of slots and a grant to provide full- or partial stipends to participants. The state would have the flexibility and responsibility to identify qualifying service slots that meet federally established criteria. States should continue to administer the Serve-America and youth corps programs (subtitles C and D) under the National and Community Service Act.

~~Confidential~~ / Not for Distribution

DETERMINED TO BE AN
ADMINISTRATIVE MARKING
INITIALS: YM DATE: 5/5/2014

Proposed Clinton Higher Education Fund

In the Clinton Administration, low-income and middle class Americans will be able to attend college by borrowing money for their education from a newly established Trust Fund. No American will be denied the opportunity of a college education for lack of financial resources. In return, the college graduates will have the option of repaying the loan through deductions from their paychecks or through loan forgiveness for national service -- doing work our country urgently needs.

The Trust Fund recognizes that service opportunities must be structured in a way that provides real services to communities that would not otherwise have been provided. By offering relief from student loan indebtedness, it helps to remove barriers to becoming involved. It is a voluntary program, not a mandatory one -- if students are not interested in serving, they need only pay back their loans as they do today. But we believe that many, many young adults will view this option as a welcome opportunity to serve their communities.

Recommendations:

I. Loan Program

Estimated funding level: ?

Fiscal Agent: Trust Fund will be housed within Department of Education but with some autonomy and with a National Advisory Board, including the Secretaries of

Education, Labor, Health and Human Services and other appointees. The collaboration of key federal agencies is crucial; this effort will require experts in financing and repayment of loans, as well as in the identification of critical needs certification of positions that will qualify for national service.

Source of Funds: existing federal student loan programs (Stafford, Perkins, Supplemental Loans for Students) plus funds derived through the peace dividend and reducing the rate of loan defaults. Total current annual expenditure on Stafford (Guaranteed) Student Loans: \$4.5 billion (includes \$2.7 billion in defaulted loans and \$1.6 billion in interest subsidy). Total annual expenditure on Perkins (Direct) Student Loans: \$156 million. Current cost of Perkins Loan Cancellations: \$15 million. (Be aware that efforts led by Senators Bradley, Simon and Durenberger in 1992 to create a direct loan program failed. Among other reasons, financial institutions lobbied against creation of a fully federal subsidized fund. Do you want to keep the banks involved somehow?)

Existing federal educational grant (need-based) funds, such as Pell, SSIG, work study, etc., will be maintained under the Clinton proposal. (Experience with the Nunn service proposal in the last Congress and the debate over the proposal found tremendous resistance to ending the grant programs for needy students in exchange for tuition vouchers and mandatory national service).

Loan Limit: \$5,000 per year -- the national average cost of 1 year of undergraduate tuition, room and board at a public university (loans over 4 years would not exceed \$20,000). Loans should not be capped at less than amounts currently available through Stafford and Perkins loan programs. Current number of students receiving Stafford Loans: 3.7 million. Average loan: \$2,500 undergraduate students, \$5,600 graduate students. Maximum loan: \$2,625 for first year students and sophomores, \$4,000 for juniors and seniors, \$7,500 for graduate students.

Eligible Participants: enrolled students from families with income and assets up to \$75,000 or 100,000 (?), higher than current Stafford eligibility limits to make program available to larger number of middle class families

II. Repayment through public service:

National service jobs that would qualify for loan forgiveness -- Jobs of national, critical importance: Existing federal, state and local public service programs, such as VISTA, Peace Corps, Conservation Corps, National and Community Service Act programs and certified jobs related to human, educational, environmental, and public safety needs, especially those related to poverty and where a labor shortage exists. Work such as that targeted to addressing problems of poor education and illiteracy, the work of child care and health care workers. (National service participants may not engage in lobbying or sectarian, pro- or anti- union, or political activities. Participating employers must

practice nondiscrimination and may not displace employed workers.)

Certification of eligible jobs: There would be an office in the Trust Fund to serve as certifying agent. Because of the transient nature of borrowers, and the fact that federal monies are involved, certification authority should be lodged with the Trust Fund, in consultation with designated state authorities. Trust Fund National Advisory Board would consult with National and Community Service Act state advisory commissions to certify that the position meets the certification criteria. Most certifiable jobs will be with 501(c)3 organizations, most serving low-income communities. For-profit entities may, in limited circumstances, such as hospitals, be certified -- but those jobs must be in the direct provision of services to the public in areas serving low-income communities and where there is a critical shortage.

Loan repayment through employment in certified jobs: Each borrower from the Trust Fund program shall secure employment at the prevailing wage in certified service. The loan forgiveness amount will be based on a sliding scale, dependent upon income derived from national service. For example, a VISTA volunteer who receives only a small stipend would receive a greater amount in loan forgiveness (up to a certain cap) than someone who receives a higher salary (perhaps as a public safety officer or teacher in an urban school). (You may prefer to go with a set amount, however, regardless of the disparity in compensation in various jobs.)

Partial loan forgiveness requires a minimum of two years national service. Each participant shall be responsible for providing evidence of employment at a certified job to the Trust Fund for credit against the loan.

Recruitment: The Trust Fund will develop an outreach plan to ensure that there is broad awareness of the national service option. When students take out the loan, they will receive information on the repayment options. In addition, colleges will be encouraged to include in their recruiting materials facts on loans and repayment options, and existing national service programs should more aggressively recruit on college campuses.

III. Repayment through payroll deduction

Payroll deductions will be based on amount of loan; must be paid over a maximum ten-year period (?).

x x x x x

Additional Comments:

You might want to establish a blue ribbon commission at the beginning of the Administration to explore the feasibility of establishing the new Trust Fund or by

expanding existing loan programs to address the Clinton objectives, as well as other questions relating to the repayment options.

More immediately, you might want to bring together key education organization representatives for a meeting to discuss and get feedback on outlines of the campaign proposal.

Anyone who has taken the time to talk to young people today will have noticed a sea of change from even a few years ago. Like other generations, today's young citizens are critical of American institutions for failing to solve our most pressing problems. But unlike other generations, they are pitching in and helping to meet the needs of their communities on a personal level. They are working in soup kitchens, day care centers, and senior citizen homes all across the nation. They are rolling up their sleeves, planting trees, building housing for the homeless, and tutoring younger children. These young Americans are not waiting for someone else to do something. They have learned what too many of us have forgotten. They know, as President Kennedy once said, that one person can make a difference. And everyone should try.

The National and Community Service Act, passed just over a year ago, made an important contribution in helping to channel the energy and idealism of young citizens into productive change. It has brought communities together to envision how service could help meet community needs. By the end of the year, it will have reminded

millions of Americans, young and old alike, that they are needed, and will have shown them what they can do to help. By providing funding to schools, community organizations, and state and local governments, the Act strongly integrates service into our formal and informal educational process. The Clinton Administration should support the expansion of this program so that more young people will have the chance to learn through service. The Clinton Administration should also work to invigorate the existing national service programs.

"Citizen Participation"
The New American Democracy: Blueprints to Change Washington,
A report of the Citizens Transition Project

by Melanne Verveer, Susan Armsby and Mimi Mager¹

"Empowerment" and "change" are key concepts in the 1992 presidential election. And for good reason: both the public and politicians understand that apathy, disconnection and cynicism must be replaced if America is to address the serious challenges confronting the nation. A new partnership between the next President and the people -- working together on unmet human and environmental needs -- presents one of the best opportunities to make empowerment and change possible.

Community service has a long and rich history in America and irresistible appeal because it promotes democratic values and civic responsibility -- by enabling Americans, particularly young Americans, to become more actively involved in their own communities and other communities in need. Increasingly, volunteers have been recognized as a national resource that needs to be nurtured and supported. Three of the most popular and meaningful programs ever offered by the federal government enabled Americans to give of themselves while gaining important job skills and experience: the Civilian Conservation Corps of the 1930s, VISTA and the Peace Corps. Today, Americans are ready, but wary,

¹ Melanne Verveer is Executive Vice President and Susan Armsby is Associate Public Policy Director of People For the American Way. Mimi Mager was a former VISTA official in the Carter administration and Executive Director of Friends of VISTA. She is currently with the Office of the Mayor of the District of Columbia.

agents of change. They will respond to the call to service, but they want to make sure their service is meaningful and constructive.

The next President's leadership in this area is crucial. President John F. Kennedy proved beyond question that Americans can respond enthusiastically to the challenge of contributing to the well-being of our nation. It's time to underscore once again that citizenship carries not only rights but responsibilities. It's time for Americans to renew the contract between citizenship and service that is the lifeblood of a free society. And it's time for the next President to sound the clarion call for service and to encourage, promote and reward service at the national, state and community levels.

Federal service programs deserve greater support and federal agencies promoting service opportunities must be restructured to enable Americans to participate more effectively in expanded community service and volunteer activities. An active, participating citizenry will create a better America.

SERVICE PROGRAMS IN THE REAGAN AND BUSH ADMINISTRATION

President Nixon created the ACTION agency with the approval of Congress by bringing together, under one agency, all federal volunteer programs previously administered throughout the government. Volunteers in Service to America (VISTA), the Retired Senior Volunteer Program, the Foster Grandparent Program and other domestic programs, and programs of the Small Business Administration, such as SCORE (Senior Corps of Retired Executives) and ACE (Active Corps of Executives), along with the Peace Corps, were placed under its administration. ACTION's primary purpose is to foster and expand voluntary

citizen service in communities throughout the nation through activities designed to help the poor, the disadvantaged, the vulnerable, and the elderly. For example, the Foster Grandparent Program is recognized as the first intergenerational program model benefiting the foster grandparents as much as the children they serve. Together, the foster grandparents and the children seek solutions to such personal problems as abuse and neglect, physical and emotional handicaps, drug and alcohol abuse, illiteracy, juvenile delinquency or teenage pregnancy.

ACTION was more dramatically affected by the 1980 election of Ronald Reagan than perhaps any other federal agency. Thomas Pauken, Reagan's first Director of ACTION, represented the antithesis of ACTION's leadership in the Carter administration. An avowed right-wing conservative ideologue, Pauken was determined to change what he viewed as ACTION's liberal philosophy and agenda.

From the outset Pauken's tenure was mired in controversy. One of his first items of business was to attempt to "phase out" the VISTA program. Political background checks of former and potential ACTION program grantees became the norm under Pauken's leadership. Long-time career employees of the agency were given notice, transferred or reassigned to do-nothing jobs, and quickly the agency became inundated with political appointees who shared Pauken's philosophy and agenda.

In response, Congress and the General Accounting Office investigated charges of illegal misappropriation of funds by the new leadership, questionable hiring and funding practices and politicization of ACTION's programs and staff. As a result of congressional and GAO actions, attempts to misappropriate and divert funds were halted and the

ACTION programs survived. To save the Peace Corps from politicization during the early Reagan years, Congress voted to separate it from ACTION. Pauken resigned after four years but by then, Congress had taken steps to secure VISTA's survival though the remainder of the Reagan administration.

In stark contrast, George Bush dubbed community service "a thousand points of light" in his 1988 presidential campaign and has often said that "[f]rom now on, any definition of a successful life must include serving others." Public relations, rather than programming, has been the mainstay of President Bush's work on community service. His White House Office of National Service has bestowed daily "Points of Light" awards to volunteers across the country and established the Points of Light Foundation.

The Bush administration did not attempt to reverse the Reagan damage to federal voluntary programs, particularly to VISTA, or to provide increased support for the existing service programs. Officials of ACTION, for example, have been limited to simply processing and monitoring grants. Its political leadership has shown a lack of vision, innovation and commitment in exploring the full potential of the agency program.

The only major legislative initiative on community service during the Bush administration was sponsored by Senator Edward Kennedy (D-MA), the National and Community Service Act of 1990, which creates a national youth service infrastructure and provides funding for school and campus-based community service, youth and conservation corps and large-scale national service. President Bush proved more an obstacle than a leader in passage of the Act. During congressional hearings, the Administration praised youth service but did not express support for the legislation. As a result, many Republican

members of Congress attacked the bill as unnecessary and a waste of federal funds. The President requested no funds for the first or second program years, and also stalled nominating members to the Commission on National and Community Service (which administers the Act) from November 1990 to July 1991. As a result, a year of community service activities authorized by the Act and \$57 million in appropriations were forfeited. Moreover, the Bush administration has asked Congress not to appropriate the fully authorized level of funding for FY 1993.

The Commission on National and Community Service has established itself as an innovative agency committed to its mission of promoting service and minimalizing bureaucratic barriers to good programming. In less than a year, the Commission has issued regulations to implement the programs, conducted grant competitions for the Act's four major programs, and awarded funds to over 150 state, local, and private agencies to conduct programs. The Commission is governed by 21 members appointed by the President to three-year overlapping terms, and six ex-officio members who are agency heads. The Executive Director is appointed by, and may be removed, by the Board. Currently, the Commission operates with a small staff. It works closely with lead agencies and their advisory boards in 47 of the 50 states, Puerto Rico, and the District of Columbia.

The Commission programs are:

- Serve-America, which provides funds to states to integrate community service into elementary and secondary education and increase the number of adult volunteers in schools. This program prepares youth for the responsibilities of citizenship and stimulates their

interest in learning traditional subjects by promoting a "service-learning" approach that makes these subjects relevant to the real world.

- Higher Education Innovative Projects, which support campus-based service and train teachers at all levels of the educational system to integrate service into their classes.
- The American Conservation and Youth Service Corps Program, which offers opportunities for young people ages 16 to 24 to engage in conservation and human service while they gain job skills, education and scholarships. Based on the Depression-era Civilian Conservation Corps, these programs now operate in 75 locations across the country.
- The National and Community Service Demonstration Program, an experimental program which supports seven test sites for large-scale full- and part-time national service. The 1992 programs are sponsored by Arkansas, Pennsylvania, Massachusetts, Oklahoma, Georgia, Maryland, and the Seneca Nation of Indians in New York State.

The National and Community Service Act has made an important contribution in helping to channel the energy and idealism of young people into productive change. It has brought communities together to envision how service could help meet community needs such as helping take care of young children in day care centers; teaching reading skills to people who cannot read; distributing food to the homeless at local shelters; helping in environmental cleanup activities; spending time with senior citizens in nursing homes; and participating in a neighborhood crime prevention program.

By providing funding to schools, community organizations, and state and local governments, the Act strongly integrates service into our formal and informal educational

process. By the end of the year, it will have reminded millions of Americans, young and old alike, that they are needed, and will have shown them what they can do to help.

NEW PRIORITIES AND INITIATIVES

Presidential leadership is crucial in reaching out to all Americans to serve their nation and their communities. The next President should lead by example, rolling up his own sleeves and joining in service projects throughout the country; encouraging his appointees, members of Congress and federal employees to get involved in service projects; and recognizing service leaders for their accomplishments. But more than that, the next President must also make the promotion of national and community service a policy priority of his administration through strong support for programmatic efforts to involve Americans in service through schools, youth corps and full- and part-time national service.

1. The Commission and ACTION should be merged, strengthened, and renamed "Serve-America," or another name emblematic of its role. The revitalized agency would reach out to the American people by elevating public service in the life of the nation and encouraging greater participation. Neither government alone nor the voluntary sector can solve the needs of many of our fellow citizens, whether for environmental restoration and protection, care for the young and elderly, public safety, housing, food assistance, literacy education, etc. Together, government and citizen participation will provide the resources and manpower to meet these national goals. The agency would encourage Americans of every age to participate in the public life of their communities and provide the opportunity for those who are willing to serve in a variety of programs.

A revitalized ACTION agency would become the point agency in the federal government for promoting and supporting national and community service initiatives and leading the nation into a more active citizenship. It would administer, improve, encourage, and promote existing public service programs and voluntary initiatives currently scattered throughout the federal government either in ACTION, the Commission on National and Community Service, or in various other federal departments. Opportunities to serve in the Peace Corps would be promoted by the new agency, but the administration of the Peace Corps would continue to remain a separate agency.

2. The agency would launch a major recruitment campaign -- similar to the public awareness campaigns of the Peace Corps and the military services -- to raise the visibility of its programs and attract a broad spectrum of Americans. The agency would coordinate all federal voluntary service policies and address overall programmatic questions such as national recruitment, public awareness initiatives, benefits, training and liability protection in all federal service programs. Because voluntary and service programs have been handled in a piecemeal fashion, Americans know very little about available opportunities and in-service and post-service benefits and training vary greatly. For example, the availability and type of training to carry out programs under the National and Community Service Act programs differ among themselves, as well as with VISTA programs.

3. The revitalized agency would also coordinate the outreach begun by the Commission on National and Community Service to state and local officials, service leaders in all levels of the education community, unions and the private sector. Americans need more information about how to participate in community service. Elementary and

secondary school teachers and administrators should be able to lead their students in service learning and receive help to inform students about higher education community service opportunities, available college loans linked to service, as well as programs for the non-college bound, such as full-time and summer conservation corps and YouthBuild. College graduates should be made aware of VISTA, the Peace Corps, VISTA Literacy Corps, and other national or state, public or private service opportunities. Employers, unions, clubs, neighborhood associations and religious institutions should encourage participation in service activities. To the extent practicable, employers should alert retirees to the Retired Senior Volunteer Programs, Foster Grandparent Program and the Senior Companion Program.

Commission on National and Community Service

4. The National and Community Service Act programs should be continued and expanded in the next administration. The National and Community Service Act provides the foundation for a national service system that achieves the multiple goals of increasing access to higher education through community service, expanding service opportunities in elementary and secondary schools, involving more Americans in the solution of community problems and stimulating increased civic participation.

The next President should adopt as his own the goals of the National and Community Service Act: to renew the ethic of civic responsibility in the United States; encourage all citizens, regardless of age or ability, to engage in service; and build an infrastructure for service opportunities based on existing agencies and organizations. Together with VISTA and the Peace Corps, the National and Community Service programs provide the foundation

for a strong national service plan for the next President: the two education-based programs prepare youth for more intensive service experiences provided by the full-time programs. In addition, the full-time programs should serve as the primary placements for participants in the service-payback option for student loans discussed in the Education Trust Fund section.

VISTA

5. The agency's new recruitment structure should place an emphasis on attracting national VISTA volunteers, especially young people of diverse backgrounds and people with special skills. VISTA is the federal government's only full-time domestic anti-poverty volunteer program. VISTA volunteers commit themselves to work for one year, full-time. They live within the low-income communities they serve and receive a sustenance level allowance. In 1965, VISTA volunteers were primarily nationally recruited volunteers, and overwhelmingly white, middle-class college graduates. During the early 1970's community VISTAs were recruited from the low-income communities served by VISTA. These volunteers worked side-by-side with nationally recruited volunteers with special skills, thus enabling VISTA to not only serve the needs of the poor, but also nurture local leadership capacity and community self-sufficiency.

Today, due to the Reagan Administration's refusal and Bush Administration's reluctant efforts to conduct national recruitment or public awareness campaigns in support of VISTA, there are few nationally recruited volunteers. Far too many people enrolling in VISTA today are doing so because they perceive it as the "best job" available. They are not

necessarily the best qualified for the positions or committed to the notion of anti-poverty service. VISTA was never intended to be a low-income employment, income supplement or job training program. If current policies are not reversed, that is where it is headed.

It is also very important to expand and revitalize the VISTA national headquarters staff which has been drastically reduced. The VISTA leadership should develop and issue new VISTA guidance papers clearly outlining the program's mission, philosophy and criteria for selection of projects and re-emphasize the essential role of VISTA volunteers as catalysts and mobilizers of financial and volunteer resources, rather than as direct providers of services. VISTA needs visionary and inspired leadership that understands the program's potential and the importance of empowerment and community development.

Peace Corps

6. The Peace Corps should continue under its current administrative structure but efforts should be made for joint recruitment between the Peace Corps and other federal service programs. Unlike VISTA, the Peace Corps escaped politicization during the Reagan years and maintained strong bipartisan support. The Peace Corps enjoys interest and support from large numbers of Americans who want to volunteer to serve their country abroad by helping to address poverty-related human, social and environmental problems. Unfortunately, because of limited resources, the Peace Corps has not been able to accept the large numbers of potential volunteers who show interest. The next President should support increases in the Peace Corps budget to support more volunteers.

The Peace Corps' mission was and after three decades remains "to promote world peace and friendship." Its three statutory goals are 1) to assign volunteers to interested countries to help them meet their need for trained personnel; 2) to promote better understanding of Americans among the people served; and 3) to promote better understanding of people of other countries among American people.

The Peace Corps should also diversify its approach to assigning and supporting its volunteers overseas so that it will be able to field more volunteers in more countries.

Older Americans Volunteer Programs

7. As the number of older Americans expands, outreach to them is especially important. The Older American Volunteer Programs (Foster Grandparents Program, Retired Senior Volunteer Program and the Senior Companion Program) have been the fastest growing programs in ACTION. The programs were initially perceived and developed with a focus on senior citizens as recipients. Over the years the emphasis has changed from seniors as recipients to seniors as resources to provide volunteer services to help address community needs. Collectively, these programs enable seniors to be both providers and recipients of volunteer services.

Each program should have its own experienced, committed and visionary director. The directors should have demonstrated leadership capabilities and should serve as an advocate for national and community service by older Americans. The programs should be viewed as models for national and community service initiatives for seniors.

Other initiatives

The agency could also launch several new efforts including support for a national service alumni association (similar to the Returned Peace Corps Volunteers) of citizens who have served in a service programs. It should also consider establishing regional training institutes to train teachers to incorporate service into the curriculum and to train social service providers and others to use volunteer assistance effectively to supplement service provision.

Additionally, the revitalized agency will assist in the development of new initiatives, such as the proposed national service Education Trust Fund and any service opportunities for military personnel and bases in transition.

EDUCATION TRUST FUND

8. In the next Administration a new program should be enacted to enable low and middle income Americans to attend college by borrowing money from a newly established Trust Fund. In return, the college graduates should have the option of repaying the loan through deductions from their paychecks or through loan forgiveness for national service -- doing work our country urgently needs. This brief section deals solely with the loan repayment through service component for such a proposal. The service option would help create a new generation of volunteers involved in national and community service by providing new opportunities to serve.

The Trust Fund should recognize that service opportunities must be structured in a way that provides real services to communities that would not otherwise be provided. By

offering relief from student loan indebtedness, the Trust Fund would remove barriers and stimulate new opportunities to becoming involved. It should be a voluntary program, not a mandatory one.

Existing federal, state and local public service programs, such as VISTA, Peace Corps, American Conservation and Youth Service Corps, National and Community Service Act demonstration programs and certified jobs related to human, educational, environmental, and public safety needs, especially those related to poverty and where a labor shortage exists, could qualify under the loan forgiveness program of the Education Trust Fund. Work such as that targeted to addressing problems of inadequate education, child care, public safety and health care would be emphasized.

There should be an office within the new Trust Fund or ACTION to serve as certifying agent to ensure that service work entered into in order to qualify for loan forgiveness meets the certification criteria and that there will be overall accountability in the service programs. There should be consultation on this with designated state authorities, including the National and Community Service Act state advisory commissions and regional VISTA offices.

The Trust Fund should develop an outreach plan to ensure that there is broad awareness of this national service option. In addition, colleges should be encouraged to include in their recruiting materials facts on loans and repayment options, and existing national service programs should recruit more aggressively on college campuses. The Trust Fund could also seriously consider allowing young people to participate in certified service programs before going to college, earning the credit before expending the loan.

STRUCTURE OF THE REVITALIZED ACTION AGENCY

9. Federal service programs need strong leadership and funding. The next President should make the appointment of an outstanding director and deputy director of the revitalized ACTION agency a high priority. They should be eminently qualified, experienced, visionary and committed to public service. The importance of community service in bringing citizens together in common cause must be understood. The most committed and experienced staff should be recruited for filling political and career positions in Washington and the field. Immediate steps should be taken to improve the morale of the agency's career staff.

Program directors for VISTA, the Older Americans Programs and the National and Community Service programs should report to the director. A formal partnership with the Peace Corps should be quickly established as well as high level liaisons with the proposed Education Trust Fund and the Departments of Education, Labor and Health and Human Services. There should also be an overarching board that links all the programs. A review of smaller service projects in various departments, such as the Student Literacy Corps in the Department of Education, the Community Partnership Demonstration Grant Program in the Office for Substance Abuse, the Service Corps of Retired Executives Association in the Small Business Administration and Tax Counseling for the Elderly in the Internal Revenue Service, should be undertaken by the director to assess whether the constituents would be better served if the program were transferred to the agency. It would make sense, for example, for Tax Counseling for the Elderly to stay at the IRS.

FUNDING FOR SERVICE PROGRAMS AND OUTREACH

Sensitive to concerns about the federal budget limits and the cost-effectiveness of community service, the new agency should request funding that reflects a streamlined administration and improved programs that meet the needs of Americans. To carry out the key ACTION, Commission and other programs, a minimum of \$350 million should be requested for FY94. This level of funding is consistent with FY93 and would allow the recruitment, training and outreach initiatives to be developed and launched. Future funding requests should reflect increases as participation in service becomes an integrated and permanent part of each American's life.

In addition, we can expect that as participants in the proposed Education Trust Fund graduate from college and seek positions in these federal service programs, the programs will have to expand. The programs should grow by approximately \$250 million per year to reach \$1 billion over four years. This modest investment will continue to yield enormous dividends for meeting the serious challenges confronting the nation.

CONCLUSION

Presidential leadership is crucial if federal service programs are to serve as the catalyst to encourage and promote greater citizen participation and create expanded opportunities for "citizen service." The Education Trust Fund and the revitalized ACTION agency have the potential to enable a vast array of Americans to become committed to national service and provide the President with new opportunities to promote service.

The challenge to the next President is to inspire and support a new national effort to put people first through national and community service, and a renewed national commitment to civic responsibility.

(2) **DUTIES.**—The Director shall advise the Board concerning developments in volunteer or national service that the Director determines merits the attention of the Board, identify promising service initiatives, and coordinate the work of the Board with the work of other Federal agencies involved in service activities and in the design of a competitive grant to provide assistance as authorized under this title.

(e) **TECHNICAL EMPLOYEES.**—The Director may, at the discretion of the Board, appoint not more than 10 technical employees to administer the Committee. Such employees shall be appointed for terms that shall not exceed 2 years, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and without regard to the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

(f) **CLEARINGHOUSES.**—

(1) **IN GENERAL.**—The Commission shall provide assistance to not more than four regional service clearinghouses.

(2) **PUBLIC AND PRIVATE NONPROFIT AGENCIES.**—Public and private nonprofit agencies that have extensive experience in community service, adult volunteer and partnership programs, youth service, intergenerational service programs, and programs working with at-risk youth shall be eligible to receive assistance under paragraph (1).

(3) **FUNCTION OF CLEARINGHOUSES.**—National and regional clearinghouses that receive assistance under paragraph (1) shall—

(A) assist State and local community service programs with needs assessments and planning;

(B) conduct research and evaluations concerning community service;

(C) provide leadership development and training to State and local community service program administrators, supervisors, and participants;

(D) administer award and recognition programs for outstanding community service programs and participants;

(E) facilitate communication among community service programs and participants;

(F) provide information, curriculum materials, technical assistance on program planning and operation, and training to States and local entities eligible to receive funds under this title;

(G) gather and disseminate information on successful programs, components of successful programs, innovative youth skills curriculum, and projects being implemented nationwide; and

(H) make recommendations to State and local entities on quality controls to improve program delivery and on changes in the programs under this title.

(g) **PRESIDENTIAL AWARDS FOR SERVICES.**—

(1) **PRESIDENTIAL AWARDS.**—

(A) **IN GENERAL.**—The President, acting through the Commission, is authorized to make Presidential Awards for service to—

(i) individuals demonstrating outstanding community service including school-based service;

(ii) outstanding service learning and community service programs; and

(iii) outstanding teachers in service-learning programs.

(B) **NUMBER OF AWARDS.**—The President is authorized to make one or more individual, one or more teaching, and one or more program awards in each Congressional district, and one or more Statewide individual program and teaching awards in each State.

(C) **CONSULTATION.**—The President shall consult with the Governor of each State, and with the Board, in the selection of individuals and programs for Presidential Awards.

(D) **PARTICIPANTS IN PROGRAMS.**—An individual receiving an award under this subsection need not be a participant in a program assisted under this title.

(2) **INFORMATION.**—The President shall ensure that information concerning individuals and programs receiving awards under this subsection is widely disseminated.

(h) **REPORT.**—Not later than January 1, 1993, the President shall prepare and submit to the Committee on Labor and Human Resources of the Senate and the Committee on Education and Labor of the House of Representatives, a report containing recommendations for the improvement of the administration and coordination of volunteer, national, and community service programs administered by the ACTION Agency, the Commission on National Service, and other Federal entities. Such report shall include—

(1) an assessment of whether Federal volunteer, national and community service programs could be more cost-effectively and efficiently administered by a single Federal entity or fewer entities, including an estimate of any cost savings that could be achieved by consolidating or centralizing the management of such programs; and

(2) a description of the roles and responsibilities of the ACTION Agency, the Commission on National Service and other Federal entities in developing and coordinating National policy on voluntarism and national and community service and any recommendations for clarifying or altering the missions and responsibilities of such entities which may be appropriate.

TITLE II—MODIFICATIONS OF EXISTING PROGRAMS

Subtitle B—Publication

SEC. 201. INFORMATION FOR STUDENTS.

Section 485(a)(1) of the Higher Education Act of 1965 (20 U.S.C. 1092(a)(1)) is amended—

(1) by striking out “and” at the end of subparagraph (J);

Basic Principles for Implementation of the Clinton National Service Program.

Introduction: *As the Clinton transition team prepares to define the parameters of a national service system, we urge an inclusive, comprehensive approach that builds on and consolidates existing systems and provides Americans of all ages, backgrounds and circumstances opportunities to serve. The college loan forgiveness program articulated by President-elect Clinton during the campaign and in recent days by transition staff will be a welcome new component to an existing array of service opportunities available through the National and Community Service Act and the Domestic Volunteer Service Act (which includes VISTA and the Older American Volunteer Programs). The principles outlined below are intended to assure that the new college loan forgiveness program is developed in the context of a larger national service system that provides service opportunities to non-college bound youth, older persons, and others in our society who would welcome the opportunity to contribute.*

1. The Clinton National Service Program should be designed to achieve four basic goals:

- **Citizenship.** We must change the way we educated our [young people] *citizens* so that civic participation, including lifelong community service, is the common experience and expectation of every American.
- **Community Rebuilding.** By engaging [young people] *all Americans* in service and organizing their efforts to meet pressing local needs, we can help rebuild the physical and human infrastructure of neighborhoods across the nation, reconnect Americans [youth] *of all ages* to their communities, and remind [citizens everywhere that youth] *them that they* are an important national resource. Specifically, service opportunities should respond to community needs in the areas of public safety, education, the environment, and human service.
- **[Youth] Opportunities to Serve.** The time and talents of too many young *and older* people are wasted because our nation fails to provide sufficient opportunities [for youth] *to serve*. The Clinton National Service program should structure service programs to enable [youth] *citizens of all ages and of all backgrounds* --including the "forgotten half" who are not college bound --] to gain experience, job skills, self-esteem, leadership skills, [and] access to further education, *and opportunities to serve as resources*.
- **Unity.** Too few American institutions bring together individuals of different *ages*, socio-economic backgrounds, races, and ethnicities in a common cause. National service can be a way to build bridges among diverse groups and foster racial understanding and harmony, *and intergenerational partnerships*.

2. The Clinton National Service Program should include reauthorization of the National and Community Service Act, due for renewal in 1993, and the Clinton loan forgiveness program should be a part of this existing national service effort.

(use above text in place of numbers 3 & 4 on November 13 draft)

3. The Clinton National Service Program should include and build on existing proven federal programs such as VISTA and the Older American Volunteer Programs -- Retired Senior Volunteer Program (RSVP), Foster Grandparents, and Senior Companions -- which are authorized by the Domestic Volunteer Service Act, legislation also due for reauthorization tn 1993.

4. **The [system] Clinton National Service Program** should allow for participation by *people of all ages, and those parts of the system focusing on youth should include non-college-bound youth as well as those who are college-bound or college graduates.* The nation needs all of its [youth] *people* to be united in a common purpose. Service should not become the province of the elite or the needy *or young people alone.* Opportunities should be available for [youth] *persons* of all ages, races, genders, abilities and disabilities, and economic backgrounds.

5. **The [system] Clinton National Service Program** should provide for public-private partnerships and leverage state, local, and private resources. [Unlike a federally operated national service system, the Clinton program] *The new National Service system* should involve major roles for state and local government and non-profit organizations with expertise in meeting community needs and organizing [young] *people of all ages* in service. Costs of the programmatic aspects of the system should be shared among federal, state, and local government and participating non-profit organizations. Such a system will be stronger and more sustainable in the long run, be more responsive to community needs, and allow for a significant non-federal fiscal contribution to the program.

6. **The [system] Clinton National Service Program** should not be dominated by the military. The military infrastructure, facilities, and personnel should not become the backbone of the national service system, either administratively or programmatically. There may, however, be significant linkages at the state and local level with the military infrastructure which could benefit the national expansion.

7. **Governance of the [system] Clinton National Service Program** should be bi-partisan at every level. The existing Commission on National and Community Service is governed by a bi-partisan board appointed by the President. This model, because of its staying power and inclusive message, should be replicated at the state and local level.

8. **People of all ages [Youth]** should play significant leadership roles in **the Clinton National Service Program.** The design and implementation of a national service system should include significant and substantial participation by [young] *people of all ages* -- from the local program level up through the national leadership.

9. **The [system] Clinton National Service Program** should be complementary to other new initiatives. The programmatic definition of national service should be consistent with other proposals, including welfare reform, workforce development, and educational reform.

10. **The Clinton National Service Program** participants must not displace paid workers. In order to ensure that the national service system provides additional services beyond those that would otherwise be provided and to protect the jobs of currently employed persons, it is essential that participants not take on roles currently performed by regular employees. Strong measures should be included to ensure that displacement does not occur.

PRESIDENT CLINTON'S CALL TO NATIONAL SERVICE PUBLIC ALLIES' PERSPECTIVE

America today is filled with a new sense of hope. To bring our country together and solve the pressing problems of our communities, and to make higher education affordable to all Americans, President-elect Clinton has proposed the creation of a National Service Trust. Under this program, young people would serve their country and their communities for one or two years, in exchange for a stipend during their time of service and vouchers for education or other benefits upon completion of service.

PUBLIC ALLIES' Recommendations for National Service

PUBLIC ALLIES trains diverse young people as leaders through an innovative year-long program. These young people, known as "Public Allies", are placed in one-year full-time positions at a range of non-profit organizations and government agencies, work on community problems as a team outside of their individual jobs, and also receive leadership training.

From our experience helping young people work in their communities, PUBLIC ALLIES recommends that the national service program should:

- **encourage Americans to come home again.** National service should rebuild America's sense of community by providing young people with opportunities to serve in their home communities.
- **create community.** There is a sense in America that we cannot survive as a nation of only rugged individuals, but that we have to provide young people with communities outside of their schools and homes. Whether in group programs or in individual programs with an intensive team component, young people from diverse backgrounds should have the opportunity to be part of a community that supports them, and to engage in efforts larger than themselves.
- **listen to local communities.** In order to succeed, national service must be a part of, not an imposition on, our communities. Local individuals and groups must take part in designing and implementing service programs in order to build long-term support and strengthen capacity for problem-solving in communities.
- **give young people a voice.** Young people's continuing participation in planning the National Service program is vital to ensure that those who President Clinton asks to serve will answer his call.
- **decentralize, not centralize.** Provide a slim, non-bureaucratic entity to allocate resources to a diverse and innovative range of intermediary organizations which can more accurately assess, and more efficiently meet, community needs.

- **invest in the individual.** Focus resources on organizations which have low overheads, so that young people and communities receive the maximum benefits.
- **maximize choice.** A flexible program offering a broad range of opportunities will encourage the participation of young people from different backgrounds and address the varied needs of specific communities.
- **reward innovation and results.** Young people should apply for vouchers to participate in the National Service Trust. Certified organizations would then compete for "vouchered" young people to participate in programs which meet the needs of both young people and communities. Inviting organizations to compete for "vouchered" participants will encourage competition and innovation, and reward successful efforts.
- **learn from experience.** Involving the non-profit sector will engage individuals and organizations who have led our country in the design and implementation of social services.
- **encourage entrepreneurship.** Encourage young people to start their own public service projects. Funding and team-based training for such entrepreneurial projects could be managed through an organization like PUBLIC ALLIES.

What is PUBLIC ALLIES?

The leadership needed to solve America's problems already exists in our communities. PUBLIC ALLIES is a unique privately funded non-profit organization which connects young leaders from diverse communities with existing non-profit organizations and government agencies which address pressing issues in our communities and our country.

PUBLIC ALLIES is a multi-cultural non-profit organization designed to help young people, in all their diversity, take leadership in improving our neighborhoods and our nation through a long-term commitment to public life. Our Apprenticeship Program is one of many innovative models for President-elect Clinton's national service initiative.

"Public Allies":

- work together in a team to address one issue that impacts their community.
- serve for a year in a full-time placement at a community-based or national non-profit organization, community development corporation, or government agency.
- learn, through weekly training, the skills that will make them more effective in their individual placements and their team projects.

The PUBLIC ALLIES Apprenticeship Program began in September of 1992 in Washington and has received excellent feedback from the organizations and agencies in which young people are placed and from the community at large. The team of "Public Allies" represent a variety of racial, ethnic, economic, and educational backgrounds and have chosen to work on economic development in a low-income community in Washington, DC as their team project for the year.

Lessons Learned from Creating PUBLIC ALLIES

For over one and a half years, PUBLIC ALLIES staff and volunteers interviewed young people and experienced community leaders to design and implement a program to meet the needs of young people and their communities. From our experiences, PUBLIC ALLIES has learned that:

- young people from different cultural, socio-economic, and educational backgrounds can work together as an effective team. Diversity is a strength and not a weakness in solving community problems.
- non-profit organizations and government agencies are interested in young staff who, as a result of support and hands-on training provided by an outside organization, are ready to hit the ground running. In fact, organizations are willing to invest substantial financial resources to develop young people as public leaders and as future staff.
- for any innovative program to be effective, young people and leaders from the communities involved must be engaged in the design and implementation of the program.
- programs to involve young people in community problem-solving can be run at low cost and funded by innovative public-private-non-profit partnerships.

PUBLIC ALLIES: Meeting the Demand for National Service

The expansion of the PUBLIC ALLIES Apprenticeship Program model depends on the creation of an innovative partnership between the public, private and non-profit sectors. To date, PUBLIC ALLIES has raised \$750,000, primarily from private foundations, but also from non-profits, corporations, individuals and unions. These funds support the Pilot Program in Washington and the new Regional Office in Chicago, as well as the national office which conducts all evaluation and expansion of the PUBLIC ALLIES model to new sites. Because of support for our programs across the nation, we have begun planning to replicate our project in four to six cities around the country by 1994, beginning with Chicago in 1993.

THE CHRONICLE OF PHILANTHROPY.

ISSN 1040-6718 • Copyright © 1992 by The Chronicle of Philanthropy

The Newspaper of the Non-Profit World

Vol. V, No. 5 • December 15, 1992 • \$3

NATIONAL SERVICE: A BOON FOR CHARITIES?

Bill Clinton's plan would deliver legions of much-needed workers, but some say program will fail if it grows too big too fast

By KRISTIN A. GOSS
and ELIZABETH GREENE

TENS OF THOUSANDS of young people could soon be going to work for charities if Bill Clinton gets his way.

The President-elect has said that one of his top five priorities will be to persuade Congress to pass a plan that would allow young people to pay back federal college loans by performing community service.

Although Mr. Clinton has not revealed the specific details, many non-profit officials are enthusiastic about his idea, saying their groups have too much work to do and not enough people to do it. But numerous charity leaders warn that the anticipated boon could degenerate into a boondoggle. They say careful planning is needed now to make sure that charities can handle what is likely to be a large influx of new workers into social-service, environmental, education, and other public-interest jobs.



Alan Khazel of City Year, a Boston youth-service group, with some of its participants: "There's a whole wealth of untapped idealism out there waiting to be championed."

Most non-profit leaders say that a national-service program, if carefully implemented, would almost certainly increase the number of poor kids who go to college, awaken a civic spirit among young people, and help charities meet needs that they now cannot. Non-profit officials also see long-term benefits: The program could broaden the pool of adults who give time and money to charity and help develop a much-needed new generation of non-profit leaders.

Mr. Clinton's interest in a national volunteer program gives the non-profit world a long-awaited chance to show off some of its best work in youth

service, a field that took root in the mid-1980's and has grown and flourished largely without federal assistance. The Clinton team is looking at a number of non-profit organizations—several of which were started by young people—as possible models that could be expanded across the country.

Aides to Mr. Clinton who are developing plans for a National Service Trust Fund say that a series of options on how to turn the concept into reality, as opposed to a unified proposal, will be presented to the President-elect this month. Several groups interested in youth service have sent the Clinton team their ideas. (See story on Page 8.)

Non-profit leaders say the success of the program will hinge on how well the Clinton team works out some thorny details.

Among the concerns:

► **Implementation.** Some non-profit leaders worry that the Clinton Administration will make the program too big too fast, leading to a huge failure and widespread cynicism among young people about public service. They stress the importance of testing Mr. Clinton's idea on a small scale first and insuring that a big new federal program does not overwhelm the existing youth-service organizations and other non-profits.

► **Financing.** With many charities imposing hiring freezes or laying off workers because of declines in revenues from government and private sources, most say they would be unable to pay a full, or even partial, salary to

HOLIDAY NOTICE

This is the last issue of *The Chronicle of Philanthropy* before the holidays. The next issue, dated January 12, will be mailed on January 7.

Continued on Page 8



Charity Faces Questions

Larry Jones (above) runs Feed The Children, which bills itself as one of America's most-efficient charities. Now it faces questions about how it counts gifts. Story on Page 22.

Relief for Somalia

International relief groups hope the presence of U.S. troops in Somalia will encourage Americans to give more to help the country's starving people. Story on Page 6.

Books	31
Coming Events	38-40
Deadlines	40-43
Directory of Services	41-43
The Face of Philanthropy	4-6
Foundation Annual Reports	24
Giving	8-16
Grants	12-16
Ideas & Resources	32-35
Letters & Opinion	36-38
Managing	22-31
My View	36-37
News in Brief	11, 18
People	29-30
Professional Opportunities	45-51

A complete guide to this issue appears on Page 3.

Charities Praise Clinton National-Service Plan but Worry It Might Grow Too Fast



Kadria L. Thompson, a senior at Pennsylvania State University: "If my career is promising, I don't know whether I would give that up" to repay student loans through national service.

Continued from Page 1

the young people involved. The government, non-profit leaders say, would have to provide a stipend to the participants.

► **Training.** Who would train the participants to fill hands-on roles serving others? Could non-profits accommodate young people in jobs that involved more than clerical duties? Many non-profits mention office work and fund raising as areas where they would be most likely to use young people.

► **Placement.** Who would decide where the young people go, and how much say would local charities have in determining what the most important needs were?

► **Effects on non-profit workers.** Would higher-paid employees be displaced by cheap labor, and would the program depress already low wages in the non-profit world?

► **Hidden costs.** Who would pay the costs of the health insurance, training, and equipment necessary to make community service attractive and valuable to young people?

"I'm not sure that the voluntary sector is ready for a vast infusion of people" without careful selection, training, and supervision of the new workers, says Brian O'Connell, president of Independent Sector, a coalition of 850 charities and grant makers. "Just putting people in community service because it appears to be good, without that kind of preparation could result in the opposite effect than is intended."

Larry Brown, president of WAVE (Work, Achievement, Values & Education), a Washington group that runs employment and education programs for high-school dropouts and develops curricula to keep students in school, says that as a manager of a non-profit, he has questions about how widespread national service would work: "How do you pay for it?

How do you manage it? How do you implement it? How do you make it meaningful?"

But, he adds, "those are the fun problems to solve. When you add a resource, that's a much more rewarding challenge to have to handle than what we've been doing since 1980, which is figuring out how we're going to [make] do with less resources."

Questions About Benefits

Several observers caution against exaggerating the potential benefits of a national-service program to young people, to non-profits, and to society at large.

A fundamental question that a few have begun to ask: Will adding tens of thousands of eager young people to the non-profit work force cause a commensurate decline in welfare dependence, environmental decay, drug abuse, and other complicated social problems?

"While having volunteers might make some differences at the margin, the problems go much deeper than that," says Leslie Lenkowsky, president of the Hudson Institute, a research organization in Indianapolis.

"Will the impact be proportionate to the increased number of workers?" asks Mr. Brown of WAVE. "The answer is probably No." But he says the program is as much about "developing a different ethic of community service" as it is about adding people to social-change efforts.

Doug Bandow, a senior fellow at the Cato Institute, a Washington think tank, says it's not the government's role to determine which jobs are more socially beneficial than others. "I don't think there's any difference in principle between putting books on the shelf at a public library and putting books on a shelf at a bookstore," he says. "It's a crazy distinction that somehow one of them infuses you with

National-service plan must build on local efforts: My View, Page 36.

Clinton Aides Get Advice From Young People on Plan to Spur Community Involvement

Young people are providing some of the earliest advice to President-elect Bill Clinton's transition staff on how to structure his proposal for a National Service Trust Fund.

A common thread: Don't create a big federal bureaucracy, but expand and work through the successful local community-service projects that already exist.

Clinton aides seem to hear the message. "There's no sense reinventing the wheel," says William A. Galston, a professor at the University of Maryland's School of Public Affairs who is leading the national-service transition team that is developing a series of options for Mr. Clinton to consider.

Among the groups that are advising the Clinton team:

The Young People's National Service Coalition. A group of several dozen people, mostly in their 20's, who work in the youth-service field or have a personal interest in national service, the coalition came together just after the elec-

tion to hammer out a proposal for what they call AmeriCorps.

Mr. Clinton's aides have said the national-service proposal is on a fast track, but the coalition is urging the President-elect to move slowly and consult a wide array of young people. "We, as a generation, are living through the legacies of policies designed as hasty political remedies rather than as carefully crafted long-term solutions," the group wrote in a draft of a letter to Mr. Clinton.

AmeriCorps would be a "loose confederation" of people united under a visible logo or common uniform who dedicate a year of service to an established youth or conservation corps, a local or national non-profit, a project created by the participant, a community-service program on a college campus, or an existing federal program like the Peace Corps or VISTA, the domestic volunteer corps.

The young people's coalition recommends that the government send national-service recruiters

onto high-school and college campuses, place information at driver's-license bureaus, or send a mailing through the Social Security system to all Americans when they turn 18.

The federal government would provide a living-expenses stipend for the young participant, a benefit—not necessarily a college-tuition voucher—for completing a year of service, and a small percentage of the cost to the charity of taking on an AmeriCorps volunteer. The local non-profit or service program would be required to raise the rest of the operating costs.

A federal entity would offer a training curriculum, a set of national standards, and technical assistance.

Public Allies. The Washington-based group—which Mr. Clinton's national-service aides are looking at as a potential model for his national program—was founded last year by Vanessa Kirsch, then 25 years old. The group places young people 18 to 30 years old in year-

long "apprenticeships" with public-interest and community-based groups, as well as government agencies.

Public Allies has been asked by the Clinton transition team—which includes Melanne Verwee, a former Public Allies board member—to submit information and recommendations about how the National Service Trust Fund should be structured.

In a draft of its recommendations, the group suggests that young people be offered "maximum choice" in how they fulfill their community-service option and that young people be involved in "all levels of the design and implementation" of national-service programs.

It also suggests that the federal government not impose its ideas on local communities, but rather involve local leaders and groups in designing and implementing the program.

"The image of national service should not be young people flock-

ing off college campuses and going into communities," says Ms. Kirsch. "What I really want to see is including young people from the communities, encouraging them to go into public service, then encouraging them to go to college. I think that's what the communities want."

Major youth-service organizations. The boards of eight national and local groups—several of which were founded and are run by young people—have written a joint proposal outlining a series of steps that the President-elect should take for his trust fund to succeed.

The coalition has enlisted former Ohio Gov. Richard F. Celeste, a Peace Corps director under President Carter, to serve as their representative to the Clinton transition team.

In their statement, the groups recommend that Mr. Clinton:

► Include money to build the "infrastructure of national and community-based agencies so they

Continued on Page 10

the public good and the other one doesn't."

For now, the transition team advising President-elect Clinton is leaving such matters to the philosophers and is seeking opinions on 33 technical questions that will have to be answered before any legislation can be proposed. Those questions include:

- How many "service slots" should be made available and how should participants be matched with those slots?

- Who should be eligible to participate, and what type of community service would qualify students for loan forgiveness?

- How quickly can the program be phased in nationwide?

- Should students be able to fulfill the community-service requirement before or after college, or both? (Mr. Clinton is said to favor giving young people both options.)

- Should part-time community service apply toward repayment of college loans, or should only full-time work qualify?

Plan 'on a Very Fast Track'

The key members of the Clinton transition staff who are working on national service are Bruce Reed, who was issues director for the campaign and is now a top domestic-policy adviser; Melanne Vermeer, a friend of Mr. Clinton's since college who resigned from her job as executive vice-president of People For the American Way, a Washington-based civil-liberties group, to work on the transition; and William A. Galston, a professor at the University of Maryland's School of Public Affairs who is a senior adviser to the Democratic Leadership Council, the group of centrist Democrats that Mr. Clinton helped form in the mid-1980's.

Ms. Vermeer says the trust-fund proposal is "on a very fast track. I think you're going to see this thing evolving very quickly."

One important point that is becoming clear, Ms. Vermeer says, is that the federal government will probably not be able to afford to offer the community-service option to anyone who wants to take it. That is a departure from Mr. Clinton's statement during the campaign that, in contrast to paying off loans in cash, he would "much rather see everyone—whether they're rich or poor or middle class—pay back the debt by going back home and serving their communities."

Fiscal constraints could dash one big hope of youth-service leaders, that a federal community-service program would build bridges between young people of diverse races and classes.

Fears of 'Caste System'

If community-service slots are allocated based on a young person's financial need, as student loans are, the national service trust could create "a caste system that children from better-off homes will not be encouraged to think that they've got any sense of obligation to their country, whereas children from less-well-off homes will be," says Mr. Lenkowsky, who is a member of the Commission on National and Community Service, a body created by Congress to distribute grants under community-service legislation passed in 1990.

Mr. Lenkowsky adds: "We are basically saying to some young kid who has worked hard all his life to get a college degree and is working his way up the socioeconomic ladder, Before you go become a successful lawyer, doctor, businessman, or journalist, we're going to expect you to spend two years doing community service."

Cost a Big Question

A big unknown is how much the government can afford to spend on the program. Mr. Reed has estimated that it could cost \$7.5-billion a year—but the cost would depend on how much of students' loans the government will forgive, among many other considerations.

Ms. Vermeer says the team is looking at a variety of "potential

models" that could be quickly spread nationally. They include City Year, a four-year-old Boston group that brings diverse young people together for a year of community service; Public Allies, a year-old Washington organization that trains and places young people in government and non-profit jobs; and New York's eight-year-old City Volunteer Corps, which put 650 primarily low-income youngsters in 300 non-profit assignments last year. All three groups contribute a modest amount in salary or living expenses for their participants; City Year and the City Volunteer Corps also provide a \$5,000 tuition voucher at the end of a young person's term of service. (Ms. Vermeer served on the Public Allies board for a year, but has re-

signed to avoid a conflict of interest.)

Besides the options developed by members of his transition staff, Mr. Clinton is also likely to look to the national-service proposal unveiled last week by the Progressive Policy Institute, the research arm of the Democratic Leadership Council.

In its transition blueprint, *Mandate for Change*, the institute recommends that Mr. Clinton create a "Citizens Corps." He should start by asking Congress to provide \$2-billion to create "large-scale national service demonstration projects around the country" that would involve 200,000 young people within a year and would "rely heavily" on non-profits, it says.

To reduce the risk of volunteers'

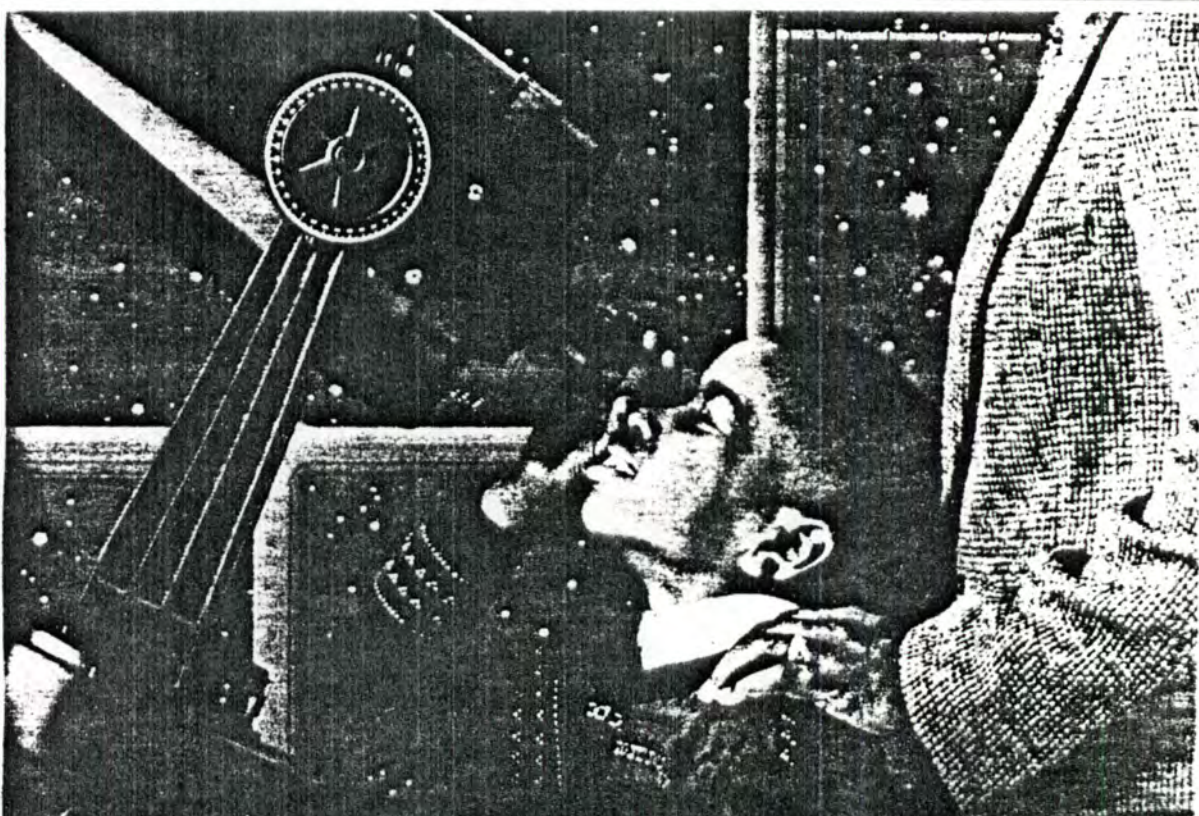
being given meaningless assignments, a non-profit would be expected to pay a fee, perhaps \$1,000 a year, for each volunteer it sponsored. The young people would receive vouchers of \$10,000 for each year of service to pay for college tuition, vocational education, job training, or a down payment on a first home.

One controversial recommendation—which Mr. Clinton is likely to oppose—would eventually require students to do community service through the Citizens Corps in order to receive federal student aid.

A 'Bold Idea'

Roger Landrum, executive director of Youth Service America, a Washington-based advocacy and

Continued on Page 10



More students would be looking to higher education if more colleges helped raise their sights.

It's not just a lack of funds that keeps many students from college. Often it's lack of encouragement. And preparation. That's why The Prudential Foundation provides funding to encourage colleges and universities to continue developing programs that benefit pre-college students from elementary to high school. Our grant to New Jersey Institute of Technology is a prime example.

The Center for Pre-College Programs at NJIT develops and conducts a wide range of programs for students and teachers in Newark and other urban areas of Northern New Jersey. These programs are designed to raise aspirations and

enrich backgrounds in science and math. The Center also provides counseling that will encourage students to pursue higher education and careers in engineering, science and technology.

We're committed to fostering cooperative efforts like this. Because with more programs like these, more students who would never have considered college before — will end up going. Then things will really start looking up.

If you would like more information, contact: The Prudential Foundation, Dept. ED-CP, 15 Prudential Plaza, Newark, N.J. 07102.

The Prudential
Foundation

Helping in ways that help the most.™

National-Service Plan: a Boon to Non-Profits?

Continued from Page 9

technical-assistance group, calls Mr. Clinton's proposal a "bold idea" that is generating tremendous excitement in the youth-service field. But he adds: "We're very anxious about how it's going to be done and whether it's going to be intrusive on the field or whether it's going to reinforce what's already there."

Richard A. Foot, president of the Cambridge (Mass.) Family YMCA, which is nestled between two expensive private universities—Harvard and the Massachusetts Institute of Technology—is the sort of person who is likely to feel the impact of a national-service program. Asked if he could employ a bunch of graduates from nearby colleges, he says: "The direct answer is, No, I wouldn't have those resources now." However, he adds, "the value of the program is such that we'd make every conceivable effort to get those resources."

Ms. Verveer, the Clinton adviser, says "there is an expectation" in the Clinton camp that the government would contribute to a living-expenses stipend for people who have taken the community-service option. At the same time, she says, "there's also a hope or expectation that the non-profits will make some contribution to that as well."

Not every non-profit would be able to do so, says Jim Little,

executive director of the Veritas Therapeutic Community, a residential drug-rehabilitation program in New York. "We wouldn't have any money to pay them," he says. "What we would be willing to provide would be placement, training, supervision, and experience."

How young people are placed in community-service work also could strain the successful implementation of the program.

Worries About Careers

Some college students worry that if they choose to do community service to pay for their education, they will end up derailing their careers and gain little work experience that could enhance their future job prospects.

Kadricia L. Thompson, a senior at Pennsylvania State University, says she would be interested in repaying her \$25,758 in college loans through the proposed program only if she could split her time between community service and a full-time job in her field of interest, broadcast journalism. "If my career is promising, I don't know whether I would give that up," she says.

"Hopefully it just won't be make-work jobs," says Geoffrey F. Green, a sophomore at Duke University.

For their part, charities want to have some say in how young people are distributed throughout the community.

"I would like to see some community control of how that program works, and what we established as the needs within the county," says Nicola Baptiste, director of the Community Against Sexual and Domestic Violence, a battered women's shelter and advocacy program in Taos, N.M.

"Nobody could just assign anybody to this agency without my approval," says William A. Kinnear, executive director of the Boys and Girls Clubs of Columbus in Ohio. "I wouldn't accept them—simple as that." He says that organizations that work with kids have extensive screening procedures and employment guidelines for prospective workers and volunteers.

Veronica A. Parke, executive vice-president of Martha's Table, a Washington soup kitchen, says it's essential that the Clinton plan emphasize good training for the program participants. She believes a national organization should be responsible for that work and that more-tailored training should be conducted by participating charities.

"It would take quite a lot of staff time to do it well," Ms. Parke says.

A Source of New Leaders

Many charity leaders say they believe the benefits to the non-profit world will prove as important as the benefits to individual students.

"All of us in the non-profit business have worried about where we are going to find the next leaders," says Mr. Brown of WAVE. "This is an ideal way to stimulate interest."

Others question whether the national-service program really could



Jim Little, who heads a New York drug-rehabilitation center: He says he "wouldn't have any money" to pay young people who came to his organization under a proposed national-service program.

live up to its billing as a recipe for compassion and good citizenship.

"This doesn't encourage you to go out and help the poor," says Mr. Bandow of the Cato Institute. "It says, If you want to get a student loan and you want a good way to pay it off, here's a good way to do it. We're appealing to people's mercenary instincts."

Supporters of the Clinton plan say that young people want the opportunity to serve others, but that the financial realities they face stand in the way. "A number of students make career choices based not on what is their really passionate calling, but on the

amount of money that they feel they need to make when they get out of college," says Barbara B. Reinhold, director of Smith College's Career Development Office.

Alan Khazai, who with a Harvard Law School classmate, Michael Brown, founded City Year, says that "there's a whole wealth of untapped idealism out there waiting to be championed" and predicts that the Clinton Administration will "have more than enough young people who are dying to do this."

He adds: "The American people are going to fall in love with national service if it's done right."

Top Clinton Adviser Calls for End to Mail Subsidies for Non-Profits

WASHINGTON

A top economic adviser to Bill Clinton is calling for the gradual elimination of non-profit mail subsidies. He says phasing out the subsidies could shave \$1.5-billion off the federal deficit by 1996.

The recommendation, made by Robert Shapiro, an economist, is included in *Mandate for Change*, a blueprint for economic, health-care, and education reforms released last week by the Public Policy Institute. Mr. Shapiro is vice-president of the institute, the research arm of the Democratic Leadership Council. Mr. Clinton helped found the council and the institute's recommendations are expected to be taken seriously.

The suggestion to phase out fed-

eral allocations for non-profit mail follows massive cuts in the subsidies made by Congress earlier this year.

The spending cuts did not cause non-profit postal rates to go up because Congress has imposed a year-long freeze on the rates.

Mr. Shapiro attacked the postal subsidies—and numerous other subsidies that help specific types of organizations—by saying they reflect an economic policy shaped by the influence of special-interest groups, "undermine the nation's economic productivity as well as put a strain on the budget," and "can enable the favored sectors to avoid taking steps necessary to become more productive."

—HOLLY HALL

Making It Safe to Give for Somalia

Continued from Page 7

helping to provide direct services. Mr. Walden said he requested that military planes be used to help transport some relief supplies.

'A Finite Pool'

He added that fund-raising efforts to provide personal items or food for the troops in Somalia may also prevent relief groups from seeing big increases in donations. "We'll undoubtedly see Christmas flights of supplies for the troops," he said. "But all of that money comes from a finite pool, so that's money we won't be getting."

Even if the U.S. military in-

volvement and the heightened media coverage do translate into a rise in contributions, several groups fear donations may still fall far short of what's needed.

"I would anticipate that we'll see a surge in contributions, both medical products and money," said Ann Carlos, president of Direct Relief International, which is based in Santa Barbara, Cal. "The problem is that it may not be long enough or large enough to cover the needs that we have. Our experience is always that you open up a little window of opportunity for people to participate, but it closes pretty fast."

Clinton Aides Get Advice From the Young

Continued from Page 8

may accommodate the massive influx of volunteers."

► Insure that the National Service Trust Fund provides "a common and meaningful experience" for young people of different races, cultures, and classes.

► Build upon "the broad range of high-quality programs that exist today."

"Unless it's done in a collaborative way with the pool of leadership that is out there in the country, the chances of success are very slim," says Roger Landrum, executive director of Youth Service America, a Washington-based advocacy and technical-assistance group that helped develop the proposal.

Other sponsors include the Campus Outreach Opportunity League, which helps develop service programs at colleges; the Points of Light Foundation, a national non-profit created out of the Bush Administration's calls for more volunteerism; and City Year, a Boston youth corps that Clinton aides have also cited as a potential national model.

Working Group on Youth Service. The 40-member coalition of local, state, and national groups interested in youth policy has recommended that Mr. Clinton create a system that is locally operated and supported in part by contributions from local foundations and corpo-

rations. The system should be open to all kids, regardless of their college ambitions, and try to involve a million young people in full-time community service by the end of the decade.

Who Will Run Program?

One of the major structural questions on the minds of many in the youth-service field is what entity will administer the program.

"The great specter in all of this is that it would be run by the military," says Mr. Landrum.

Responds Mr. Galston, the Clinton transition aide: "There hasn't been a lot of discussion of that."

Ms. Verveer says that "one of the most likely places" that the trust fund could be housed is the Department of Education.

But many non-profit leaders would like to see the fund administered by the Commission on National and Community Service, a body that has enjoyed widespread approval among youth-service leaders since it was created by Congress to distribute grants under the National and Community Service Act of 1990.

"This is special, and it needs to have its own special agency," says Toni Schmiegelow, executive director of New York's City Volunteer Corps, which places mainly low-income kids in non-profit assignments and is considered by

Clinton aides to be a potential model.

Catherine Milton, the commission's executive director, says the body is holding hearings this month around the country to solicit opinions from policy leaders and young people about how the trust fund should work. She can see three roles for the commission: distributing the money for national-service participants, developing a common training curriculum for young people, and certifying community-service programs to participate in the federal program.

Care Is Urged

Leaders of non-profits are almost universal in urging that the Clinton Administration move forward with great care on a national-service plan.

"If the idea was important enough to campaign on, it's important that it should now be implemented with good craftsmanship and thoughtful design so as not to discredit it," says S. Frederick Starr, president of Oberlin College in Ohio, who would like to see small-scale projects on selected campuses or in selected parts of the country before the program is instituted nationally. "The results would be far better than a headlong plunge into unknown waters."

—KRISTIN A. GOSS
AND ELIZABETH GREENE

MAIL ROOM FAX ROUTING SLIP
1120 VERMONT AVENUE, N. W.

DELIVER TO:

LOG NO# 1-5-A-4

____ SPECIFIC INDIVIDUAL Verver ROOM# 1001

____ DEPARTMENT _____

____ LITTLE ROCK (check location)

____ Governor's Mansion, ____ Transition Office, ____ Headquarter, ____ Capitol,

____ PRESIDENTIAL INAUGURAL COMMITTEE

To: Interested Parties

From: Melanne Verveer

Re: White House Position for National Service

The recommendation set forth in this memo also represents the views of Bill Glaston. Both of us have been involved in formulating options for the national service trust fund proposal. As discussions progress on the organization and the White House staff, we thought it important to underscore the need for a visible White House position on national service.

We recommend that the White House office on national service (charged with a new mission) be retained, at least until the National Service Trust Fund proposal is implemented. Ultimately, the national service responsibilities can be transferred to the new director of the agency encompassing all the existing and new service programs. Dismantling the White House office now without a designee for national service who can act on the President's behalf may make it more difficult to get the national service trust fund off the ground; moreover, it may be misinterpreted as a sign that national service will be relegated to a secondary status in the Clinton administration.

In assessing budgetary considerations and White House staff reductions, there may be interest in assigning national service to the domestic policy staff. Although the issue is one of the most important domestic policy initiatives, we believe that this is a less than optimal approach. The only way to make it workable, if this option is chosen, is for someone in domestic policy to be solely responsible for national service. However, the symbolic value of the White House office on national service would be lost. The national service job encompasses several key activities: policy development, significant public outreach, congressional consultations and political decision making. The person who assumes this responsibility needs to play a visible public role, as well as a pivotal role within the administration to ensure implementation of one of its most important policy initiatives.

Governor Clinton intends to elevate national service. Indeed, national service may well be one of the most important hallmarks of his presidency. It is, therefore, vitally important that the decisions about White House staffing arrangements be made with this in mind.

**National and
Community
Service Act
Coalition**

666 11th St.NW
Suite 500
Washington,DC
20036

(202) 737-6272
(202) 737-6277
(fax)

December 23, 1992

Melanne Verveer
Office of Mrs. Clinton
Presidential Transition Office
1120 Vermont Avenue, N.W.
Room 1008
Washington D.C. 20270

Dear Melanne:

A growing coalition of now eighty organizations that support the reauthorization of the National and Community Service Act has been meeting for several months. It is in the process of drafting a set of recommended changes that will strengthen the Act and contribute to the healthy development of the community and national service field.

A special task force of the coalition has been formed to craft a set of principles to assist the Clinton Transition Team in implementing its new National Service Initiative. They are attached along with the list of endorsing organizations.

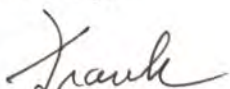
The recommendations focus on the programmatic definition and administration of the program side of the initiative. They do not deal with the technical and financial features of the trust fund itself.

We are excited by the prospect of a bold Presidential initiative with ambitious goals that will capture the imagination of the American people. We hope the President-elect challenges our citizenry in his inaugural address to serve and to support others in full-time national service.

Finally, we also hope that President-elect Clinton appoints as Director of National Service someone of national stature, who enjoys the respect of the community service field. The director should be the Sargent Shriver of the '90's, a person who understands the value of high quality programs and can lead the charge to build a public mandate for service in this country.

We look forward to working with the Transition Team in the short run and with the Clinton Administration over the next several years to build a system of National Service that is the envy of the rest of the world.

Sincerely,



Frank J. Slobig
Chair, Transition Committee
Director, Policy and Programs,
Youth Service America

*P.S. This went to Jordan,
Christopher, Tron and
Gaston. Thanks for your
unflagging interest and
support.*

Basic Principles for Implementation of the Clinton National Service Initiative

As the Clinton transition team prepares to define the parameters of a national service system, we urge an inclusive, comprehensive approach that builds on and consolidates existing programs and provides Americans of all ages, backgrounds and circumstances opportunities to serve. The college loan forgiveness program articulated by President-elect Clinton during the campaign and in recent days by transition staff will be a welcome new component to an existing array of service opportunities available through the National and Community Service Act and the Domestic Volunteer Service Act (which includes VISTA and the Older American Volunteer Programs). The principles outlined below are intended to assure that the new college loan forgiveness program is developed in the context of a larger national service system that provides service opportunities to non-college bound youth, older persons, and others in our society who would welcome the opportunity to contribute.

I. The Clinton National Service Initiative should be designed to achieve four basic goals:

- **Citizenship.** We must change the way we educate our people so that civic participation, including lifelong community service, is the common experience and expectation of every American.
- **Community Rebuilding.** By engaging all Americans in service and organizing their efforts to meet pressing local needs, we can help rebuild the physical and human infrastructure of neighborhoods across the nation, reconnect Americans of all ages to their communities, and remind them that they are an important national resource. Specifically, service opportunities should respond to unmet community needs in the areas of public safety, education, the environment, human service, and housing and health services for low-income people.
- **Opportunities to Serve.** The time and talents of too many young and older people are wasted because our nation fails to provide sufficient opportunities to serve. The Clinton National Service initiative should structure service programs to enable citizens of all ages and of all backgrounds-- including the "forgotten half" of young people who are not college bound-- to gain experience, job skills, self-esteem, leadership and community problem-solving skills, access to further education, and opportunities to serve as resources.

- **Unity.** Too few American institutions bring together individuals of different ages, socio-economic backgrounds, races and ethnicities in a common cause. National Service can be a way to build bridges among diverse groups, foster racial understanding and harmony, and intergenerational partnerships.
- **Educational Access.** The economic barriers to a postsecondary education are formidable ones, keeping millions of our nations citizens from bettering themselves through higher education. The Clinton National Service Program will give all people an opportunity to both participate in life enriching community service and break the barriers to educational access without affecting existing federal grant programs for student financial assistance.

- II. **The Clinton National Service Initiative should not be a completely federally run system.** Rather, it should build on existing federal, state and local programs, as well as national and regional non-profit organizations that have provided leadership to the national and community service field over the last decade. To create a completely federally operated program, as opposed to a federally administered system, would syphon support from state and local organizations that have grown up over the last decade. It would require the creation of tens of thousands of new federal jobs and undermine important innovations now underway in the private sector. A preferable model would use a restructured federal agency to administer grants, certify placement organizations, and promote a national esprit de corps.
- III. **The Clinton National Service Initiative should allow for participation by people of all ages.** Those parts of the system focusing on youth should include non-college bound youth as well as those who are college-bound or college graduates. The nation needs all of its people to be united in a common purpose. Service should not become the province of the elite or the needy or young people alone. Opportunities should be available for persons of all ages, races, genders, abilities and disabilities, and economic backgrounds.
- IV. **The Clinton National Service Initiative should provide for public-private partnerships and create considerable new federal resources to leverage state, local and private funds.** The new national service system should involve major roles for state and local government and non-profit organizations with expertise in meeting community needs and organizing people of all ages in service. Costs of the programmatic aspects of the system should be shared among federal, state, and local government and participating non-profit organizations. Such a system

will be stronger and more sustainable in the long run, and be more responsive to community needs.

- V. **The Clinton National Service Initiative should not be dominated by the military.** The military infrastructure, facilities, and personnel should not become the backbone of the national service system, either administratively or programmatically. There may, however, be significant linkages at the state and local level with the military infrastructure which could benefit the national expansion.
- VI. **Governance of the Clinton National Service Initiative should be bipartisan at every level.** The existing Commission on National and Community Service is governed by a bi-partisan board appointed by the President and confirmed by the Senate. This model, because of its staying power and inclusive message, should be replicated at the state and local level.
- VII. **Youth and older Americans should play significant leadership roles in the Clinton National Service Initiative.** The design and implementation of a national service system should include significant and substantial participation by young people and older Americans, particularly people of color -- from the local program level up through the national leadership.
- VIII. **The Clinton National Service Initiative should be complementary to other new initiatives.** The programmatic definition of national service should be consistent with other proposals, including welfare reform, workforce development, and education reform.
- IX. **The Clinton National Service Initiative participants must not displace paid workers.** In order to ensure that the national service system provides additional services beyond those that would otherwise be provided and to protect the jobs of currently employed persons, it is essential that participants not take on roles currently performed by regular employees. Strong measures should be included to ensure that displacement does not occur.

Appendix: Existing federal, state, and local service programs

The following state and local efforts -- as well as the national and regional leadership organizations that support them-- should be included in the Clinton National Service System:

- **State and Local Youth Corps.** Based on the Civilian Conservation Corps of the 1930's, youth corps have made a come-back in the last decade, providing full-time and summer service opportunities for more than 17,000 youth aged 15 to 24 each year.
- **School and Campus-based Programs.** Also in the last decade, schools and higher education institutions across the country have greatly expanded programs for students to become engaged in service as part of the educational process or through extracurricular activities.
- **Community-based Organizations.** Community-based organizations provide significant service opportunities for Americans of all ages, including school-aged youth after school and during the summer.

The National and Community Service Act provides support to the organizations described above. This legislation, enacted in 1990, should be the primary vehicle to support the national service network. It funds full and part-time service programs run by schools, colleges, local and state government, and non-profit organizations through:

- **Serve-America** (school aged youth) funds school-based service-learning programs, programs sponsored by youth organizations in the community, and programs to involve adult volunteers in schools.
- **Higher Education Innovative Projects** (college students) funds institutions of higher education to operate student service programs, integrate service into the curriculum, and provide teacher training in service-learning models.
- **American Conservation and Youth Service Corps** (out of school youth) supports youth corps programs involving teenagers and young adults in full-time service year-round or during the summer while they receive job skills training and education.
- **National Service Demonstration Program** (individuals 17 and older) funds experimental programs designed to test the effectiveness of large-scale national service through which participants receive scholarships and other benefits in exchange for intensive full or part-time service.

*Other federal programs that should be included in a new system include those authorized under the **Domestic Volunteer Service Act**.*

- **VISTA** (individuals 18 and older) engages more than 3,000 adults in full time service through community-based organizations each year.
- **Older American Volunteer Programs** (individuals age 60 and older) include:

Foster Grandparents, which enables low-income older Americans to serve children with special needs;

Senior Companions, which pairs low-income older Americans with frail, homebound older individuals; and

Retired Senior Volunteer Program, which places older American volunteers in a variety of service opportunities in their communities.

Additional service programs include the **Civilian Community Corps**, a federally run corps program enacted last year (the same legislation provided funding for corps programs run by the National Guard), **YouthBuild**, a program to train disadvantaged youth in the building trades while they renovate housing for the homeless (authorized for funding under the National and Community Service Act and the HOPE program), the **Summer Youth Conservation Corps**, operated by the U.S. Forest Service and the Bureau of Fish and Wildlife Management, and the **Peace Corps**, which currently supports more than 6,000 adults in service to developing countries and fledgling democracies around the world.

National and Community Service Act Coalition

National and Community Service Act Coalition

666 11th St.NW
Suite 500
Washington,DC
20036

(202) 737-6272
(202) 737-6277
(fax)

American Alliance for Rights and Responsibilities
American Red Cross National Headquarters
California Department of Education
Campus Compact
Campus Compact Center for Community Colleges
Campus Outreach Opportunity League
Child Welfare League of America
City Year
Close Up Foundation
Community Service Learning Center, Inc.
Constitutional Rights Foundation
D.C. Service Corps
East Bay Conservation Corps
Florida Conservation Corps
Generations United
Girl Scouts of the U.S.A
Kentucky's CampusServe Council on Higher Education
Magic Me
Maryland Student Service Alliance
Massachusetts Youth Service Alliance
National Assembly of National Voluntary Health and Social Welfare
Organizations
National Association of Foster Grandparent Program Directors
National Association of Public Interest Law
National Association of Retired Senior Volunteer Program (RSVP) Directors
National Association of Senior Companion Program Directors
National Association of Service and Conservation Corps
National Association of State Universities and Land-Grant Colleges
National Center for Service Learning in Early Adolescence
National Council on the Aging
National Crime Prevention Council
National Women's Law Center
Operation Civic Serve
Palmetto Project
PennSERVE
Pennsylvania Conservation Corps
People For the American Way
Project Service Leadership
Public Interest Clearinghouse
Saint Edwards University Community Mentor Program
Society for Nonprofit Organizations
Thomas Jefferson Forum
Virginia Campus Outreach Opportunity League
Women in Community Service
YMCA of the U.S.A.
YouthBuild U.S.A.
YouthBuild Coalition
Youth Service America
Youth Service America's Youth Action Council

PRESIDENT CLINTON'S CALL TO NATIONAL SERVICE PUBLIC ALLIES' PERSPECTIVE

America today is filled with a new sense of hope. To bring our country together and solve the pressing problems of our communities, and to make higher education affordable to all Americans, President-elect Clinton has proposed the creation of a National Service Trust. Under this program, young people would serve their country and their communities for one or two years, in exchange for a stipend during their time of service and vouchers for education or other benefits upon completion of service.

PUBLIC ALLIES' Recommendations for National Service

PUBLIC ALLIES trains diverse young people as leaders through an innovative year-long program. These young people, known as "Public Allies", are placed in one-year full-time positions at a range of non-profit organizations and government agencies, work on community problems as a team outside of their individual jobs, and also receive leadership training.

From our experience helping young people work in their communities, PUBLIC ALLIES recommends that the national service program should:

- **Encourage Americans to come home again.** National service should rebuild America's sense of community by providing young people with opportunities to serve in their home communities.
- **Create community.** There is a sense in America that we cannot survive as a nation of only rugged individuals, but that should provide young people with communities outside of their schools and homes. Whether in group programs or in individual programs with an intensive team component, young people from diverse backgrounds should have the opportunity to be part of a community that supports them, and to engage in efforts larger than themselves.
- **Listen to local communities.** In order to succeed, national service should be a part of, not an imposition on, our communities. Local individuals and groups should take part in designing and implementing service programs in order to build long-term support and strengthen capacity for problem-solving in communities.
- **Give young people a voice.** Young people's continuing participation in planning the National Service program is vital to ensure that those who President Clinton asks to serve will answer his call.
- **Decentralize, not centralize.** Provide a slim, non-bureaucratic entity to allocate resources to a diverse and innovative range of intermediary organizations which can more accurately assess, and more efficiently meet, community needs.

- **Invest in the individual.** Focus resources on organizations which have low overheads, so that young people and communities receive the maximum benefits.
- **Maximize choice.** A flexible program offering a broad range of opportunities will encourage the participation of young people from different backgrounds and address the varied needs of specific communities.
- **Reward innovation and results.** Young people should apply for vouchers to participate in the National Service Trust. Certified organizations would then compete for "vouchered" young people to participate in programs which meet the needs of both young people and communities. Inviting organizations to compete for "vouchered" participants will encourage competition and innovation, and reward successful efforts.
- **Learn from experience.** Involving the non-profit sector will engage individuals and organizations who have led the design and implementation of social services.
- **Encourage entrepreneurship.** Encourage young people to start their own public service projects. Funding and team-based training for such entrepreneurial projects could be managed through an organization like PUBLIC ALLIES.

What is PUBLIC ALLIES?

The leadership needed to solve America's problems already exists in our communities. PUBLIC ALLIES is a unique privately funded non-profit organization which connects young leaders from diverse communities with existing non-profit organizations and government agencies which address pressing issues in our communities and our country.

PUBLIC ALLIES is a multi-cultural non-profit organization designed to help young people, in all their diversity, take leadership in improving our neighborhoods and our nation through a long-term commitment to public life. Our Apprenticeship Program is one of many innovative models for President-elect Clinton's national service initiative.

"Public Allies":

- work together in a team to address one issue that impacts their community.
- serve for a year in a full-time placement at a community-based or national non-profit organization, community development corporation, or government agency.
- learn, through weekly training, the skills that will make them more effective in their individual placements and their team projects.

The PUBLIC ALLIES Apprenticeship Program began in September 1992 in the District of Columbia and has received positive reviews from the organizations and agencies in which young people are placed and from the community at large. The team of "Public Allies" come from diverse racial, ethnic, economic, and educational backgrounds and have chosen to work on economic development in a low-income community in Washington, DC as their team project for the year.

Lessons Learned from Creating PUBLIC ALLIES

For over one and a half years, PUBLIC ALLIES staff and volunteers interviewed young people and experienced community leaders to design and implement a program to meet the needs of young people and their communities. From our experiences, PUBLIC ALLIES has learned that:

- Young people from different cultural, socio-economic, and educational backgrounds can work together as an effective team. Diversity is a strength and not a weakness in solving community problems.
- Non-profit organizations and government agencies are interested in young staff who, as a result of support and hands-on training provided by an outside organization, are ready to hit the ground running. In fact, organizations are willing to invest substantial financial resources to develop young people as public leaders and as future staff.
- For any innovative program to be effective, young people and leaders from the communities involved must be engaged in the design and implementation of the program.
- Programs to involve young people in community problem-solving can be run at low cost and funded by innovative public-private-non-profit partnerships.

PUBLIC ALLIES: Meeting the Demand for National Service

The expansion of the PUBLIC ALLIES Apprenticeship Program model depends on the creation of an innovative partnership between the public, private and non-profit sectors. To date, PUBLIC ALLIES has raised \$750,000, primarily from private foundations, but also from non-profits, corporations, individuals and unions. These funds support the Pilot Program in Washington and the new Regional Office in Chicago, as well as the national office which conducts all evaluation and expansion of the PUBLIC ALLIES model to new sites. Because of support for our programs across the nation, we have begun planning to replicate our project in four to six cities around the country by 1994, beginning with Chicago in 1993.

PUBLIC ALLIANCE ASSOC DIR
1225 15TH ST NW
WASHINGTON, DC 20005

THE CHRONICLE OF PHILANTHROPY.

ISSN 1049-4772 • Copyright © 1992 by The Chronicle of Philanthropy

The Newspaper of the Non-Profit World

Vol. V, No. 5 • December 15, 1992 • \$3

NATIONAL
SERVICE:
A BOON FOR
CHARITIES?

Bill Clinton's plan would deliver legions of much-needed workers, but some say program will fail if it grows too big too fast

By KRISTIN A. GOSS
and ELIZABETH GREENE

TENS OF THOUSANDS of young people could soon be going to work for charities if Bill Clinton gets his way.

The President-elect has said that one of his top five priorities will be to persuade Congress to pass a plan that would allow young people to pay back federal college loans by performing community service.

Although Mr. Clinton has not revealed the specific details, many non-profit officials are enthusiastic about his idea, saying their groups have too much work to do and not enough people to do it. But numerous charity leaders warn that the anticipated boon could degenerate into a boondoggle. They say careful planning is needed now to make sure that charities can handle what is likely to be a large influx of new workers into social-service, environmental, education, and other public-interest jobs.



Alan Khazel of City Year, a Boston youth-service group, with some of its participants: "There's a whole wealth of untapped idealism out there waiting to be championed."

Most non-profit leaders say that a national-service program, if carefully implemented, would almost certainly increase the number of poor kids who go to college, awaken a civic spirit among young people, and help charities meet needs that they now cannot. Non-profit officials also see long-term benefits: The program could broaden the pool of adults who give time and money to charity and help develop a much-needed new generation of non-profit leaders.

Mr. Clinton's interest in a national volunteer program gives the non-profit world a long-awaited chance to show off some of its best work in youth

service, a field that took root in the mid-1980's and has grown and flourished largely without federal assistance. The Clinton team is looking at a number of non-profit organizations—several of which were started by young people—as possible models that could be expanded across the country.

Aides to Mr. Clinton who are developing plans for a National Service Trust Fund say that a series of options on how to turn the concept into reality, as opposed to a unified proposal, will be presented to the President-elect this month. Several groups interested in youth service have sent the Clinton team their ideas. (See story on Page 8.)

Non-profit leaders say the success of the program will hinge on how well the Clinton team works out some thorny details.

Among the concerns:

► **Implementation.** Some non-profit leaders worry that the Clinton Administration will make the program too big too fast, leading to a huge failure and widespread cynicism among young people about public service. They stress the importance of testing Mr. Clinton's idea on a small scale first and insuring that a big new federal program does not overwhelm the existing youth-service organizations and other non-profits.

► **Financing.** With many charities imposing hiring freezes or laying off workers because of declines in revenues from government and private sources, most say they would be unable to pay a full, or even partial, salary to

HOLIDAY NOTICE

This is the last issue of *The Chronicle of Philanthropy* before the holidays. The next issue, dated January 12, will be mailed on January 7.

Continued on Page 8

Books	32
Coming Events	38-40
Deadlines	40-43
Directory of Services	41-43
The Face of Philanthropy	4-6
Foundation Annual Reports	14
Giving	6-16
Grants	12-16
Ideas & Resources	32-36
Letters & Opinion	36-38
Managing	22-31
My View	36-37
News in Brief	11, 18
People	29-30
Professional Opportunities	45-51



Charity Faces Questions

Larry Jones (above) runs Feed The Children, which bills itself as one of America's most-efficient charities. Now it faces questions about how it counts gifts. Story on Page 22.

Relief for Somalia

International relief groups hope the presence of U.S. troops in Somalia will encourage Americans to give more to help the country's starving people. Story on Page 6.

A complete guide to this issue appears on Page 3.

Charities Praise Clinton National-Service Plan but Worry It Might Grow Too Fast



Kristine L. Thompson, a senior at Pennsylvania State University: "If my career is promising, I don't know whether I would give that up" to repay student loans through national service.

Continued from Page 1

the young people involved. The government, non-profit leaders say, would have to provide a stipend to the participants.

► **Training.** Who would train the participants to fill hands-on roles serving others? Could non-profits accommodate young people in jobs that involved more than clerical duties? Many non-profits mention office work and fund raising as areas where they would be most likely to use young people.

► **Placement.** Who would decide where the young people go, and how much say would local charities have in determining what the most important needs were?

► **Effects on non-profit workers.** Would higher-paid employees be displaced by cheap labor, and would the program depress already low wages in the non-profit world?

► **Hidden costs.** Who would pay the costs of the health insurance, training, and equipment necessary to make community service attractive and valuable to young people?

"I'm not sure that the voluntary sector is ready for a vast infusion of people" without careful selection, training, and supervision of the new workers, says Brian O'Connell, president of Independent Sector, a coalition of 850 charities and grant makers. "Just putting people in community service because it appears to be good without that kind of preparation could result in the opposite effect than is intended."

Larry Brown, president of WAVE (Work, Achievement, Values & Education), a Washington group that runs employment and education programs for high-school dropouts and develops curricula to keep students in school, says that as a manager of a non-profit, he has questions about how widespread national service would work: "How do you pay for it?

How do you manage it? How do you implement it? How do you make it meaningful?"

But, he adds, "those are the fun problems to solve. When you add a resource, that's a much more rewarding challenge to have to handle than what we've been doing since 1980, which is figuring out how we're going to [make] do with less resources."

Questions About Benefits

Several observers caution against exaggerating the potential benefits of a national-service program to young people, to non-profits, and to society at large.

A fundamental question that a few have begun to ask: Will adding tens of thousands of eager young people to the non-profit work force cause a commensurate decline in welfare dependence, environmental decay, drug abuse, and other complicated social problems?

"While having volunteers might make some differences at the margin, the problems go much deeper than that," says Leslie Lenkowsky, president of the Hudson Institute, a research organization in Indianapolis.

"Will the impact be proportionate to the increased number of workers?" asks Mr. Brown of WAVE. "The answer is probably No." But he says the program is as much about "developing a different ethic of community service" as it is about adding people to social-change efforts.

Doug Bandow, a senior fellow at the Cato Institute, a Washington think tank, says it's not the government's role to determine which jobs are more socially beneficial than others. "I don't think there's any difference in principle between putting books on the shelf at a public library and putting books on a shelf at a bookstore," he says. "It's a crazy distinction that somehow one of them infuses you with

National-service plan must build on local efforts:
My View, Page 36.

Clinton Aides Get Advice From Young People on Plan to Spur Community Involvement

Young people are providing some of the earliest advice to President-elect Bill Clinton's transition staff on how to structure his proposal for a National Service Trust Fund.

A common thread: Don't create a big federal bureaucracy, but expand and work through the successful local community-service projects that already exist.

Clinton aides seem to hear the message. "There's no sense reinventing the wheel," says William A. Galston, a professor at the University of Maryland's School of Public Affairs who is leading the national-service transition team that is developing a series of options for Mr. Clinton to consider.

Among the groups that are advising the Clinton team:

The Young People's National Service Council. A group of several dozen people, mostly in their 20's, who work in the youth-service field or have a personal interest in national service, the coalition

tion to hammer out a proposal for what they call AmeriCorps.

Mr. Clinton's aides have said the national-service proposal is on a fast track, but the coalition is urging the President-elect to move slowly and consult a wide array of young people. "We, as a generation, are living through the legacies of policies designed as hasty political remedies rather than as carefully crafted long-term solutions," the group wrote in a draft of a letter to Mr. Clinton.

AmeriCorps would be a "loose confederation" of people united under a visible logo or common uniform who dedicate a year of service to an established youth or conservation corps, a local or national nonprofit, a project created by the participant, a community-service program on a college campus, or an existing federal program like the Peace Corps or VISTA, the domestic volunteer corps.

The young people's coalition recommends that the government

onto high-school and college campuses, place information at driver's-license bureaus, or send a mailing through the Social Security system to all Americans when they turn 18.

The federal government would provide a living-expenses stipend for the young participant, a benefit not necessarily a college-tuition voucher—for completing a year of service, and a small percentage of the cost to the charity of taking on an AmeriCorps volunteer. The local nonprofit or service program would be required to raise the rest of the operating costs.

A federal entity would offer a training curriculum, a set of national standards, and technical assistance.

Public Allies. The Washington-based group—which Mr. Clinton's national-service aides are looking at as a potential model for his national program—was founded last year by Vanessa Kirsh, then 25 years old. The group plans to

long "apprenticeships" with public-interest and community-based groups, as well as government agencies.

Public Allies has been asked by the Clinton transition team—which includes Melanne Verwee, a former Public Allies board member—to submit information and recommendations about how the National Service Trust Fund should be structured.

In a draft of its recommendations, the group suggests that young people be offered "maximum choice" in how they fulfill their community-service option and that young people be involved in "all levels of the design and implementation" of national-service programs.

It also suggests that the federal government not impose its ideas on local communities, but rather involve local leaders and groups in designing and implementing the program.

ing off college campuses and going into communities," says Ms. Kirsh. "What I really want to see is including young people from the communities, encouraging them to go into public service, then encouraging them to go to college. I think that's what the communities want."

Major youth-service organizations. The boards of eight national and local groups—several of which were founded and are run by young people—have written a joint proposal outlining a series of steps that the President-elect should take for his trust fund to succeed.

The coalition has enlisted former Ohio Gov. Richard F. Celeste, a Peace Corps director under President Carter, to serve as their representative to the Clinton transition team.

In their statement, the groups recommend that Mr. Clinton:

► Include money to build the "infrastructure of national and

the public good and the other one is self-interest."

For now, the transition team advising President-elect Clinton is leaving such matters to the philosophers and is seeking opinions on 33 technical questions that will have to be answered before any legislation can be proposed. Those questions include:

- How many "service slots" should be made available and how should participants be matched with those slots?

- Who should be eligible to participate, and what type of community service would qualify students for loan forgiveness?

- How quickly can the program be phased in nationwide?

- Should students be able to fulfill the community-service requirement before or after college, or both? (Mr. Clinton is said to favor giving young people both options.)

- Should part-time community service apply toward repayment of college loans, or should only full-time work qualify?

Plan 'on a Very Fast Track'

The key members of the Clinton transition staff who are working on national service are Bruce Reed, who was issues director for the campaign and is now a top domestic-policy adviser; Melanne Verveer, a friend of Mr. Clinton's since college who resigned from her job as executive vice-president of People For the American Way, a Washington-based civil-liberties group, to work on the transition; and William A. Galston, a professor at the University of Maryland's School of Public Affairs who is a senior adviser to the Democratic Leadership Council, the group of centrist Democrats that Mr. Clinton helped form in the mid-1980's.

Ms. Verveer says the trust-fund proposal is "on a very fast track. I think you're going to see this thing evolving very quickly."

One important point that is becoming clear, Ms. Verveer says, is that the federal government will probably not be able to afford to offer the community-service option to anyone who wants to take it. That is a departure from Mr. Clinton's statement during the campaign that, in contrast to paying off loans in cash, he would "much rather see everyone—whether they're rich or poor or middle class—pay back the debt by going back home and serving their communities."

Fiscal constraints could dash one big hope of youth-service leaders: that a federal community-service program would build bridges between young people of diverse races and classes.

Fears of 'Caste System'

If community-service slots are allocated based on a young person's financial need, as student loans are, the national service trust could create "a caste system that children from better-off homes will not be encouraged to think that they've got any sense of obligation to their country, whereas children from less-well-off homes will be," says Mr. Lenowsky, who is a member of the Commission on National and Community Service, a body created by Congress to distribute more widely the responsibility

Mr. Lenowsky adds: "We are basically saying to some young kid who has worked hard all his life to get a college degree and is working his way up the socioeconomic ladder, Before you go become a successful lawyer, doctor, businessman, or journalist, we're going to expect you to spend two years doing community service."

Cost a Big Question

A big unknown is how much the government can afford to spend on the program. Mr. Reed has estimated that it could cost \$7.5-billion a year—but the cost would depend on how much of students' loans the government will forgive, among many other considerations.

Ms. Verveer says the team is looking at a variety of "potential

models" that could be quickly spread nationally. They include City Year, a four-year-old Boston group that brings diverse young people together for a year of community service; Public Allies, a year-old Washington organization that trains and places young people in government and non-profit jobs; and New York's eight-year-old City Volunteer Corps, which put 650 primarily low-income youngsters in 300 non-profit assignments last year. All three groups contribute a modest amount in salary or living expenses for their participants; City Year and the City Volunteer Corps also provide a \$5,000 tuition voucher at the end of a young person's term of service. (Ms. Verveer served on the Public Allies board for a year, but has re-

signed to avoid a conflict of interest.)

Besides the options developed by members of his transition staff, Mr. Clinton is also likely to look to the national-service proposal unveiled last week by the Progressive Policy Institute, the research arm of the Democratic Leadership Council.

In its transition blueprint, *Mandate for Change*, the institute recommends that Mr. Clinton create a "Citizens Corps." He should start by asking Congress to provide \$2-billion to create "large-scale national service demonstration projects around the country" that would involve 200,000 young people within a year and would "rely heavily" on non-profits, it says.

To reduce the risk of volunteers'

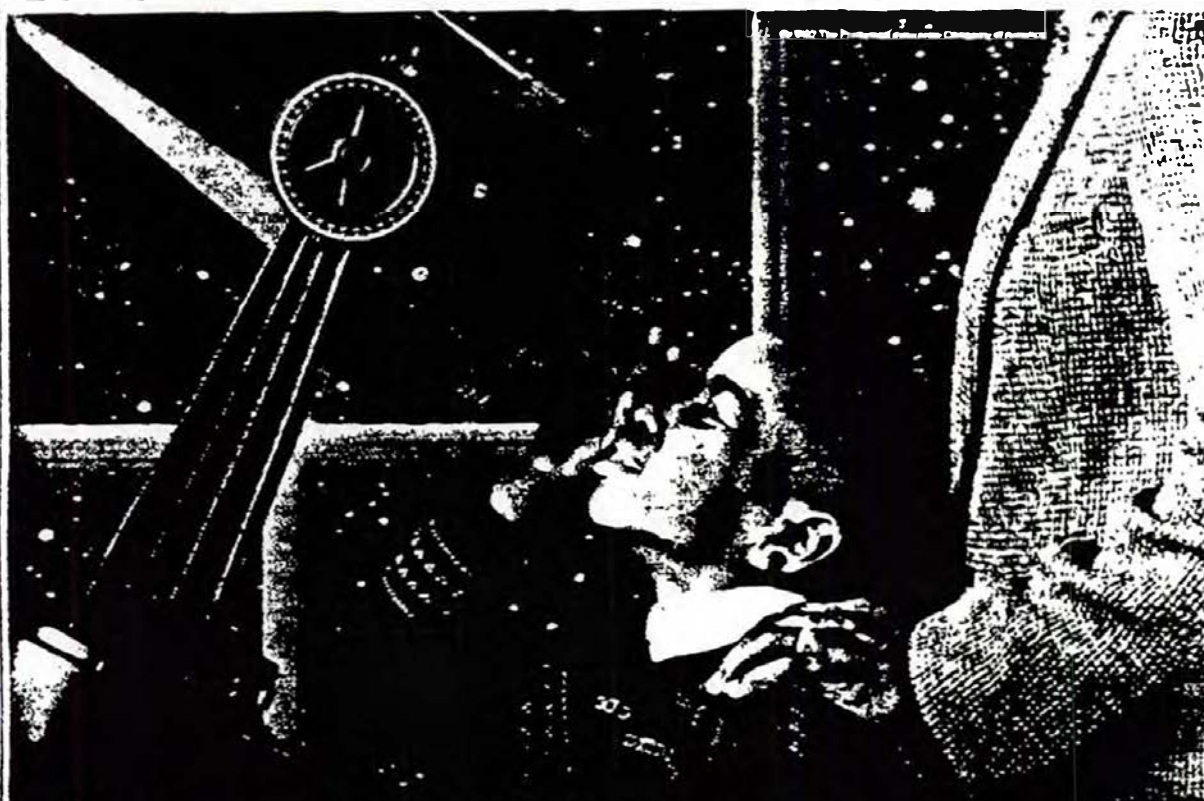
being given meaningless assignments, a non-profit would be expected to pay a fee, perhaps \$1,000 a year, for each volunteer it sponsored. The young people would receive vouchers of \$10,000 for each year of service to pay for college tuition, vocational education, job training, or a down payment on a first home.

One controversial recommendation—which Mr. Clinton is likely to oppose—would eventually require students to do community service through the Citizens Corps in order to receive federal student aid.

A 'Bold Idea'

Roger Landrum, executive director of Youth Service America, a Washington-based advocacy and

Continued on Page 10



More students would be looking to higher education if more colleges helped raise their sights.

It's not just a lack of funds that keeps many students from college. Often it's lack of encouragement. And preparation. That's why The Prudential Foundation provides funding to encourage colleges and universities to continue developing programs that benefit pre-college students from elementary to high school. Our grant to New Jersey Institute of Technology is a prime example.

The Center for Pre-College Programs at NJIT develops and conducts a wide range of programs for students and teachers in Newark and other urban areas of Northern New Jersey. These programs are designed to raise aspirations and

enrich backgrounds in science and math. The Center also provides counseling that will encourage students to pursue higher education and careers in engineering, science and technology.

We're committed to fostering cooperative efforts like this. Because with more programs like these, more students who would never have considered college before—will end up going. Then things will really start looking up.

If you would like more information, contact: The Prudential Foundation, Dept. ED-CP, 15 Prudential Plaza, Newark, N.J. 07102.

The Prudential Foundation

Helping in ways that help the most.™

National-Service Plan: a Boon to Non-Profits?

Continued from Page 9

technical-assistance group, calls Mr. Clinton's proposal a "bold idea" that is generating tremendous excitement in the youth-service field. But he adds: "We're very anxious about how it's going to be done and whether it's going to be intrusive on the field or whether it's going to reinforce what's already there."

Richard A. Foot, president of the Cambridge (Mass.) Family YMCA, which is nestled between two expensive private universities—Harvard and the Massachusetts Institute of Technology—is the sort of person who is likely to feel the impact of a national-service program. Asked if he could employ a bunch of graduates from nearby colleges, he says: "The direct answer is, No, I wouldn't have those resources now." However, he adds, "the value of the program is such that we'd make every conceivable effort to get those resources."

Ms. Verveer, the Clinton adviser, says "there is an expectation" in the Clinton camp that the government would contribute to a living-expenses stipend for people who have taken the community-service option. At the same time, she says, "there's also a hope or expectation that the non-profits will make some contribution to that as well."

Not every non-profit would be able to do so, says Jim Little,

executive director of the Veritas Therapeutic Community, a residential drug-rehabilitation program in New York. "We wouldn't have any money to pay them," he says. "What we would be willing to provide would be placement, training, supervision, and experience."

How young people are placed in community-service work also could strain the successful implementation of the program.

Worries About Careers

Some college students worry that if they choose to do community service to pay for their education, they will end up derailing their careers and gain little work experience that could enhance their future job prospects.

Kadricia L. Thompson, a senior at Pennsylvania State University, says she would be interested in repaying her \$25,758 in college loans through the proposed program only if she could split her time between community service and a full-time job in her field of interest, broadcast journalism. "If my career is promising, I don't know whether I would give that up," she says.

"Hopefully it just won't be make-work jobs," says Geoffrey F. Green, a sophomore at Duke University.

For their part, charities want to have some say in how young people are distributed throughout the community.

"I would like to see some community control of how that program works, and what we established as the needs within the county," says Nicola Baptiste, director of the Community Against Sexual and Domestic Violence, a battered women's shelter and advocacy program in Taos, N.M.

"Nobody could just assign anybody to this agency without my approval," says William A. Kinnear, executive director of the Boys and Girls Clubs of Columbus in Ohio. "I wouldn't accept them—simple as that." He says that organizations that work with kids have extensive screening procedures and employment guidelines for prospective workers and volunteers.

Veronica A. Parke, executive vice-president of Martha's Table, a Washington soup kitchen, says it's essential that the Clinton plan emphasize good training for the program participants. She believes a national organization should be responsible for that work and that more-tailored training should be conducted by participating charities.

"It would take quite a lot of staff time to do it well," Ms. Parke says.

A Source of New Leaders

Many charity leaders say they believe the benefits to the non-profit world will prove as important as the benefits to individual students.

"All of us in the non-profit business have worried about where we are going to find the next leaders," says Mr. Brown of WAVE. "This is an ideal way to stimulate interest."

Others question whether the national-service program really could



Jim Little, who heads a New York drug-rehabilitation center. He says he "wouldn't have any money" to pay young people who came to his organization under a proposed national-service program.

live up to its billing as a recipe for compassion and good citizenship.

"This doesn't encourage you to go out and help the poor," says Mr. Bandow of the Cato Institute. "It says, 'If you want to get a student loan and you want a good way to pay it off, here's a good way to do it. We're appealing to people's mercenary instincts.'"

Supporters of the Clinton plan say that young people want the opportunity to serve others, but that the financial realities they face stand in the way. "A number of students make career choices based not on what is their really passionate calling, but on the

amount of money that they feel they need to make when they get out of college," says Barbara B. Reinhold, director of Smith College's Career Development Office.

Alan Khazai, who with a Harvard Law School classmate, Michael Brown, founded City Year, says that "there's a whole wealth of untapped idealism out there waiting to be championed" and predicts that the Clinton Administration will "have more than enough young people who are dying to do this."

He adds: "The American people are going to fall in love with national service if it's done right."

Top Clinton Adviser Calls for End to Mail Subsidies for Non-Profits

WASHINGTON

A top economic adviser to Bill Clinton is calling for the gradual elimination of non-profit mail subsidies. He says phasing out the subsidies could shave \$1.5-billion off the federal deficit by 1996.

The recommendation, made by Robert Shapiro, an economist, is included in *Mandate for Change*, a blueprint for economic, health-care, and education reforms released last week by the Public Policy Institute. Mr. Shapiro is vice-president of the institute, the research arm of the Democratic Leadership Council. Mr. Clinton helped found the council and the institute's recommendations are expected to be taken seriously.

The suggestion to phase out fed-

eral allocations for non-profit mail follows massive cuts in the subsidies made by Congress earlier this year.

The spending cuts did not cause non-profit postal rates to go up because Congress has imposed a year-long freeze on the rates.

Mr. Shapiro attacked the postal subsidies—and numerous other subsidies that help specific types of organizations—by saying they reflect an economic policy shaped by the influence of special-interest groups, "undermine the nation's economic productivity as well as put a strain on the budget," and "can enable the favored sectors to avoid taking steps necessary to become more productive."

—MOLLY HALL

Clinton Aides Get Advice From the Young

Continued from Page 8

may accommodate the massive influx of volunteers.

• Insure that the National Service Trust Fund provides "a common and meaningful experience" for young people of different races, cultures, and classes.

• Build upon "the broad range of high-quality programs that exist today."

"Unless it's done in a collaborative way with the pool of leadership that is out there in the country, the chances of success are very slim," says Roger Landrum, executive director of Youth Service America, a Washington-based advocacy and technical-assistance group that helped develop the proposal.

Other sponsors include the Campus Outreach Opportunity League, which helps develop service programs at colleges; the Points of Light Foundation, a national non-profit created out of the Bush Administration's calls for more volunteerism; and City Year, a Boston youth corps that Clinton aides have also cited as a potential national model.

Working Group on Youth Service. The 40-member coalition of local, state, and national groups interested in youth policy has recommended that Mr. Clinton create a system that is locally operated and supported in part by contributions

from the system should be open to all kids, regardless of their college ambitions, and try to involve a million young people in full-time community service by the end of the decade.

Who Will Run Program?

One of the major structural questions on the minds of many in the youth-service field is what entity will administer the program.

"The great specter in all of this is that it would be run by the military," says Mr. Landrum.

Responds Mr. Galston, the Clinton transition aide: "There hasn't been a lot of discussion of that."

Ms. Verveer says that "one of the most likely places" that the trust fund could be housed is the Department of Education.

But many non-profit leaders would like to see the fund administered by the Commission on National and Community Service, a body that has enjoyed widespread approval among youth-service leaders since it was created by Congress to distribute grants under the National and Community Service Act of 1990.

"This is special, and it needs to have its own special agency," says Toni Schmiegelow, executive director of New York's City Volunteer Corps, which places mainly low-income kids in non-profit ac-

Clinton aides to be a potential model.

Catherine Milton, the commission's executive director, says the body is holding hearings this month around the country to solicit opinions from policy leaders and young people about how the trust fund should work. She can see three roles for the commission: distributing the money for national-service participants, developing a common training curriculum for young people, and certifying community-service programs to participate in the federal program.

Care Is Urged

Leaders of non-profits are almost universal in urging that the Clinton Administration move forward with great care on a national-service plan.

"If the idea was important enough to campaign on, it's important that it should now be implemented with good craftsmanship and thoughtful design so as not to discredit it," says S. Frederick Starr, president of Oberlin College in Ohio, who would like to see small-scale projects on selected campuses or in selected parts of the country before the program is instituted nationally. "The results would be far better than a headlong plunge into unknown waters."

Making It Safe to Give for Somalia

Continued from Page 7

helping to provide direct services. Mr. Walden said he requested that military planes be used to help transport some relief supplies.

A Finite Pool

He added that fund-raising efforts to provide personal items or food for the troops in Somalia may also prevent relief groups from seeing big increases in donations. "We'll undoubtedly see Christmas rights of supplies for the troops," he said. "But all of that money comes from a finite pool, so that's money we won't be getting."

Even if the U.S. military in-

volvement and the heightened media coverage do translate into a rise in contributions, several groups fear donations may still fall far short of what's needed.

"I would anticipate that we'll see a surge in contributions, both medical products and money," said Ann Carlos, president of Direct Relief International, which is based in Santa Barbara, Cal. "The problem is that it may not be long enough or large enough to cover the needs that we have. Our experience is always that you open up a little window of opportunity for people to participate, but it closes pretty fast."

OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

THE CASE FOR SENIOR VOLUNTEERS IN NATIONAL SERVICE

The challenge to policy makers is to recognize the changing dynamic of aging in America and to work for the transformation of social structures so that the resources offered by older persons can help shape America today and into the next century.

- Current population estimates indicate 37.7 million Americans over the age of 60.
- In 1900 persons over 65 numbered 3.1 million, or 4.1% of the population. By 1989 persons over 65 years of age increased 10 times to 31 million, and the percentage tripled to 12.4 % of the population.
- By the year 2000 persons 65+ are expected to represent 13% of the population, and this percentage is expected to climb to 21.8% by the year 2030 when the baby boom generation reaches age 65.
- Over just this one century in the United States, 28 years have been added to the average length of a persons life -- more than was previously added in all of human history. Life expectancy for Americans in 1900 was 47 years; by 1990 it had increased to 75 years.
- In 1988, persons reaching age 65 had an average life expectancy of an additional 16.9 years (18.6 for females and 14.8 for males)
- Only 5% of those over 65 years of age reside in institutions and another 17% say they are unable to engage in their major activity; but a full 81% of the non-institutionalized 65+ population has *no* limitation in their activities of daily living.
- According to a 1991 U.S. Administration on Aging/Marriott Senior Living Services volunteerism survey, over 41% (15.1 million) of the 37.7 million Americans 60+ performed some form of volunteer work in the past year. An additional 37.5 percent (14 million) indicate they would volunteer if asked.
- Seniors volunteered an estimated 992 million days, generating an estimated 3.6 billion hours of volunteer service, or ten times this number when considered in dollar value.
- The Federally supported Senior Volunteer Programs, Foster Grandparents, Senior Companions, Retired Senior Volunteer Program (RSVP) provide opportunities for volunteer service for *less than one percent* of senior Americans.
- The current youth focus of the national service dialog needs to be expanded to include America's senior population.

A major imbalance exists between the strengths and capacities of the increasing numbers of long-living older persons in America and the lack of role opportunities provided by current social structures to tap into this vast resource which could contribute to the betterment of our society.

Frances F. Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

PROGRAM DESCRIPTIONS

RSVP, Foster Grandparents, and Senior Companions are federally funded Older American Volunteer Programs authorized by Title II of the Domestic Volunteer Service Act of 1973 and administered by ACTION, the federal volunteer agency. In addition to federal support, many States, local governments, and private sector organizations also contribute to the support of these successful programs.

The National Older American Volunteer Programs Directors Associations are private, non-profit membership organizations of project directors, sponsors, and supporters who work together to enhance and build the three programs, and to promote the concept of "productive aging."

Retired Senior Volunteer Program (RSVP), established in 1971, provides community volunteer opportunities for persons 60 and over. RSVP volunteers serve part-time, several hours per week. In fiscal year 1992 over 400,000 RSVP volunteers served in 750 federally-funded and 13 locally-funded projects across the country, assigned to volunteer stations ranging from courts, schools, hospices, hospitals, nursing homes and other community service centers. Annual federal support for RSVP is in the \$33 million range. RSVP also receives an additional \$30 million in support from State and local governments and the private sector.

Foster Grandparent Program, established in 1965, provides opportunities for low-income persons 60 and over to work with children with special needs. Foster Grandparents work 20 hours per week, and receive a stipend of \$2.45 per hour for their efforts. In fiscal year 1992 more than 23,000 Foster Grandparent volunteers served in 262 federally-supported and 13 locally supported projects across the nation. Foster Grandparents work on a one-to-one basis with children and young people (under the age of 21) beset by such problems as abuse and neglect, physical and emotional handicaps, drug and alcohol abuse, mental retardation, illiteracy, juvenile delinquency, or teenage pregnancy. Federal support for Foster Grandparents is approximately \$65 million annually. Foster Grandparents also received an additional \$25 million in support from State and local governments and the private sector.

Senior Companion Program, established in 1973, provides stipended volunteer opportunities for low-income seniors who work with those over the age of 21, but particularly with the frail, home-bound elderly. In fiscal year 1992, nearly 12,000 Senior Companion volunteers served in 144 federally-funded and 37 locally-funded projects nationwide, matched with over 36,000 clients. Volunteer stations include acute care hospitals/discharge planning units, home health agencies, nursing homes, hospices, and community mental health agencies. Federal support for Senior Companions is approximately \$30 million annually. Senior Companions also receives an additional \$14 million in support from State and local governments and the private sector.

11/92

Frances F. Butler, **Washington Representative**
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

OLDER AMERICAN VOLUNTEER PROGRAMS

NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

PROGRAM ACTIVITIES

Examples of RSVP activities

Work in programs for children, including day care
Mentors to at-risk youth
Care of children born with drug addictions and HIV
Care of the frail elderly
Work in adult education and literacy projects
Readers for the blind
Work as museum docents
Participation in crime prevention projects
Work with the disabled
Work with the mentally ill
Provision of disaster assistance
Food distribution to the needy, including Meals on Wheels drivers
Companionship to hospitalized AIDS patients
Friendly visiting and telephone reassurance to the isolated
Work in home repair projects
Work with the homeless
Hospital volunteer work
Provision of bereavement counseling
Medical and grocery shopping escorts for frail elderly
Nursing home volunteers
Work with teenage mothers
Tutoring

Examples of FGP activities

Work with delinquent youth
Work with special needs children in day care and Head Start
Work with emotionally disturbed children
Work with mentally retarded children
Work with hospitalized and chronically ill children
Work with teenage mothers
Work with literacy projects
Work with young people in drug abuse and prevention programs
Work with abused and neglected children and runaway youth
Work with children in homeless shelters

Examples of SCP activities

Work with the homebound elderly
Work with older substance abusers
Work with acute care discharge patients
Work in respite care activities
Work with victims of alzheimer's disease
Work with visually impaired elderly
Work with terminally ill patients
Coordinate with local home health agencies to provide home care

OLDER AMERICAN VOLUNTEER PROGRAMS

NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

PROGRAMS OF NATIONAL SIGNIFICANCE

P.L. 101-204, the Domestic Volunteer Service Amendments of 1989, enacted December 7, 1989, directs the ACTION agency to use one-third of any appropriations increases for new Programs of National Significance which will enable existing RSVP, Foster Grandparent, and Senior Companion projects, through small "NS" grants of \$5 - \$20 thousand dollars, to develop new or expanded volunteer components in the following "national significance" areas:

1. programs that assist individuals with chronic and debilitating illnesses such as immune deficiency syndrome;
2. programs designed to decrease drug and alcohol abuse;
3. programs that work with teenage parents;
4. mentoring programs that match senior volunteers with youth who need guidance;
5. adult and school-based literacy programs;
6. respite care, including care for frail elderly individuals and disabled or chronically ill children living at home;
7. before and after-school programs sponsored by organizations such as libraries that serve children of working parents;
8. programs working with boarder babies;
9. programs serving children who are enrolled in child care programs, with priority given to those serving children with special needs;
10. the provision of care to developmentally disabled adult individuals residing in home and community-based settings, including, where appropriate, the involvement of older developmentally disabled individuals as OAVP volunteers;
11. programs involving senior volunteers tutoring educationally disadvantaged children on a one-on-one basis.

*over 300 grants have been awarded in the past 3 years
We hope to expand this list in the 1993 reauthorization*

Frances F. Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

DIRECTORS ASSOCIATIONS ACCOMPLISHMENTS

Developed public/private partnership with RSVP Directors Association/B.Dalton Booksellers/Laubach Literacy Action/ and ACTION to fund RSVP components in adult literacy; and with RSVP Directors Association/EXXON/and ACTION to recruit more men into RSVP.

Spearheaded Memorandum of Agreement with Department of Defense to support assignment of Foster Grandparent Volunteers with special needs children living on military bases.

Participates with American Association of Retired Persons in its Volunteer Talent Bank

Developed and published "how-to" manuals with the American Association for International Aging to show interested persons around the world how to start RSVP, Foster Grandparents, and Senior Companion Programs.

Assists Directors across the country in securing State and Local funding of RSVP, Foster Grandparents, and Senior Companions. In one State, Alabama, the State Directors Association is the recipient of State funds for allocation to projects.

Promotes the Older American Volunteer Programs throughout the year and during National Volunteer Week, with activities such as the nationally coordinated "RSVP Volunteers Shining in the 90s" campaign organized by the National Association of RSVP Directors.

Successfully advocated for new projects, stipend increases for low-income Foster Grandparent and Senior Companion volunteers, cost of living increases for project support, and innovative "Programs of National Significance" (PNS) grants to enable existing projects to address cutting-edge issues.

Developed national awards programs, such as the annual National RSVP Directors Association award to an exemplary ACTION employee and community private-sector supporter.

Conducts surveys to improve programming, such as surveys on computerization of projects, salary and benefit levels, and information on volunteers and sponsors, and develops how-to manuals for project directors.

Supports projects with recognition items, computer software, and public relations aids.

Addresses national issues in the area of volunteerism and aging in national forums and conferences.

Members of the Leadership Council of Aging Organizations; Generations United; Advocate Senior Alert Process (ASAP); the Senior Advisory Committee for the Points of Light Foundation; the Golden American Network Advisory Committee, and the Advisory Board for the Wilder Foundation Productive Aging Project.

In 1989 the National Association of Senior Companion Project Directors was the recipient of a national award from the Health Care Financing Administration for "outstanding service to Medicare/Medicaid beneficiaries" through its advocacy efforts on behalf of Senior Companions.



RSVP

NATIONAL ASSOCIATION OF RSVP DIRECTORS, INC.

HISTORY

The National Association of RSVP Directors, Inc. was created in 1976 in Chicago, Illinois, at a meeting of interested RSVP Directors from across the country. Officers were elected and were charged with developing by-laws and operating practices. The organization is incorporated in the State of Indiana and has 501(c)(3) status.

PURPOSE

The purpose of NARSVPD, Inc. is to provide visibility and advocacy for RSVP; a network of communications among RSVP Directors and projects; a vehicle for expression of majority opinion on behalf of RSVP and older Americans to ACTION, the Administration on Aging, Congress, and other appropriate governmental and national units.

STRUCTURE

Active membership is open to all RSVP Directors. Active members have voting privileges. Associate membership is available to other RSVP project staff and to all other interested persons or groups.

NARSVPD, INC. is operated through a Board of Directors. The Board of Directors is composed of nationally elected officers (President, Past President, Vice President, Secretary, Treasurer) and nine Regional Representatives. The Board of Directors meets twice a year. The fall meeting is held in Washington, D.C. and the spring meeting is held in conjunction with the Annual Meeting.

NATIONAL

Professional Development of RSVP Directors through workshops and training programs of technical assistance.

AGENDA

Resource Development through networking with both the private sector and public agencies.

Advocacy for older Americans as a national resource.

Communication on issues and ideas relevant to RSVP.

Representation for those served by RSVP, speaking on their behalf before national government bodies.

Management of RSVP: To aid in RSVP project management through the development of surveys and data bases.

For More Information Contact:

Maureen Mulligan, President
703 Main Street
Paterson, New Jersey 07503
(201) 881-6536

Frances F. Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570



National Association of Senior Companions Project Directors

President

Dwight Rasmussen
2001 S. State St.
S-1500
Salt Lake City, Utah 84190-2300

Vice President

Anne Davenport
103 S. Main St.
Waterbury, Vermont 05676

Secretary

Gail Pinner
P.O. Box 551
Hazen, Arkansas 72064

Treasurer

Donna Wallace
P.O. Box 721
201 South Last Chance Gulch
Helena, Montana 59624

HISTORY

The National Association of Senior Companion Project Directors (NASCPD) was created in 1978. Officers are elected every two years. NASCPD has actively represented the needs served by SCP nationwide since that time. The organization is incorporated in the State of Utah and has a 509(a) status under IRS Code 501(c)(3).

PURPOSE

NASCPD provides through a National focus:

- . Professional Development of SCP Directors through workshops and training programs of technical assistance.
- . Advocacy for Older Americans as a National Resource.
- . Resource Development through networking with the private sector and public agencies.
- . Representation for those served by SCP, speaking on their behalf before National government bodies.

STRUCTURE

Active membership is open to all SCP Directors. Active members have voting privileges. Associate membership is available to other SCP project staff and to all other interested persons or groups.

OPERATION

NASCPD is operated through a Board of Directors. The Board of Directors is composed of the National Officers (President, Vice-president, Secretary, Treasurer and nine Regional Representatives). The Board of Directors meets at least once a year in Washington D. C. Regional meetings are held once a year in conjunction with ACTION Regional Trainings.

SUCCESS-AREA OF INVOLVEMENT

- . Instrumental in preserving the current level of funding for SCP when cuts are proposed.
- . Assisting in bringing about changes in the ACTION reauthorization legislation that enhance the direction of the SCP and the operation of the ACTION Agency.
- . Played a major role in securing cost-of-living allowance in FY '89-'90.
- . Successful in securing new program funding for 44 new projects in FY '88.
- . Recipient of Health Care Financing Administration Beneficiary Services Certificate of Merit, 1989.
- . Produced a manual for planning and implementing Senior Companion Program in conjunction with the Association for International Aging.
- . Instrumental in securing a 15¢ an hour stipend increase for Volunteers in 1990.
- . Instrumental in securing the concept of annualized funding for Programs of National Significance.

FOR MORE INFORMATION, PLEASE CONTACT:

DWIGHT RASMUSSEN, President
2001 S. State St., #S1500
Salt Lake City, UT 84190-2300
(801) 468-2474

or

FRANCES F. BUTLER,
Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

**SENIOR
COMPANIONS**



National Association of Foster Grandparent Program Directors

HISTORY

The National Association of Foster Grandparent Program Directors, Inc. was created in 1971 in Washington, D.C. at a meeting of FGP Directors from across the country attending a national training conference. It developed from a need felt by directors to have an organization to address their collective needs and concerns relative to the growth and betterment of the programs as well as the enrichment of the lives of the Foster Grandparents. Officers were elected and charged with developing bylaws and operating practices.

PURPOSE

The purpose of NAFGPD, Inc. is to provide through a national focus: Visibility and advocacy for FGP; a network of communications among FGP Directors and projects; a vehicle for expression of majority opinion on behalf of FGP and Older Americans to ACTION, the Administration on Aging, Congress, and other appropriate governmental and national units; to act as a resource and make available technical assistance to FGP Directors, sponsors, ACTION, and other community groups as needed and deemed appropriate.

STRUCTURE

Active membership is open to all FGP directors, coordinators and supervisors. Active members have voting privileges. Associate membership is open to all non-program staff and to all other interested persons or groups.

NAFGPD is operated through a Board of Directors composed of nationally elected officers (President, Past President, Vice President, Secretary, Treasurer) and a Regional Representative **elected** by the paid members of each ACTION outlined region. The Board of Directors meets twice yearly in Washington, D.C.

NATIONAL AGENDA

ADVOCACY for Older Americans as a national resource.

COMMUNICATION on issues and ideas relevant to FGP.

RESOURCE DEVELOPMENT through networking with both the private sector and public agencies.

PROFESSIONAL DEVELOPMENT of FGP Directors through workshops and training programs of technical assistance.

REPRESENTATION for those served by FGP speaking on their behalf before national government bodies.

SURVEYS AND DATA BASES to aid FGP Directors manage their projects.

FOR MORE INFORMATION CONTACT:

Ann E. Smith, President
7500 Silver Star Road
Orlando, Florida 32818

(407) 298-4180

Frances Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091

(703) 860-9570

IN FOCUS

HARNESSING A NATURAL RESOURCE—VOLUNTEERS

By FRANCES F. BUTLER

The National and Community Service Act of 1990, aimed at stimulating American volunteerism, became law last year, two years after it was introduced and nearly nine decades after the concept was first advanced by writer William James.

James' definition of national service was youth-focused, but since then the number of Americans aged 65 and older has increased tenfold—from 3.1 million to 31.1 million. And Americans are living longer. Today a person who reaches the age of 65 can expect to live an additional 17 years.

The present reality is that the majority of older Americans are healthy and very much involved in their communities. Recent studies show that 40% of those 65 and older are involved in some kind of formal or informal volunteer activity. More than one-third of those *not* now volunteering say they *would* volunteer if asked.

A recent study by the U.S. Administration on Aging and Marriott Senior Living Services found that 40% of the senior respondents said that governments are doing less than they should to promote and provide opportunities for volunteerism.

Elders believe government doesn't promote volunteerism enough.

In the year 2010 when the baby boomers "come of age," we expect that the numbers of older persons (65+) in the United States will approach 40 million. They will yield a potential senior volunteer force more than 20 million strong. Ann Smith, president of the National Association of Foster Grandparent Program Directors, observed, "Older people are the only increasing natural resource in this country."

Yet despite the demographics, the focus today on national service and volunteerism continues to retain its youth orientation. Senior advocates were successful in convincing sponsors of the new community service law to include provisions that recognize elders as volunteers, not only as recipients of volunteer service. But those provisions are minimal, and vigilance must be maintained to ensure that they are implemented and funded.

One reason for the youth focus dominating the national service movement involves images about older people, including those portrayed by advocacy organizations that represent older people and stereotypes held by our society in general. Older persons themselves often

feel that their productive years are behind them.

There is a growing awareness among the senior advocacy organizations that perhaps they have inadvertently contributed to this "image" problem by focusing their efforts on the most vulnerable elderly.

To a great extent the character and vitality of senior volunteerism in our neighborhoods 20 years from now will be determined by the degree to which we can encourage elders to recognize their value as social contributors. Also, we need to convince community institutions to recruit volunteers.

Further, we need to expand or develop mechanisms for channeling the contributions of senior volunteers. The major federally sponsored senior-volunteer programs—Foster Grandparents, Senior Companions, and RSVP—now provide opportunities for less than 2% of eligible participants.

The state of Colorado recently enacted an innovative law permitting elders to work off their property taxes as community volunteers. For example, elders in Littleton, Colo., are serving local schools in jobs ranging from substitute teachers to cafeteria workers.

In Ashville, N.C., more than 2,000 older volunteers per year are serving as educational volunteers through the University of North Carolina's Center for Creative Retirement (CCR).

Its director, Ronald Manheimer, notes that the older population's median educational level rose from 8.7 years of schooling in 1970 to 12.1 years in 1988. One CCR retiree is a former Dupont chemical engineer who has been tutoring a 19-year-old college student. Others are involved in such activities as an after-school reading program for children and a Senior Wellness Day held at local malls.

Maureen Mulligan, president of the National Association of Retired Senior Volunteer Programs, stressed the need to reach out to minority populations in the senior volunteer force.

She is concerned that while many involve themselves in informal family and neighborhood volunteerism, they frequently miss out on the services and activities offered by formally structured volunteer programs.

By the year 2010 senior volunteer service could be a significant factor contributing both to the improvement of America's neighborhoods and to the successful lives of older Americans, but efforts must take place now to ensure that the potential can be realized. ♦

Frances F. Butler is the Washington representative for the National Association of RSVP Directors, the National Association of Foster Grandparent Program Directors, and the National Association of Senior Companion Project Directors. She also consults with several other national aging organizations.



Retired postal worker Nicholas Torres continues serving his community by volunteering with his wife, Maria (not shown), in the food pantry program of his church.

The Role of Religious Groups

LINKING MEANING AND SOCIAL SERVICE

By MSGR. CHARLES J. FAHEY

The late Saul Alinsky, community organizer par excellence, recognized the pivotal role of churches and synagogues in the life of a neighborhood. From the Back of the Yards movement in Chicago to FIGHT in Rochester, N.Y., they have played key roles in empowering local communities.

As people grow old in their neighborhoods, so do they age in these same religious communities.

CENTRAL SERVICE ROLE

While formal health and social services agencies are vitally important to most persons at some point, daily life is carried on with grocery clerks, mail carriers, friends, neighbors and fellow congregants (who may be all of the above). There are few other social structures within which people come together on an intergenerational basis, particularly on a continuing basis.

For example, Sister Annunciata, parish outreach worker in St. Philip Neri's parish on the Grand Concourse in the Bronx, N.Y., has enlisted the help of such people as bank employees, bartenders, postal workers and the police in assuring that older persons continue to feel needed and safe.

Montefiore Hospital, a major tertiary medical center in the area, was so impressed with her neighborhood efforts that they invited her to be a member of the facility's board.

The central role of ministries in the lives of elders was demonstrated in research by Mary Ann Lewis at the Third Age Center of Fordham University. She found in 1985 research that in the typical Catholic parish, 26% of the congregants were over 60, compared with the proportion of elders in the general population, 12.7%.

Many religious institutions have ac-

cepted responsibility for their involvement with elders by organizing and sponsoring soup kitchens, American Act nutritional programs, food pantries, friendly visiting, transportation and telephone reassurance programs.

UNDERSTANDING MYTHS

It is particularly important for members of the clergy to understand the realities of the aging process, the needs of elders and what ministries can do to assist them.

Recently, for example, the Gerontology Center at Louisiana State University conducted a series of 10 sessions for 176 Black ministers on the state.

Grambling found that 96% of participating ministers indicated they intended to start programs for the members. Not only did the work explore spiritual issues faced by parishioners, they examined how ministers can work more closely with local area agencies on aging and social services.

In addition, religious organizations have enormous potential for mustering resources to reach out to older community members in need.

Recognizing this, the Robert Johnson Foundation initiated the Intergenerational Volunteer Caregivers demonstration program in 25 communities nationwide in 1983. Today, that initiative has grown into a movement with more than 100 groups matching volunteers from congregations with homebound elders.

The Shepherd's Center in Gboro, N.C., for example, has for time operated a Neighboring Shep-

♦ continued on page 12 ♦

What has happened to the Volunteer Service Act?

By Frances F. Butler

Enactment and funding for a new national volunteer service strategy was hailed by the aging community, but proposed regulations to administer the new programs obscure opportunities for senior volunteers. Advocate organizations for seniors have joined together in protest.

The National and Community Service Act of 1990 became law last year—two years after Congressional supporters first introduced national



Frances Butler

service legislation and nearly a century after the concept was first advanced by visionary writer William James.

Initially the Congressional national service legislative proposals were oriented toward youth. Very little consideration was given to the potential contributions of senior volunteers. Perhaps this was understandable, given the roots of the national service movement. When national service was first advanced by William James in the early 1900s, older persons comprised only 4 percent of America's population. Life expectancy was just 47 years.

But, in today's world, it is an anachronism to think of national service without including older persons. Since the turn of the century the percentage of older Americans 65 and older has tripled from 4 percent to 12.5 percent, and the numbers have increased ten times, from 3.1 million to 31 million. And Americans are living longer. Today a person who retires at age 65 can expect to live an additional

ELDERS ARE INVOLVED: The fact is that nearly 80 percent of older Americans are healthy and very much involved in their communities. Currently, according to a 1991 study commissioned by the U.S. Administration on Aging, 40 percent of those 60 and older are involved in some kind of formal or informal volunteer activity, and more than one-third of those *not* now volunteering said they would volunteer if asked. It is clear that older Americans represent a vast untapped resource for meeting community problems.

Those of us in the aging community took pride in the role we played in convincing Congressional supporters that any national service strategy for the 1990s and beyond must seize the potential offered by senior volunteers. We were pleased when, in recognition of this changing dynamic, national service proposals evolved to include provisions for senior service throughout the National Service Act program areas.

The new law includes opportunities for seniors to serve as tutors in schools, as special members of conservation corps programs, as Foster Grandparents, and in Head Start programs; to become involved in corporate retired volunteer programs; and to serve in innovative capacities in state-initiated demonstration programs.

The new law also calls for the establishment of State Advisory Boards and Comprehensive Plans that must include seniors. And despite the federal budget crunch, Congress provided more than \$70 million in new funding to launch the National and Community Service Act during the current year.

REGULATIONS FALL SHORT: But in November, when the Commission on National and Community Service, which was established to administer the new programs, published proposed regulations and application deadlines, the positive mood in the senior community turned to shock and disappointment. Left out of the proposed regulations were nearly all references to roles for older Americans. The Commission, in a number of instances, demonstrated that it was oblivious to the fact that Congress wanted the new law to be intergenerational in thrust. Presidential award categories listed no mention of senior volunteers. No references were made to the requirement that older Americans be included on State Advisory Boards and in State Comprehensive Service Plans. No references were made to older Americans in purpose clauses and mission statements. Gone were the references to special senior corps members in the conservation corps programs.

ADVOCATES RESPOND: Under the leadership of the National Association of Retired Senior Volunteer Program Directors, the National Association of Foster Grandparent Program Directors, and the National Association of Senior Companion Project Directors, senior advocates mobilized to respond to the proposed regulations. Among those joining the directors associations and senior volunteer project directors and sponsors across the country in

directing letters of protest to the Commission were The National Council on the Aging (NCOA), the American Association of Retired Persons (AARP), the Leadership Council of Aging Organizations, and Generations United.

At this time advocate organizations for older Americans are awaiting a response from the Commission. Final regulations, which will take into consideration views expressed during the public comment period, were to be approved by the Commission at a mid-January meeting and will be published in the *Federal Register* shortly thereafter. If the viewpoint of the senior community was expressed forcefully enough, the gains anticipated during the legislative process can be realized as the National and Community Service Act is implemented. A successful outcome will mean that greater recognition will be given to the contributions and capacities of senior volunteers, and greater opportunities will be provided for senior volunteers to be a part of problem-solving strategies and action initiatives in their communities.

Frances Butler is the Washington representative for the National Association of RSVP Directors, the National Association of Foster Grandparent Program Directors, and the National Association of Senior Companion Project Directors. She also consults with several other national aging organizations.

NCOA NETWORKS

February 14, 1992

OLDER AMERICAN VOLUNTEER PROGRAMS

NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

PROGRAMS OF NATIONAL SIGNIFICANCE

P.L. 101-204, the Domestic Volunteer Service Amendments of 1989, enacted December 7, 1989, directs the ACTION agency to use one-third of any appropriations increases for new Programs of National Significance which will enable existing RSVP, Foster Grandparent, and Senior Companion projects, through small "NS" grants of \$5 - \$20 thousand dollars, to develop new or expanded volunteer components in the following "national significance" areas:

1. programs that assist individuals with chronic and debilitating illnesses such as immune deficiency syndrome;
2. programs designed to decrease drug and alcohol abuse;
3. programs that work with teenage parents;
4. mentoring programs that match senior volunteers with youth who need guidance;
5. adult and school-based literacy programs;
6. respite care, including care for frail elderly individuals and disabled or chronically ill children living at home;
7. before and after-school programs sponsored by organizations such as libraries that serve children of working parents;
8. programs working with boarder babies;
9. programs serving children who are enrolled in child care programs, with priority given to those serving children with special needs;
10. the provision of care to developmentally disabled adult individuals residing in home and community-based settings, including, where appropriate, the involvement of older developmentally disabled individuals as OAVP volunteers;
11. programs involving senior volunteers tutoring educationally disadvantaged children on a one-on-one basis.

Frances F. Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

Re: ACTION

In addition to the technical and legal status of the agency, we reached a common analysis on some overall priorities that might be worth consideration by the new administration.

Our main conclusion is that ACTION is a remarkable conception, has had wonderful periods in its history and has many systems in place that make it an invaluable part of a National Service Initiative. It is currently substantially diminished in scope, budget, vision, leadership and morale. It can be revitalized as part of a much bigger effort. It has enormous capacity to help support a new and more experimental approach.

1. Strengthening of ACTION in an Integrated Plan for the Promotion of Public Service. With its existing array of volunteer based programs, ACTION could play a useful role in the implementation of the Clinton-Gore national service initiatives.

There are several reasons to justify such a policy:

A. ACTION has over twenty years of experience in managing programs designed to activate volunteers to provide various services within local communities. It has the experience and systems in place to deal with a great variety of situations that may develop in a vastly expanded volunteer initiative.

B. In order for a national service corps to be successful in meeting its goals, there must be a strong working relationship between the managing federal agency and community and grassroots organizations. They provide a source of recruitment, access and credibility at the local level for service corps members etc. ACTION has worked with public and private non-profit organizations throughout its history. This must be revitalized, but the structure is there.

2. Integration of Volunteer Agencies. Presently there are a wide array of federal agencies/foundations that administer volunteer based programs within the federal government. Some of the most visible include ACTION, the Commission on National and Community Service, the Points of Light Foundation and the Conservation Corps. A greater degree of cost effectiveness could be achieved through a consolidation of these entities into one administering agency--while keeping their programs distinct and under their current authorizations. While there are many reasons these functions were separately created, those reasons may no longer be necessary with a new administration.

3. **State and Regional Field Structure.** The strength of this Agency is its field operation. It is extremely cost effective. It allows for greater accountability and oversight of the volunteers and the projects. It moves a central conception with decentralized implementation. It has the experience of a tested system that appears to have the capacity to accommodate a dramatically increased number of volunteers and additional programs if there is new direction and political leadership. The ACTION structure (with a new name and broadened mandate) could possibly provide the apparatus for the new public service initiatives. In effect, a new initiative would be created with the benefit of past experience.

4. **Intergenerational.** The Older American Volunteer Programs in combination with the VISTA and other programs allows for broad public appeal and the possibility of broad public support and involvement. It seems wise to keep these diverse programs together in the same agency.

6. **Mission.** National Service will be more than just increasing what exists. It needs a boldness of something new and a clarity of how broadly it will be defined. It will need to promote the vitality of spirit to **the volunteers, the organizations providing the placements, the communities in which they are placed and the public at large.** All of these audiences will play a crucial role in shaping the effectiveness of the program and supporting it. It could include a variety of programs ranging from those with large institutions (eg. college, hospitals) to non-profit organizations. It could involve a wide variety of volunteers ranging from new high school graduates to college graduates to retired professionals to people making midline change. It will need to respond to more traditional human needs as well as a variety of contemporary issues. It must be designed to support a variety of approaches from service to advocacy to education.

7. **Training, Recruitment and Public Awareness.** Support for the volunteers, supervisors and organizations and promotion of the services with the public at large will be essential to the success of a re-constituted agency. ACTION Volunteer and Staff training have been seriously reduced with budget cuts (not allowing adequate travel funding). This needs to be increased, even if it means slower increase of the number of volunteers.

Recruitment can be substantially increased using pro bono assistance (eg. the Ad Council), former volunteers (now over 100,000 from VISTA) and primarily through publicity about the renewed mission and support.

A national excitement about the program can be created with the commitment from the President and new dynamic appointees promoting the new mission.

THE ROLE OF VISTA IN NATIONAL SERVICE

A POSITION PAPER

Submitted by

Friends of VISTA

December 2, 1992

FRIENDS OF

VISTA

1000 Wisconsin Ave. N.W.
Washington, DC 20007
202/342-0519

BOARD OF DIRECTORS

Sargent Shriver, Co-Chairperson
George Romney, Co-Chairperson

Richard Bank
Robert Collier
Shayna Dol Cohen
Pablo Eisenberg
Arthur Flemming
Mildred Jeffrey
William Josephson
Francie Luzzetto
Mimi Mager
Noel McCaman
Wayne Meisel
Jeffrey Newman
David Pass
Tricia Rubacky
Hans Spiegel
Peter Weiss
Dorothy Wexler
Lisa Woll
Peter Yarrow
Richard Yap

December 9, 1992

President-elect Bill Clinton
Transition Team
ACTION
1120 Vermont Avenue, N.W.
Washington, D.C. 20270

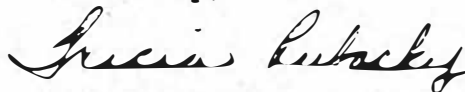
Dear President-elect Clinton:

The Friends of VISTA (FOV) Board of Directors is pleased to present its recommendations regarding VISTA's role in the national service initiatives currently being developed for your upcoming administration. Founded in 1979, Friends of VISTA is the leading organization working to promote, protect and preserve the VISTA program. Since its inception, Sargent Shriver and George Romney have served as the Co-Chairs of Friends of VISTA. Friends of VISTA's Board consists primarily of former VISTA volunteers, ex-OEO/VISTA staff and anti-poverty and national service advocates. Since 1980, several attempts have been made to dismantle the VISTA program. Largely because of Friends of VISTA's efforts, VISTA has survived.

Friends of VISTA believes strongly that VISTA can and should play an integral role in fulfilling your vision of community and national service, and, under your leadership, can greatly expand its ability to alleviate poverty and empower low-income communities. The enclosed position paper describes how VISTA can achieve this goal.

We welcome your efforts to increase the nation's commitment to national service and would be happy to meet with members of the transition staff to provide any additional information that might be helpful.

Sincerely,



Tricia Rubacky, Chairperson
Friends of VISTA Executive Committee
(202) 408-1080

Enc: 1

VISTA: A PROVEN PROGRAM

At a time when the Clinton Administration is proposing a national service corps with hundreds of thousands of participants, it is essential to look at the Federal Government's only full-time domestic antipoverty volunteer program, "Volunteers in Service to America", popularly known as VISTA. VISTA can serve as a prototype for other national service efforts while maintaining its own identity and purpose. VISTA's support systems and structure can enhance the development and implementation of the national service initiative.

In 1994, VISTA will celebrate its 30th anniversary having enrolled approximately 125,000 Volunteers on more than 12,000 anti-poverty projects across the nation. Volunteers of all ages and all backgrounds serve in VISTA creating a diverse human resource with a variety of skills and experiences. VISTA Volunteers recruited from local communities serve alongside those recruited from other parts of the country. Their role within low-income communities has, and continues to be, that of resource mobilizer, catalyst, and community developer as well as direct service provider.

While VISTA project sponsors are both public and private non-profit organizations, the program's greatest impact has often been achieved under grassroots or citizen participation organizations whose ultimate goal is the attainment of capacity-building and self-sufficiency within the low-income community. Since the VISTA program seeks, but does not require, a financial contribution from its sponsoring organizations, those with fewer resources can still obtain VISTA Volunteers for activities that might otherwise fail to achieve their full potential.

Throughout its history, the VISTA program has reflected the emerging needs of the low-income population as well as the program priorities of each Administration. During the energy "crisis" of the late 70's, for example, many VISTA Volunteers were involved in low-income energy assistance, conservation, and appropriate technology activities. In the early 80's, a significant portion of the VISTA program was assigned to a network of newly-created food banks to expand their capacity and increase donations and distribution of food. Most recently, nearly one-fifth of all VISTA Volunteers have been assigned to literacy projects, recruiting students, training tutors, and mobilizing private sector resources to enable these programs to continue after the VISTA resource is withdrawn.

As it has for previous administrations, the VISTA program can respond to the programming priorities and initiatives of the new Clinton Administration, tackling some of the most difficult issues facing the low-income population such as job-readiness programs for persons seeking to enter and reenter the job market, economic

development in forgotten rural communities, permanent housing for those without shelter, or support systems for those afflicted with AIDS. These can, indeed, serve as program models for the national service corps and enhance the efforts of other Federal agencies with similar program missions. In addition, experienced VISTA Volunteers, both current and former, in communities throughout the United States can serve as "volunteer leaders" to national service participants providing necessary support and technical assistance in their service activities.

With its experience, diverse volunteer resources, and developmental approach to solving low-income community problems, VISTA can maintain its overall mission while complementing and supporting the efforts of the new national service program. At the same time, the loan forgiveness proposal that has been discussed as part of your National Service Trust Fund appears to go beyond the current deferment and forgiveness opportunities currently extended to VISTA volunteers. If such a proposal is applied to VISTA volunteers as well, it can serve as an additional incentive for recruiting greater numbers of college students into VISTA. In addition, consideration should be given to providing academic credit to persons who participate in VISTA and other national and community service initiatives provided that their work experience meets the academic standards of institutions of higher learning engaged in training individuals for careers in social work, counselling and other helping professions.

UTILIZING THE ACTION AGENCY AND INFRASTRUCTURE

The ACTION agency, with its broad array of volunteer programs (VISTA, Retired Senior Volunteers, Foster Grandparents, Senior Companions, Student Community Service, and demonstration programs) comprising more than one half million volunteers in thousands of local communities, its decentralized field structure (47 State Offices), extensive contacts with local, State, and Federal officials, and a planning/programming system responsive to local needs, is in a unique position to support the new national service effort.

ACTION, through its structure and volunteer/community networks, is a foundation for:

1. developing placement opportunities for national service participants;
2. monitoring national service projects to ensure that activities are meaningful, not "make-work;"
3. training national service project directors and volunteer leaders at State/local levels;

4. instituting recruitment, screening, and placement systems for national service participants;
5. "payrolling" of national service participants via existing systems to save administrative costs at the local level;
6. validating and certifying the period of service of national service participants for student loan benefits utilizing database capabilities within ACTION; and,
7. awarding, fiscal monitoring, and auditing of national service grants utilizing ACTION's decentralized structure and database capabilities.

Utilizing the ACTION infrastructure and its programming and support systems would expedite implementation of the national service program and take advantage of that agency's expertise in the mobilization of volunteer resources.

CONCLUSION

VISTA is the only government-supported, full-time volunteer program with an anti-poverty mandate. It has a long and distinguished history of responding to the needs of low-income communities across America. Friends of VISTA strongly urges the new Administration to take advantage of this record of achievement by making VISTA an integral part of the national service initiative.



"Organizing and Advocating for Students Across the Country"

United States Student Association / 815 15th St., NW Suite 838 / Washington D.C. 20005 / (202) 347-USSA
FAX# (202) 393-5886

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 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.

(2) 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.

(3) 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.

(4) 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.

(5) **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.

(6) **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.

(7) **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.

(8) **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.

(9) **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.

In addition to these recommendations, USSA would like to submit additional proposals regarding the Trust Fund:

(10) 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.

(11) 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.

(12) 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.

(13) 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.

(14) 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.

(15) 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.

(16) 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.).

(17) 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.

(18) 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.

(19) 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.

(20) 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.

(21) 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.

(22) 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.

OLDER AMERICAN VOLUNTEER PROGRAMS NATIONAL DIRECTORS ASSOCIATIONS



Retired Senior Volunteer
Program Directors



Foster Grandparent
Program Directors



Senior Companion
Project Directors

December 17, 1992

TO: Melanne Verveer

FR: Fran Butler

RE: Enhancing senior programs on the National Service Agenda and integrating senior volunteers with college graduates involved in service

In response to your request, I have solicited recommendations from the Directors Associations on how senior volunteerism can be enhanced as the national service agenda advances, and how college graduates involved in service for loan repayment might work together with seniors.

Following are some taking-off points:

Enhancing senior volunteerism on the national service agenda:

- The Director of the National Service Agency should be an individual who recognizes the capacities and value of community service by older Americans as well as young people, and be willing to promote an age-inclusive national service agenda
- A strong, credible spokesperson should be named as a Presidential appointee to head the Senior Volunteer component of the National Service Agency
- The National Service Agency should include mechanisms for cross-fertilization among programs, so that national, regional, state, and local program heads confer on a regular basis on how young and old can serve together
- National Service grants should include preferences for programs that include intergenerational components
- It should be a requirement that senior advocates (regardless of age) should be included as "Commissioners" or on a Presidential Advisory Council for the National Service Agency
- It should be a requirement that senior advocates (regardless of age) should be included on state planning commissions for national and community service
- The existing Older American Volunteer Programs (Retired Senior Volunteer Program, Foster Grandparent Program, Senior Companion Program) should be expanded to demonstrate President Clinton's recognition of the value of senior service and his commitment to an age-inclusive national service agenda
- Government-wide attention to issues affecting older persons (health care, aging services programs, aging research) should be balanced with attention to, support of, and articulation of the capacities of older Americans to be resources in their communities, and health and social benefits that accrue to the senior volunteer by staying involved

Frances F. Butler, Washington Representative
11481 Bingham Terrace
Reston, Virginia 22091
(703) 860-9570

Suggestions for how college graduates can work in partnership with older Americans in meeting community needs:

- Train seniors to provide guidance to peers on questions such as insurance coverage, completing medical forms, budgeting, nutrition, information & referral, identification of community resources, etc.
- Help seniors with home repairs, weatherization, driving for medical appointments, home visiting
- Work together on surplus food distribution programs & meals on wheels delivery
- Work with adult literacy programs
- Organize community gardens
- Serve as advocates for child and elder abuse victims
- Help with respite and overnight care for homebound children and elderly
- Serve as aides in child care centers
- Organize environmental education, cleanup efforts
- Mentor teenage parents and other at-risk youth
- Organize and assist with after-school/summer projects for young adolescents
- Organize community building activities such as ethnic festivals, etc.
- Organize "sister cities" partnerships to promote international awareness, and implement on-going activities
- Work with children and their parents in homeless shelters
- Conduct SSI outreach efforts to locate persons who are eligible for SSI benefits but are not now receiving them
- Assist with recruitment of volunteers and identification of community needs which could be addressed by volunteers
- Assist with fundraising efforts for non-profits which rely on volunteers
- Help with exercise programs for transitional care to ease people out of homebound and nursing home care situations

Re: ACTION

In addition to the technical and legal status of the agency, we reached a common analysis on some overall priorities that might be worth consideration by the new administration.

Our main conclusion is that ACTION is a remarkable conception, has had wonderful periods in its history and has many systems in place that make it an invaluable part of a National Service Initiative. It is currently substantially diminished in scope, budget, vision, leadership and morale. It can be revitalized as part of a much bigger effort. It has enormous capacity to help support a new and more experimental approach.

1. Strengthening of ACTION in an Integrated Plan for the Promotion of Public Service. With its existing array of volunteer based programs, ACTION could play a useful role in the implementation of the Clinton-Gore national service initiatives.

There are several reasons to justify such a policy:

A. ACTION has over twenty years of experience in managing programs designed to activate volunteers to provide various services within local communities. It has the experience and systems in place to deal with a great variety of situations that may develop in a vastly expanded volunteer initiative.

B. In order for a national service corps to be successful in meeting its goals, there must be a strong working relationship between the managing federal agency and community and grassroots organizations. They provide a source of recruitment, access and credibility at the local level for service corps members etc. ACTION has worked with public and private non-profit organizations throughout its history. This must be revitalized, but the structure is there.

2. Integration of Volunteer Agencies. Presently there are a wide array of federal agencies/foundations that administer volunteer based programs within the federal government. Some of the most visible include ACTION, the Commission on National and Community Service, the Points of Light Foundation and the Conservation Corps. A greater degree of cost effectiveness could be achieved through a consolidation of these entities into one administering agency--while keeping their programs distinct and under their current authorizations. While there are many reasons these functions were separately created, those reasons may no longer be necessary with a new administration.

3. State and Regional Field Structure. The strength of this Agency is its field operation. It is extremely cost effective. It allows for greater accountability and oversight of the volunteers and the projects. It moves a central conception with decentralized implementation. It has the experience of a tested system that appears to have the capacity to accommodate a dramatically increased number of volunteers and additional programs if there is new direction and political leadership. The ACTION structure (with a new name and broadened mandate) could possibly provide the apparatus for the new public service initiatives. In effect, a new initiative would be created with the benefit of past experience.

4. Intergenerational. The Older American Volunteer Programs in combination with the VISTA and other programs allows for broad public appeal and the possibility of broad public support and involvement. It seems wise to keep these diverse programs together in the same agency.

6. Mission. National Service will be more than just increasing what exists. It needs a boldness of something new and a clarity of how broadly it will be defined. It will need to promote the vitality of spirit to **the volunteers, the organizations providing the placements, the communities in which they are placed and the public at large.** All of these audiences will play a crucial role in shaping the effectiveness of the program and supporting it. It could include a variety of programs ranging from those with large institutions (eg. college, hospitals) to non-profit organizations. It could involve a wide variety of volunteers ranging from new high school graduates to college graduates to retired professionals to people making midline change. It will need to respond to more traditional human needs as well as a variety of contemporary issues. It must be designed to support a variety of approaches from service to advocacy to education.

7. Training, Recruitment and Public Awareness. Support for the volunteers, supervisors and organizations and promotion of the services with the public at large will be essential to the success of a re-constituted agency. ACTION Volunteer and Staff training have been seriously reduced with budget cuts (not allowing adequate travel funding). This needs to be increased, even if it means slower increase of the number of volunteers.

Recruitment can be substantially increased using pro bono assistance (eg. the Ad Council), former volunteers (now over 100,000 from VISTA) and primarily through publicity about the renewed mission and support.

A national excitement about the program can be created with the commitment from the President and new dynamic appointees promoting the new mission.



"Organizing and Advocating for Students Across the Country"

United States Student Association / 815 15th St., NW Suite 838 / Washington D.C. 20005 / (202) 347-USSA
FAX# (202) 393-5886

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 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.

(2) 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.

(3) 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.

(4) 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.

(5) **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.

(6) **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.

(7) **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.

(8) **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.

(9) **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.

In addition to these recommendations, USSA would like to submit additional proposals regarding the Trust Fund:

(10) 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.

(11) 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.

(12) 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.

(13) 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.

(14) 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.

(15) 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.

(16) 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.).

(17) 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.

(18) 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.

(19) 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.

(20) 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.

(21) 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.

(22) 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.

THE ROLE OF VISTA IN NATIONAL SERVICE

A POSITION PAPER

Submitted by
Friends of VISTA

December 2, 1992

FRIENDS OF VISTA

1000 Wisconsin Ave. N.W.
Washington, DC 20007
202/342-0519

BOARD OF DIRECTORS

Sargent Shriver, Co-Chairperson
George Romney, Co-Chairperson

Richard Bank
Robert Collier
Sheyne Dol Cohen
Pablo Eisenberg
Arthur Flemming
Mildred Jeffrey
William Josephson
Francie Luzzatto
Mimi Mager
Noel McCaman
Wayne Meisel
Jeffrey Newman
David Pass
Tricia Rubacky
Hans Spiegel
Peter Waite
Dorothy Wexler
Lisa Woll
Peter Yarrow
Richard Yap

December 9, 1992

President-elect Bill Clinton
Transition Team
ACTION
1120 Vermont Avenue, N.W.
Washington, D.C. 20270

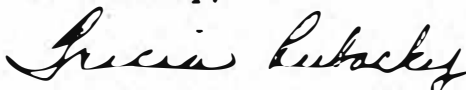
Dear President-elect Clinton:

The Friends of VISTA (FOV) Board of Directors is pleased to present its recommendations regarding VISTA's role in the national service initiatives currently being developed for your upcoming administration. Founded in 1979, Friends of VISTA is the leading organization working to promote, protect and preserve the VISTA program. Since its inception, Sargent Shriver and George Romney have served as the Co-Chairs of Friends of VISTA. Friends of VISTA's Board consists primarily of former VISTA volunteers, ex-OEO/VISTA staff and anti-poverty and national service advocates. Since 1980, several attempts have been made to dismantle the VISTA program. Largely because of Friends of VISTA's efforts, VISTA has survived.

Friends of VISTA believes strongly that VISTA can and should play an integral role in fulfilling your vision of community and national service, and, under your leadership, can greatly expand its ability to alleviate poverty and empower low-income communities. The enclosed position paper describes how VISTA can achieve this goal.

We welcome your efforts to increase the nation's commitment to national service and would be happy to meet with members of the transition staff to provide any additional information that might be helpful.

Sincerely,



Tricia Rubacky, Chairperson
Friends of VISTA Executive Committee
(202) 408-1080

Enc: 1

VISTA: A PROVEN PROGRAM

At a time when the Clinton Administration is proposing a national service corps with hundreds of thousands of participants, it is essential to look at the Federal Government's only full-time domestic antipoverty volunteer program, "Volunteers in Service to America", popularly known as VISTA. VISTA can serve as a prototype for other national service efforts while maintaining its own identity and purpose. VISTA's support systems and structure can enhance the development and implementation of the national service initiative.

In 1994, VISTA will celebrate its 30th anniversary having enrolled approximately 125,000 Volunteers on more than 12,000 anti-poverty projects across the nation. Volunteers of all ages and all backgrounds serve in VISTA creating a diverse human resource with a variety of skills and experiences. VISTA Volunteers recruited from local communities serve alongside those recruited from other parts of the country. Their role within low-income communities has, and continues to be, that of resource mobilizer, catalyst, and community developer as well as direct service provider.

While VISTA project sponsors are both public and private non-profit organizations, the program's greatest impact has often been achieved under grassroots or citizen participation organizations whose ultimate goal is the attainment of capacity-building and self-sufficiency within the low-income community. Since the VISTA program seeks, but does not require, a financial contribution from its sponsoring organizations, those with fewer resources can still obtain VISTA Volunteers for activities that might otherwise fail to achieve their full potential.

Throughout its history, the VISTA program has reflected the emerging needs of the low-income population as well as the program priorities of each Administration. During the energy "crisis" of the late 70's, for example, many VISTA Volunteers were involved in low-income energy assistance, conservation, and appropriate technology activities. In the early 80's, a significant portion of the VISTA program was assigned to a network of newly-created food banks to expand their capacity and increase donations and distribution of food. Most recently, nearly one-fifth of all VISTA Volunteers have been assigned to literacy projects, recruiting students, training tutors, and mobilizing private sector resources to enable these programs to continue after the VISTA resource is withdrawn.

As it has for previous administrations, the VISTA program can respond to the programming priorities and initiatives of the new Clinton Administration, tackling some of the most difficult issues facing the low-income population such as job-readiness programs for persons seeking to enter and reenter the job market, economic

development in forgotten rural communities, permanent housing for those without shelter, or support systems for those afflicted with AIDS. These can, indeed, serve as program models for the national service corps and enhance the efforts of other Federal agencies with similar program missions. In addition, experienced VISTA Volunteers, both current and former, in communities throughout the United States can serve as "volunteer leaders" to national service participants providing necessary support and technical assistance in their service activities.

With its experience, diverse volunteer resources, and developmental approach to solving low-income community problems, VISTA can maintain its overall mission while complementing and supporting the efforts of the new national service program. At the same time, the loan forgiveness proposal that has been discussed as part of your National Service Trust Fund appears to go beyond the current deferment and forgiveness opportunities currently extended to VISTA volunteers. If such a proposal is applied to VISTA volunteers as well, it can serve as an additional incentive for recruiting greater numbers of college students into VISTA. In addition, consideration should be given to providing academic credit to persons who participate in VISTA and other national and community service initiatives provided that their work experience meets the academic standards of institutions of higher learning engaged in training individuals for careers in social work, counselling and other helping professions.

UTILIZING THE ACTION AGENCY AND INFRASTRUCTURE

The ACTION agency, with its broad array of volunteer programs (VISTA, Retired Senior Volunteers, Foster Grandparents, Senior Companions, Student Community Service, and demonstration programs) comprising more than one half million volunteers in thousands of local communities, its decentralized field structure (47 State Offices), extensive contacts with local, State, and Federal officials, and a planning/programming system responsive to local needs, is in a unique position to support the new national service effort.

ACTION, through its structure and volunteer/community networks, is a foundation for:

1. developing placement opportunities for national service participants;
2. monitoring national service projects to ensure that activities are meaningful, not "make-work;"
3. training national service project directors and volunteer leaders at State/local levels;

4. instituting recruitment, screening, and placement systems for national service participants;
5. "payrolling" of national service participants via existing systems to save administrative costs at the local level;
6. validating and certifying the period of service of national service participants for student loan benefits utilizing database capabilities within ACTION; and,
7. awarding, fiscal monitoring, and auditing of national service grants utilizing ACTION's decentralized structure and database capabilities.

Utilizing the ACTION infrastructure and its programming and support systems would expedite implementation of the national service program and take advantage of that agency's expertise in the mobilization of volunteer resources.

CONCLUSION

VISTA is the only government-supported, full-time volunteer program with an anti-poverty mandate. It has a long and distinguished history of responding to the needs of low-income communities across America. Friends of VISTA strongly urges the new Administration to take advantage of this record of achievement by making VISTA an integral part of the national service initiative.

FRAMEWORK FOR FEDERAL YOUTH APPRENTICESHIP LEGISLATION

The attached paper is a work of many hands and minds. It represents a large measure of consensus on major issues and was arrived at by hard work over a six-week period. We offer it as an aid to discussion, not as a document officially embraced by either individuals or organizations. Undoubtedly, many refinements will be offered before legislation is proposed by the Clinton Administration or by Members of the Congress.

Having said that, the more than two dozen individuals who labored over the document are proud of this product! We feel that it provides a sound basis for resolving the key issues that legislation must face and that it builds well on the state of knowledge and experience in the youth apprenticeship field.

We ask that the document be widely circulated and approached in a constructive spirit, attempting to broaden a "sense of ownership." In that way, America's young people and their families, their employers and the economy may all come to benefit.

Among those who bore the heaviest load of distilling rich conversation into this written form were: Glenda Partee, Irene Lynn and Gary Moore. Evelyn Ganzglass, Richard Kazis, Joan Wills, Trish McNeil, Lucy Watkins, Paul Weckstein, Alan Zuckerman, Esther Schaeffer and Samuel Halperin commented generously on earlier drafts. David Brown, Louise Bertsche, Rob Hall, Tony Sarmiento, Jewell Gould, Christopher Harris, Anne Heald, Lauren Jacobs, Sue Rhodes, Mary Cross, Margaret Dunkle, Lynne Sacks, Ivan Charner, Pierce Quinlan, Gerald Hayward, Bennie Lucroy, Deborah Gustafson, Eugenia Kemble and Mary DeGonia all contributed to the developing dialogue at various stages.

December 2, 1992

FRAMEWORK FOR FEDERAL YOUTH APPRENTICESHIP LEGISLATION
(Preferred Title: "Career Pathways")

INTRODUCTION

This paper provides recommendations for a federal legislative framework in support of a national youth apprenticeship system. Additionally, it:

1. Contains a background of the problem to be addressed by the legislative framework;
2. Describes the purposes of the legislative framework; and
3. Lays out the framework for the legislation.

BACKGROUND

The increasingly competitive and interdependent global economy is placing in jeopardy our nation's advantage and status as a **high wage** economy. The freedom with which goods and services move across countries and continents creates unrelenting pressures on cost and quality. In the long run, the survival and growth of U.S. industries--and the standard of living we enjoy as a nation--will depend upon their ability to improve productivity continually through the use of new technologies and improved forms of work organization. These in turn will require new and greater levels of work place know-how and skills from all workers--those already in the work force and those who are making the transition from school into the labor force.

Many of our economic competitors—including Germany, Japan, Sweden and Denmark--understand that their greatest asset is the skills and knowledge of their people. In each of these countries, initial preparation for productive work is a central component of national economic strategy. These countries have well-developed national systems that smooth the transition from school to work by connecting young people with employers and the world of work, investing significant resources in the academic and occupational preparation of all young people, and positioning the majority of young people to be able to take advantage of lifelong learning rooted in the work place. In Germany and other countries, this system is called youth apprenticeship.

In the United States, we lack any coherent system for helping young people move from school into careers. For those who will not complete a four-year college degree, the path to careers is haphazard and uncharted. Too many never make it, at a serious cost to them as individuals and to the nation as a whole. We can no longer afford a system that fails to give as many as two thirds of our young people the opportunity to develop well-paying

careers.

For this reason, we believe it is time to develop a more structured set of career pathways in the United States. We propose serious exploration of **youth apprenticeship** as a model for linking school and work. While we recognize the need to create a system that builds from the strengths of American educational, economic and political institutions, we believe youth apprenticeship is a powerful approach to both learning and entry into the work force.

Youth apprenticeship builds upon the oldest known form of education--learning from a master craftsperson. It is built upon the foundation of: (a) an effective pedagogy--learning by doing and learning at work from masters--that is the way most people learn best; and (b) a proven strategy for connecting young people with high quality career paths by matching them with employers who will train them on the job.

Youth apprenticeship is designed to complement and not compete with registered adult apprenticeship. The adult apprenticeship system is an excellent system for training skilled technicians and craft workers--primarily in the construction trades and in some manufacturing industries--that combines structured on-the-job learning with a specified amount of related classroom instruction. Curricula for these multi-year programs are determined by employers or labor/management groups who define the criteria for attaining journeyman status. The programs are guided by existing federal and state laws and regulations.

Youth apprenticeship is driven by both work place needs and the broad educational needs of young people. While youth apprenticeship leads to a certificate of occupational skills, it also includes a rigorous academic learning component. It is designed as a program linking school and work. In occupational areas where registered apprenticeships are active and are a primary route into the occupation, youth apprenticeship can serve as a pre-apprenticeship program leading to advanced standing in a registered adult program.

To maximize its success for and accessibility to a wide range of young people, youth apprenticeship must be predicated on a strong core curriculum in the middle and early secondary grades, early career exploration and counseling services, and equitable participation. This ensures that students will have initially the academic and work readiness competencies consistent with state and national standards and with employer criteria for hiring as apprentices. It also empowers students and their families to make knowledgeable career and life choices in full understanding of program options and requirements and their individual rights and responsibilities.

In view of historical discrimination in both the labor market and the educational system, effort must be made to ensure equitable participation of women, people of color, individuals with disabilities, low-income individuals, and individuals with limited English proficiency in youth apprenticeship. Community-based organizations with a history of effective work with such groups should also be included in the planning and delivery of youth apprenticeship.

Youth apprenticeship is envisioned as one component of a comprehensive national education and training system. It is not so much a specific program as an approach to learning that uses the work site as a unifying and organizing feature of instruction. Its goal is to improve the way employers and schools work together to provide learning opportunities and career possibilities for young people. Its success does not require the creation of new bureaucracies but, rather, the creation of new partnerships across and within the public and private sectors.

The proposed framework for federal youth apprenticeship legislation is guided by several basic principles:

- improving the pathways of young people into careers;
- focusing on high quality standards and outcomes for both academic achievement and skill attainment;
- fostering collaboration among schools, employers, organized labor, community-based organizations, and government agencies as a way to improve the education and training system;
- supporting and expanding new ways of learning that incorporate the work site as a learning environment; and
- connecting to and supporting changes in the way employers use technology, organize work and deploy employees.

PURPOSES OF LEGISLATION

The proposed legislation would inaugurate a five-year initiative to develop capacity throughout the United States for youth apprenticeship collaboratives among employers, educators, community-based organizations serving youth, and unions, where appropriate. This legislation would stimulate the restructuring and enhancement of existing education, training and hiring practices within both the public and private sectors.

This restructuring cannot be achieved without first establishing a solid foundation. It requires a period of experimentation in local communities across the country. Support systems must be established at the state and national level. New organizational tasks and responsibilities are required by employer organizations and unions.

The five-year period has been chosen because it is the minimal amount of time needed to:

- build strong institutional and public support for youth apprenticeship;
- define and firmly establish the new organizational tasks required of schools,

employers, employees, community-based organizations and their respective organizations; and

- learn sufficient lessons from the field to determine the appropriate legal framework for expanding and sustaining youth apprenticeship.

Specifically, the legislation would:

1. Define the essential elements of youth apprenticeship.
2. Provide for federal assistance to institute youth apprenticeship throughout the United States in conjunction with states, localities, business, labor, educators and community organizations.
3. Develop through technical assistance and financial support, where appropriate, the capacity of employers, employees, schools, community-based organizations and their respective organizations to implement youth apprenticeship.
4. Foster collaboration among government agencies, schools, employers, employees, community-based organizations and their respective organizations in the design and implementation of youth apprenticeship.
5. Support continued research, development and evaluation to (a) determine the best strategies for operationalizing youth apprenticeship, (b) develop occupational skills standards where they do not exist, (c) develop quality measures for youth apprenticeship programs, and (d) determine the institutional arrangements needed to support a nationwide system.
6. Encourage, within the essential elements of youth apprenticeship, flexibility in approaches in order to meet the needs of differing occupations, industries and local economies.

THE LEGISLATIVE FRAMEWORK

Definition

Youth apprenticeship is a comprehensive approach to learning that includes all of the following essential elements.

1. Integration of school-based learning with work site learning.
2. Continuous academic instruction to attain proficiency in at least the core subjects of English, mathematics, geography, history and science, consistent

with state education standards and any voluntary national standards that include the competencies and credits needed to permit students to pursue the full range of postsecondary education options.

3. Occupational and technical instruction to attain:

- broad vocational experience, including experience in and understanding of all aspects of the industry--i.e. planning, management, finance, underlying principles of technology, community issues, labor issues, and health, safety and environment, as well as technical and production skills;
- occupation-specific knowledge, skills and abilities specified in broadly accepted (national where available) industry standards;
- general work place competencies, including the ability to manage resources, work productively with others, acquire and use information, understand and master systems, and work with technologies.

4. Established standards of academic competency and assessments which appropriately measure interests and aptitudes necessary for success in specific careers.

5. A work-based learning component that includes:

- a formal training agreement between the school, the student, the employer, and, if applicable, the parents, outlining respective roles and responsibilities;
- a formal work site training plan;
- mentoring by employees; and
- paid work at progressively higher skill levels as the student progresses through the program.

6. Formal connections to:

- career guidance, exploration and counseling beginning no later than 9th grade to support and inform student choice; and
- remediation to assist students achieve the educational standards required for entry into youth apprenticeship.

7. A range of support services students need for successful participation that include:
 - additional career guidance and counseling to help youth apprentices prepare and plan for their future employment and education; and
 - remediation to help youth apprentices meet the educational, occupational and work-based learning demands of participation in youth apprenticeship.
8. Established outcomes that include:
 - award of a broadly-recognized certification of occupational skills based on national occupational skill standards where available. This certification is in addition to academic qualifications earned which at minimum include a high school diploma.
 - skill development that enables continuation of learning beyond the 12th grade through structured articulation arrangements with postsecondary education institutions, registered apprenticeship programs, or other structured employer-sponsored training programs.
9. Active involvement of employers, schools, students, parents, unions and community-based organizations, where appropriate, in program design and implementation.
10. Assurance that state and federal laws relating to safety, health and well-being of workers apply to youth apprenticeship and that youth apprentices do not displace current workers.
11. Criteria for entry that are consistent with federal civil rights laws governing federally funded education programs and governing employers, and that are validated as essential to successful performance of the required work. (Perkins Act provisions governing access and non-discrimination for special populations in the full range of employment-related programs would also apply.)
12. Systematic effort to place graduates in permanent, full-time employment in the field for which they have been certified, or to assist them in pursuing future schooling or work preparation.

Functions

The functions supported by the proposed legislation are advocacy, research, program

development, standards creation, policy development, and other activities necessary to institute a youth apprenticeship system throughout the United States.

Federal

1. Coordinate federal programs of education, employment, training and commerce/business development to support and augment youth apprenticeship efforts.
2. Support states in implementing state youth apprenticeship programs.
3. Support and strengthen networks (at the national, state and local levels) of industry, trade or other associations of employers and employees to develop the capacity to deliver the work-site learning component and to participate with educational institutions in the design, implementation and administration of youth apprenticeship.
4. Support development and dissemination of "lighthouse" programs for youth apprenticeship in local communities. These programs should reflect diversity in approaches, occupational focus, participant population and geographic location.
5. Establish a national youth apprenticeship marketing and promotion campaign directed to employers, educators, unions, community-based organizations, parents and students.
6. Support the provision of technical assistance, including professional development to states, employer groups and unions, education institutions, community-based and local organizations to develop capacity to design and implement youth apprenticeship programs; to aid in identifying and removing barriers to equitable participation of women, people of color, individuals with disabilities and low-income people; and to stimulate the participation of women in non-traditional fields.
7. Support an information exchange network to provide information on "best practices" and sources for technical assistance.
8. Conduct and use existing research and make recommendations on:
 - the nature of industries and fields suitable for youth apprenticeship;
 - barriers to youth apprenticeship in different industries and occupations;
 - incentives and disincentives to employer and education participation;

- federal laws and regulations that may be barriers to youth apprenticeship;
 - methods of evaluating, measuring and ensuring program quality across youth apprenticeship programs in the United States;
 - new measures and instruments for assessing world-class standards and for determining interests and aptitudes necessary for success in specific careers (care must be taken to avoid assessment tools which perpetuate historic discriminatory employment patterns);
 - program improvement, strategies for implementation and expansion, and changes to federal and state laws and regulations, based on research findings; and
 - such other research as needs determine.
9. Promote the development and adoption of national standards for core proficiencies common to most industries within the youth apprenticeship system.
 10. Develop policies on awarding of funds to carry out the functions identified.
 11. Issue annual (and periodic) reports to the Congress and to the general public on the results of research undertaken and on progress in implementing youth apprenticeship nationwide, including recommendations for further action.

State

The proposed legislation encourages states to support youth apprenticeship statewide within the context of related work force development activities. It also identifies appropriate functions to be performed at the state level.

1. Review and modify, as necessary, state education, labor, and other policies to support the expansion of youth apprenticeship throughout the state.
2. Foster collaboration and the development of networks among and within education agencies and institutions, employer/trade associations, government agencies, organized labor and community-based organizations to create high quality programs of youth apprenticeship.
3. Establish and reinforce mutually supportive linkages between youth apprenticeship and other related statewide initiatives (e.g. K-12 education and vocational standards development and improvement, economic development,

current work force skill upgrading and development, registered apprenticeship, postsecondary education, and teacher training), and promote consistency among these activities and youth apprenticeship.

4. Provide ongoing training and technical assistance for teachers, employers, unions, community-based organizations, students, parents and others involved in designing and implementing youth apprenticeship.
5. Establish a marketing and promotion campaign for the development of youth apprenticeship targeted to employers, parents, schools and the general population.
6. Identify federal and state resources that may be used to implement youth apprenticeship.
7. Identify, in conjunction with appropriate federal agencies and employer representatives, standards for: (a) experience in and understanding of all aspects of particular industries based on careful analysis of actual and anticipated working conditions in high performance work places; and (b) broad occupational training and certification of programs and individuals.
8. Review and monitor local programs to ensure high standards and the enforcement of access and service rights of youth applicants and participants.
9. Sponsor the development and continuous updating of model integrated academic and vocational education curriculums for classroom and work place instruction based on standards developed by employers, educators, youth, parents and community residents.
10. Develop policies and procedures for awarding grants received under this legislation to local organizations and/or consortia to implement youth apprenticeship programs consistent with the essential elements outlined in the legislation.
11. Ensure that youth apprenticeship within the state is operated consistent with federal civil rights laws governing federally funded education programs and governing employers.
12. Support development of student outreach and recruitment efforts to ensure equitable participation of women, people of color, individuals with disabilities and low income and to stimulate the participation of women in non-traditional fields.

Local

Local organizations or consortia would design, implement and administer youth apprenticeship programs consistent with the essential elements outlined in the legislation. Federal and state functions would support local organizations and/or consortia. Allowable activities might include efforts to:

- overcome employer barriers to participation;
- overcome school-based barriers;
- foster collaboration at the community level.

Administration

At the **federal level**, youth apprenticeship would be administered by a National Work Force Quality Board comprised of the Secretaries of Labor, Education and Commerce, the Director of the Economic Security Council, and representatives from business, education, labor and public interest organizations. This board would have broad responsibilities for creating an integrated work force development system that is employer-driven and responsive to changing labor-market needs. The board would provide policy direction and establish standards of quality and achievement for work force development programs, enhance capacity within the public and private sectors to ensure that these standards are met, and streamline the planning, administration, and finance of federal work force development programs to remove barriers to effective management and service delivery at the state and local levels. These broad responsibilities provide the framework for administering youth apprenticeship through the board.

(Note: the following was also suggested but does not necessarily represent group consensus. Some prefer the legislation to be as non-specific and flexible as possible.)

1. At the **state level**, a state work force quality board would provide oversight for youth apprenticeship, within the context of its broader responsibilities, that include providing policy direction to federal and state work force development programs, supporting the establishment and use of standards of achievement and performance, enhancing the capacity of the public and private sectors to achieve these standards, and streamlining state policies and programs. Such entity may designate appropriate state agencies to carry out administrative activities associated with state functions.

Similarly, at the **local level**, implementation of youth apprenticeship programs would be promoted and supported by local work force quality boards.

2. At the **state level**, an existing or new council, board or institute would be designated or established to provide oversight for youth apprenticeship functions. It would be

broadly representative of the state agencies responsible for elementary and secondary education, higher education, labor, training and commerce, and representatives from business, education, labor, community-based organizations and public interest organizations. Such entity may designate appropriate state agencies to carry out administrative activities associated with state functions.

Resources and Allocations

(This section has not been broadly reviewed. Some prefer to delete it altogether; others feel it should be included as an aid to legislative consideration.)

The design of this youth apprenticeship initiative assumes a five-year developmental period. The primary costs during this start-up phase include: research and development of standards, improved assessment services, certification programs, and integrated school- and work-site curricula; support for employer based networks, staff development training, and local intermediary organizations; and marketing. Costs for ongoing operation activities such as teacher salaries and wage subsidies (including tax credits) are not included in the calculations.

The Act would authorize funds for each of five years to support development of youth apprenticeship with carry forward of funding from year to year. The estimates assume a lower level of funding for years one and two. The presumption is that approximately \$500 million would be the top allocation.

The grants would be allocated as follows:

1. Grants to states with an approved plan to:
 - carry out state functions to implement youth apprenticeship statewide for each of the five years; and
 - assist local organizations to implement youth apprenticeship consistent with the essential elements.
2. Grants to employers and employer groups to develop capacity to implement the work site learning components and to participate at the local level in implementing youth apprenticeship programs.
3. Grants to develop and disseminate information on "lighthouse" programs.
4. Research, development, information dissemination and technical-assistance activities outlined under federal functions.
5. No more than five percent of funds to carry out administrative activities.