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U.S. House of Representatives  
Committee on  
Natural Resources  
Washington, DC 20515-6201

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February 21, 1993

DANIEL P. BEARD  
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REPUBLICAN STAFF DIRECTOR

Ms. Kate Frucher  
White House Office of National Service  
Room 145  
Old Executive Office Building  
Washington DC 20500

Dear Kate:

As requested, enclosed is testimony from the hearing on opportunities for conservation service at the federal, state and local levels.

We appreciate your interest in the hearing and hope this material is helpful. To summarize some of the key points of the hearing:

- Youth conservation programs serve a dual purpose of providing job training and life skills to young people while accomplishing needed conservation work on federal lands.
- The federal land managing agencies have decades of experience in running youth conservation programs. The National Park Service, Fish and Wildlife Service and the Forest Service managed massive YCC and YACC programs in the 1970s until funding was cut under the Reagan and Bush Administrations. These programs are still in place and could be expanded quickly for a youth jobs initiative this summer or could be modified to accommodate year-round conservation service for pre- or post college students similar to the Peace Corps or VISTA. Programs could be residential or non-residential and can serve urban or rural populations.
- President Clinton made conservation and environmental protection one of the cornerstones of his campaign and he supported funding for a civilian conservation corps during the campaign (see attached article). Young people serving their country by doing conservation work on federal lands seems to fit both environmental and service goals of the President and the Vice President.

Ms. Kate Frucher  
February 21, 1993  
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- While the 1990 National and Community Service Act created a state and local grant program for conservation corps, it overlooked the federal land managing agencies. It seems logical that a national conservation corps program should include some role for the federal land managing agencies.

- The federal land managing agencies have tremendous needs in maintenance, habitat restoration, resource protection and visitor services which never could be met by agency personnel. Secretary Babbitt has repeatedly referred to these backlogs in his first month in office. The enclosed CRS report shows there is some 900,000 work years of labor-intensive projects which could be done on Interior and Forest Service lands! The agencies find YCC programs to be cost-effective, with a return of over \$1.50 for every dollar invested in YCC in the National Park Service. A conservation service corps would begin to tackle some of these pressing needs while providing young people with valuable work experience and instilling in them a lifelong appreciation of our nation's natural and cultural heritage.

There is strong support for including conservation service in the President's national service initiative from environmental groups and the youth service community. Chairman Vento and other members of the Natural Resources Committee are interested in working with your office as you develop these proposals further.

I hope this material is helpful. Please call me (226-7736) if you need any further information.

Sincerely,



Sandy Scott  
Subcommittee on National Parks,  
Forests and Public Lands

10:00 a.m.  
1324 LHOB

COMMITTEE ON NATURAL RESOURCES  
Subcommittee on National Parks, Forests and Public Lands

OVERSIGHT HEARING ON

The American Conservation Corps and Youth Conservation Programs  
on Federal, State and Local Lands.

February 18, 1993

WITNESS LIST

PANEL I

Mr. Dale Robertson, Chief, Forest Service, United States  
Department of Agriculture  
Mr. David Moffit, Assistant Director, Visitor Service, National  
Park Service, U.S. Department of the Interior  
Mr. William Hartwig, Deputy Assistant Director, U.S. Fish and  
Wildlife Service  
Mr. Richard Staufenberger, Deputy Director, Commission on  
National and Community Service

PANEL II

Mr. William Bailey, Past President of Chapter 113, National  
Association of Civilian Conservation Corps Alumni  
Ms. Stephanie Alexander, Student at Bellou Senior High School,  
Washington, D.C.  
Ms. Jessica Trott, Corpsmember, Maryland Conservation Corps

PANEL III

Mr. Destry Jarvis, Executive Vice President, Student Conservation  
Association  
Mr. Emilio Williams, Director, Technical Assistance Services,  
National Association of Conservation and Youth Corps  
Mr. Frank Slobig, Director of Policy and Programs, Youth Service  
America

PANEL IV

Mr. Larry Fonest, Director, Minnesota Conservation Corps  
Mr. Doug Wheeler, Secretary, California Resources Agency  
Ms. Joanna Lennon, Director, East Bay Conservation Corps

OPENING STATEMENT  
CONGRESSMAN BRUCE F. VENTO  
OVERSIGHT HEARING ON AMERICAN CONSERVATION CORPS AND  
YOUTH CONSERVATION PROGRAMS ON FEDERAL, STATE AND LOCAL LANDS  
THURSDAY, FEBRUARY 18, 1993

THE SUBCOMMITTEE WILL COME TO ORDER. BEFORE WE PROCEED I WOULD LIKE TO EXTEND A WELCOME TO THE NEW MEMBERS OF THE SUBCOMMITTEE -- ON THE MAJORITY SIDE, MR. CARLOS ROMERO-BARCELO, MS. KARAN ENGLISH, MS. KAREN SHEPHERD, MR. MAURICE HINCHEY, MR. BOB UNDERWOOD, AND ALSO MS. PATSY MINK, WHO REJOINS AFTER AN ABSENCE OF SOME 16 YEARS; AND ON THE MINORITY SIDE -- MR. BAKER, MR. CALVERT AND MR. DICKEY.

THE FIRST SUBCOMMITTEE MEETING OF THE 103RD CONGRESS WILL FOCUS ON THE AMERICAN CONSERVATION CORPS (ACC) AND YOUTH CONSERVATION PROGRAMS (YCP) ON FEDERAL, STATE AND LOCAL LANDS.

SEVERAL CONVERGING TRENDS MAKE THIS A TIMELY SUBJECT FOR AN OVERSIGHT HEARING. FIRST, THE AMERICAN PEOPLE ELECTED A PRESIDENT WHO EMBRACED THE ETHIC OF NATIONAL SERVICE AND HAS MADE IT A TOP PRIORITY OF HIS ADMINISTRATION. HIS CHAMPIONING OF THE SERVICE CONCEPT IS BOTH AN OUTGROWTH AND A SYMBOL OF THE REKINDLED SPIRIT OF CITIZENSHIP AND SERVICE TO THE COMMUNITY. SECOND, THE PAST DECADE HAS SEEN AN EXPLOSION OF NEW STATE AND LOCAL CONSERVATION CORPS. CURRENTLY, SOME 25,000 YOUNG PEOPLE ARE ENROLLED IN 75 YOUTH SERVICE PROGRAMS IN 27 DIFFERENT STATES, AND THIS NUMBER CONTINUES TO GROW. FINALLY, THERE IS GROWING INTEREST IN A CONSERVATION SERVICE PROGRAM ON THE FEDERAL LANDS WHICH WOULD NOT ONLY PROVIDE BENEFITS TO YOUNG PEOPLE BUT WOULD HELP THE LAND MANAGING AGENCIES MEET PRESSING NEEDS IN MAINTENANCE, HABITAT RESTORATION AND VISITOR SERVICES.

CONSERVATION CORPS PROGRAMS HAVE A LONG AND PROUD HISTORY IN AMERICA, DATING BACK TO THE DEPRESSION WHEN NEARLY 3 MILLION YOUNG PEOPLE PARTICIPATED IN THE CIVILIAN CONSERVATION CORPS (CCC). THEIR WORK IS EVIDENT TODAY IN NATIONAL AND STATE PARKS AND FORESTS ACROSS THE COUNTRY. KNOWN AS ROOSEVELT'S "TREE ARMY", CCC CREWS PLANTED OVER 3 BILLION TREES, CONSTRUCTED TENS OF THOUSANDS OF SHELTERS, BRIDGES, MONUMENTS, SIGNS AND MARKERS AND DEVELOPED HUNDREDS OF MILES OF TRAILS AND ROADS. THE VALUE OF THEIR ACCOMPLISHMENTS IS INCALCULABLE.

IN 1970, CONGRESS PASSED LEGISLATION ESTABLISHING THE YOUTH CONSERVATION CORPS (YCC) WITHIN THE DEPARTMENTS OF INTERIOR AND AGRICULTURE. IN 1976 THE YOUNG ADULT CONSERVATION CORPS (YACC) WAS CREATED. IN THEIR PEAK YEAR OF 1979, THESE PROGRAMS EMPLOYED OVER 100,000 YOUTHS IN PROJECTS INCLUDING RANGE AND TIMBER MANAGEMENT, FISH AND WILDLIFE HABITAT RESTORATION, TRAIL MAINTENANCE AND CONSTRUCTION AND VISITOR SERVICES ON PUBLIC LANDS. DESPITE THEIR COST-EFFECTIVENESS, IN THE PAST TWO ADMINISTRATIONS PRESIDENTS REAGAN AND BUSH REQUESTED NO FUNDING FOR THESE PROGRAMS DURING THEIR TERMS. THE YACC WAS ELIMINATED IN 1982 AND THE YCC CONTINUES TO OPERATE A SMALL PROGRAM IN THE FOREST SERVICE, THE FISH AND WILDLIFE SERVICE AND THE NATIONAL PARK SERVICE. THESE PROGRAMS ARE VERY POPULAR WITHIN THE AGENCIES BUT SINCE THEY DO NOT HAVE A SEPARATE BUDGET LINE ITEM, THE PROGRAMS ARE VERY LIMITED IN SCOPE.

IN THE MID 1980S, I JOINED WITH REPRESENTATIVE JOHN SEIBERLING OF OHIO, THE PREVIOUS CHAIRMAN OF THIS SUBCOMMITTEE, IN AN EFFORT TO ESTABLISH AN AMERICAN CONSERVATION CORPS TO ENGAGE ECONOMICALLY DISADVANTAGED YOUTH ON CONSERVATION PROJECTS ON FEDERAL AND INDIAN LANDS. IN THE 98TH CONGRESS THIS LEGISLATION PASSED THE HOUSE AND SENATE WITH OVERWHELMING BIPARTISAN SUPPORT BUT THE BILL WAS POCKET VETOED BY PRESIDENT REAGAN IN 1984. IT PASSED THE HOUSE AGAIN IN THE 99TH CONGRESS BUT WAS NOT ACTED ON BY THE SENATE.

IN 1990, CONGRESS PASSED THE NATIONAL AND COMMUNITY SERVICE ACT. THIS ACT CREATED THE COMMISSION ON NATIONAL AND COMMUNITY SERVICE TO PROVIDE FUNDS, TRAINING AND TECHNICAL ASSISTANCE TO STATES AND COMMUNITIES TO DEVELOP AND EXPAND SERVICE OPPORTUNITIES. LAST SUMMER THE FIRST ROUND OF GRANTS WERE AWARDED TO 24 STATES AND SIX INDIAN TRIBES, AND ADDITIONAL FUNDS WERE PROVIDED IN THE WAKE OF THE LOS ANGELES RIOTS TO THE LOS ANGELES CONSERVATION CORPS.

WHILE THE 1990 LEGISLATION WENT A LONG WAY TOWARDS FURTHERING CIVIC RESPONSIBILITY AND ASSISTING IN THE DEVELOPMENT OF STATE AND LOCAL CONSERVATION CORPS, THE BILL DID NOT INCLUDE A DIRECT ROLE FOR THE FEDERAL LAND MANAGING AGENCIES IN CONSERVATION SERVICE PROGRAMS. THUS, THERE IS NO SUCH THING AS THE "AMERICAN CONSERVATION CORPS". TO ME THIS IS A SIGNIFICANT OMISSION IN AN OTHERWISE FINE LAW AND ONE THAT NEEDS TO BE RECTIFIED IN A REAUTHORIZATION BILL OR IN CONCERT WITH THE PRESIDENT'S NATIONAL SERVICE INITIATIVE.

WHETHER IT IS A REVIVED CCC, AN EXPANDED YCC OR A NEW ACC, THERE CLEARLY IS A NEED FOR A CONSERVATION CORPS PROGRAM ON THE NATIONAL LANDS. I HEAR PARK SUPERINTENDENTS AND OTHER PUBLIC LAND ADMINISTRATORS ALL OVER THE COUNTRY CRYING OUT FOR PERSONNEL TO DO THE ESSENTIAL WORK OF MAINTAINING PUBLIC LANDS. A 1985 CONGRESSIONAL RESEARCH SERVICE REPORT CONCLUDED THAT THERE WAS OVER 900,000 YEARS OF LABOR INTENSIVE BACKLOG WORK WHICH COULD BE DONE BY THE CONSERVATION CORPS IN THE DEPARTMENTS OF INTERIOR AND AGRICULTURE. THESE ARE NOT "MAKE WORK" PROJECTS, NOR ARE THEY PROJECTS WHICH PUT EXISTING EMPLOYEES OUT OF WORK. THEY ARE PROJECTS WHICH NEED TO BE DONE BUT WHICH NEVER WILL BE DONE UNLESS THERE IS A NEW INFUSION OF LABOR. THE YCC IS A COST-EFFECTIVE WAY TO ADDRESS THESE NEEDS AND IT PROVIDES NUMEROUS OTHER BENEFITS TO PARTICIPANTS. THESE BENEFITS INCLUDE (1) EDUCATION, (2) JOB TRAINING, (3) LIFE SKILLS AND A (4) GREATER APPRECIATION OF NATURAL AND (5) HISTORICAL RESOURCES OF OUR NATION.

ARE THERE ANY OTHER MEMBERS WHO HAVE OPENING STATEMENTS?

Background Information on  
American Conservation Corps and Youth Conservation Programs  
on Federal, State and Local Lands

Civilian Conservation Corps

In an attempt to cope with the needs of youth stemming from the Great Depression, as well as the conservation needs of America's natural resources, Congress passed the Emergency Conservation Act of 1933. This Act established a number of work camps throughout the country to engage youth in a variety of tasks involving soil, water and timber. As the number of camps increased, further legislation, initiated by President Franklin Roosevelt, led to the creation of the Civilian Conservation Corps (CCC).

The purpose of the CCC was to provide employment and vocational training to unemployed youth and, to a limited extent, war veterans and Indians. The Act required 10 hours a week to general education and vocational training. The legislation transferred all enrollees in emergency conservation work to the new corps and designated that all enrollees should be unmarried male citizens between the ages of 17 and 23. The number of enrollees at any one time was limited to 300,000, each was compensated \$30 a month in addition to housing, food, clothing, medical attention, hospitalization and transportation. In addition to their job-related training, 90 percent of the participants also engaged in formal classroom training or education.

During its nine-year existence, the CCC served nearly 3 million men at an average cost of \$1,000 per enrollee in 1942 dollars. Estimates show that the CCC, in the form of lumber and related by-products as well as capital improvements, returned three times the original cost of the program. For example, a recent study of reforestation performed by the CCC in Washington and Oregon between 1934 and 1939 compared the \$270,000 original project costs to the \$63 million current market value of the timber that resulted from that program. This example implies an average rate of return exceeding 12 percent per year for the CCC reforestation investment.

Although the CCC was phased out in 1942, results of the program are still evident today in the form of roads, parks, lakes, permanent structures, fire trails and fire towers. Projects accredited to the CCC include the landscape spanning the George Washington Parkway, the National Arboretum, the Prince William Forest Park in Virginia, and the stone cottages scattered throughout what is now Camp David. Other CCC enrollees planted over 3 billion trees, fought forest fires, initiated flood control and led hurricane rescue efforts.

## Youth Conservation Corps

In August, 1970, the 91st Congress enacted legislation to create the Youth Conservation Corps (YCC) program. In September, 1974, ensuing legislation expanded the program and made it permanent. By 1980, funding levels for the program reached \$60 million. The program was jointly administered by the Department of the Interior, through the National Park Service and Fish and Wildlife Service, and the Department of Agriculture, through the Forest Service, with Interior receiving 35% of the funds, Agriculture receiving 35% of the funds, and the remaining 30% being made available as grants for use in implementing the programs.

Patterned after the CCC, the main objectives of the YCC program are to accomplish needed conservation work on public lands; to provide gainful employment for 15 through 18 year-olds from all segments of society; and to develop in participating youth an understanding and appreciation of the Nation's natural environment and heritage. Supervisors at each YCC site are required to provide a structured environmental awareness program for the youth involved. In addition to earning money, participants have the opportunity to learn to work with others and experience a sense of accomplishment. The program is also designed to benefit local communities as businesses enjoy the economic benefits that result from the sale of materials and supplies. Earning minimum wage, participants in the YCC program work an average of 40 hours per week for a period of 8 to 10 weeks during the summer months. Work projects may vary depending upon the geographical location and mission of the sponsoring agency.

Within the National Park Service portion of the program, typical projects have included erosion control, landscape beautification, trail construction and maintenance, construction of boardwalks at fishing areas for the physically disabled, range vegetation control, pest control, fence construction and the maintenance and restoration of historical areas in monuments.

The Fish and Wildlife Service has employed YCC enrollees at more than 350 facilities throughout the country, including National Wildlife Refuges, National Fish Hatcheries and Research Stations. Participants have conducted bird counts, relocated prairie dogs, tagged striped bass fingerlings to be released in the Chesapeake Bay and conducted environmental studies and habitat improvement projects.

YCC programs in the Forest Service offer youth opportunities to commute to work or live in a forest setting as they complete projects which support recreation, fish and wildlife, range and forage, timber, and facility enhancement objectives within the National Forests. Of particular note is a crew of teenagers with various disabilities. Guided by a volunteer leader, the group maintained and cleaned campgrounds and worked on projects that would provide opportunities for other disabled people to enjoy the National Forests.

In 1981, President Reagan requested that the funding for the YCC program be discontinued. In response, Congress mandated that the Agencies would fund the program from existing operating funds at a level no less than \$1 million a year and no more than \$3 million annually.

#### Young Adult Conservation Corps

Similar to the YCC, the Young Adult Conservation Corps (YACC) was authorized through the Youth Employment and Demonstration Projects Act of 1977 for the purpose of providing employment to unemployed youths to accomplish conservation work on Federal and non-Federal public lands. Funding for the YACC program came through the Department of Labor, Health and Human Services and the Department of Education Appropriations Acts.

The YACC differed from the YCC in that YACC programs were often year-round and extended beyond federal lands to include non-federal lands and waters. The average age of YACC enrollees also covered a greater span with many participants reaching into their mid-twenties. In addition, many YACC initiatives offered post education and training benefits.

The YACC was eliminated in the general revision of the Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-203) by the Job Training Partnership Act of October 13, 1982 (P.L. 97-524).

#### American Conservation Corps

In 1983, Rep. John Seiberling introduced H.R. 999, legislation to establish the American Conservation Corps (ACC). Under the direction of the Secretary of the Interior, the ACC would have implemented conservation, rehabilitation, and improvement projects of natural and cultural resources located on public or Indian lands. The legislation limited ACC projects to public or Indian lands unless projects on non-public lands were beneficial to the general public and required that preference regarding enrollees be given to economically, socially, physically or educationally disadvantaged youth. Program participants would receive certification or credit for any skills they acquired during their participation in the program and the Secretary would be required to provide participants with job guidance and placement assistance once they left the Corps. The bill passed the House and Senate with overwhelming bipartisan support, but was pocket vetoed by President Reagan in 1984.

In the 99th Congress, legislation to create the ACC was re-introduced. The bill was similar to the bill vetoed by President Reagan and included a cap on administrative expenses and a uniform authorization of \$75 million for three years. H.R. 99 passed the House but was not acted on by the Senate.

American Conservation and Youth and Service Corps and the National and Community Service Act of 1990

In an attempt to reinstate the ethic of civic responsibility, Congress passed the National and Community Service Act of 1990. This legislation authorized several programs including a demonstration program offering full and part-time service opportunities; school and community based service programs; conservation and youth corps; and several smaller innovative and demonstration service programs. Under the Act, a 21-member Commission on National and Community Service was authorized to administer the programs, provide for their continuing evaluation, and provide training and technical assistance to States and programs.

Subtitle C of this Act created the American Conservation and Youth Service Corps (AC&YSC) Program which provides grants to state and local conservation camps and Indian tribes for conservation and community human service projects. Projects range from conservation work on public lands, to working in soup kitchens, to tutoring in elementary schools and running after-school programs.

AC&YSC enrollees may work full-time or in summer youth projects of shorter duration. Ages of youth are prescribed as 15-21 years for summer programs and 16-26 years for full-time programs. The AC&YSC program is open to all youth but is required to assure that socially and economically disadvantaged youth, youth with disabilities, and youth with limited English are included. Members of the AC&YSC are offered post education and training benefits of small amounts, as well as a living allowance and, in some cases, health benefits. The AC&YSC Subtitle did not authorize a conservation corps program on the federal lands, although state and local programs may work on federal lands under agreements with federal agencies.

The AC&YSC is funded through the HUD, Veterans and Independent Agencies Appropriations Bill. The Commission received \$22.5 million in FY92 for Subtitle C and completed their first round of grants last June. They funded projects in 24 states and six Indian tribes. One recently awarded grant went to the Los Angeles Conservation Corps (LACC) to be used by the Corps to contribute to the healing and rebuilding of Los Angeles, following the riots that took place there last year.

The Commission on National and Community Service is currently engaged in its second grant cycle and will make these awards sometime this summer. Authorization for the Commission expires this year and a reauthorization effort is expected in the 103rd Congress.

STATEMENT OF  
F. DALE ROBERTSON, CHIEF  
FOREST SERVICE  
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the  
Subcommittee on National Parks, Forests and Public Lands  
Committee on Natural Resources  
United States House of Representatives

Concerning Youth Conservation Programs

February 18, 1993

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to discuss Youth Conservation Corps Programs in the Forest Service. I am accompanied today by David Gross, Human Resource Programs Officer on the Mt. Hood National Forest. Mr. Gross has 14 years experience running a Youth Conservation Camp--more experience than anyone in the Forest Service.

I am particularly pleased to be here since President Clinton has made national service one of the top priorities of his administration and supports the idea of youth conservation corps as a way to restore infrastructure on public lands, while inspiring civic pride and service values in America's youth. Secretary Espy has expressed his desire to do everything possible to make the Department of Agriculture an important part of the national service effort.

The Forest Service has a long history of managing conservation work programs. We were one of the leading agencies in the Civilian Conservation Corps (CCC) that employed thousands of workers during the economic hard times of the 1930's. We also have 28 years experience in running Job Corps Civilian Conservation Centers on the National Forests.

The Forest Service has participated in the the Youth Conservation Corps (YCC) Camps program for 22 years--since its inception in 1971. And despite dramatic fluctuations in funding over the years, our commitment to youth camps projects has never wavered.

The YCC is a seasonal employment program for young men and women ages 15 through 18 from all segments of society. Patterned after the Civilian Conservation Corps of the 1930's, the program provides teenage employment and environmental education, and accomplishes conservation work on public lands.

The objectives of the program are to: (1) accomplish needed conservation work on public lands; (2) provide employment for teenagers from all segments of society; and (3) develop an understanding and appreciation in youth of the Nation's natural environment and heritage.

Enrollees are paid minimum wage for 40 hours of work per week. YCC programs in the Forest Service offer youth opportunities to commute to work in the forest or live in a forest setting. Mr. Gross operates a residential program on the Mt. Hood National Forest in Oregon. Local communities and organizations work with the Forest Service program at Camp Cody and contribute resources so that youth have an opportunity to work and live at a forest location.

YCC enrollees perform many tasks that would not be accomplished otherwise. Their projects support recreation, fish and wildlife, range and forage, timber, and infrastructure and facility enhancement objectives on the National Forests and yield significant benefits to the natural resources and to the public. Of special note is one crew consisting of teenagers with disabilities led by a volunteer leader. This crew maintained and cleaned campgrounds and worked on projects that provide opportunities for other people with disabilities to enjoy the National Forests. Public land agencies benefit in another way from the YCC program--understanding of Forest Service programs is enhanced and good will created in the community through youth involvement in the program.

The program provides the youth with an opportunity to acquire increased self-knowledge and self-discipline. They learn about the work ethic and how to relate to peers and supervisors from various social, economic, ethnic, and racial backgrounds. In

addition, YCC participants develop an awareness of the environment and a conservation ethic that lasts a lifetime.

The number of enrollees in the YCC program has fluctuated over its history--corresponding to changes in the Federal budget. In the early years, as many as 14,190 (1978) enrollees participated in the program annually. And as many as 64 residential centers operated on National Forest lands. In 1980, 10,600 enrollees participated in the program, but with shrinking budgets, the number of enrollees has stabilized since 1988 at about 1,200. In the last several years, there has been no direct appropriations for the Youth Conservation Corps program. The Forest Service has been directed through language in the Interior and Related Agencies Appropriations Acts to spend "not less than \$1 million dollars" on the program. In 1992, the Forest Service actually spent \$2.5 million and 1,185 youth participated in the program. In contrast to the days when the Forest Service operated many residential camps, Mr. Gross operates the only residential camp that remains today.

In terms of the conservation work accomplished, we estimate that the value of the resource work accomplished by YCC enrollees since 1990 is about \$9.8 million. In fact, we estimate that \$1.32 was returned on every YCC dollar invested by the Forest Service in 1992 in terms of conservation work. This substantial return does not account for the value of the intangible benefits to the young people participating in the program in terms of personal growth and education.

Our commitment to youth and the benefits of conservation camp programs remains high and we are working with new partners on another youth and conservation effort. The National Forest Foundation, a charitable, non-profit corporation, authorized by P.L. 101-593 in 1990, has decided to sponsor and fund three pilot Youth Forest Camps patterned after the YCC this summer. The National Forest Foundation received \$500,000 in startup funds for fiscal year 1993. The National Forest Foundation envisions establishing youth forest camps to provide self-confidence, social skills, discipline, and job training for at-risk youth. Grounded in the basic YCC experience, the National Forest Foundation pilot camps will increase environmental awareness, self-confidence, and social skills, and also emphasize math, science, and analytical skills.

We are excited about this project because it will benefit youth and resource programs. We are gratified, too, because the pilot will forge new partnerships between the Forest Service, the private sector, and community leaders.

As we gain experience with the pilot of National Forest Foundation Youth Camps, we would be happy to share our experiences with you and work with the members of the Subcommittee to expand the opportunities for youth in conservation programs. Programs like the YCC and the National Forest Foundation Youth Camp pilot are ways to restore infrastructure on public lands, while giving youth opportunities to acquire increased self-knowledge, build their awareness of the environment, and foster civic pride. We will do everything

we can to fulfill the President's wish to support youth civilian conservation corps throughout the country.

Also, as details of the 1994 budget become available we will be happy to pass these details on to you and answer any questions you may have about the budget at that time.

Mr. Chairman, this concludes my statement. I would be happy to answer any questions you or members of the Subcommittee may have.

STATEMENT OF DAVID L. MOFFITT, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, U.S. HOUSE OF REPRESENTATIVES CONCERNING THE YOUTH CONSERVATION CORPS PROGRAMS OF THE NATIONAL PARK SERVICE.

February 18, 1993

Mr. Chairman, I appreciate the opportunity to appear before your subcommittee today and provide you with information on the Youth Conservation Corps Program within the National Park System.

The National Park Service has been involved with the Youth Conservation Corps since 1970. Over the past 22 years, significant work has been accomplished by the Youth Conservation Corps in our national parks.

The Congress has directed each agency participating in the Youth Conservation Corps Program to expend not less than one million dollars nor more than three million dollars annually on the program. Funds expended on the program come from existing operational funds of each participating park. There is no specific appropriation for the Youth Conservation Corps Program. The program must compete with other operational needs.

The three major objectives of the Youth Conservation Corps Program are:

- To accomplish needed conservation work
- To provide gainful employment for youth, ages 15-18 years, male and female, and from all social, economic, ethnic and racial backgrounds
- To develop, in participating youth, an understanding and appreciation of the Nation's natural and cultural treasures

During fiscal year 1992 the National Park Service expended \$1,587,941 at 111 locations within the System. The appraised value of the work projects accomplished was \$2,573,663 for a cost-benefit ratio of \$1.53 return on every dollar spent for the program.

Examples of projects completed by Youth Conservation Corps Program participants last year are:

- Construction and maintenance of fencing
- Landscape beautification projects
- Trail construction and maintenance
- Sign construction and maintenance
- Erosion control projects
- Range vegetation control projects
- Restoration of historical areas and monuments

Participants in the program are required to receive environmental awareness training as part of their experience. Supervisors of the youth are park employees who are innovative and can share their environmental sensitivity with these young people. Their work projects are integrated into the normal park operational activities.

The National Park Service also participates in the Job Corps Program which is funded through the Department of Labor. In our four Job Corps Civilian Conservation Corps Centers, young adults primarily from seriously disadvantaged circumstances are given vocational and academic training. Three of the four centers are located within national park units, Mammoth Cave National Park, Great Smoky Mountains National Park, and Gateway National Recreation Area. The fourth is located near Harpers Ferry National Historical Park. Participants in the program perform needed work within the parks as part of their vocational training.

There are no American Conservation Corps projects in the National Park System. This program is primarily directed toward State and local governmental conservation projects.

Mr. Chairman this concludes my prepared testimony and I will be pleased to answer any questions you may have.

TESTIMONY OF WILLIAM F. HARTWIG, DEPUTY ASSISTANT DIRECTOR,  
U.S. FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR,  
BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC  
LANDS, COMMITTEE ON NATURAL RESOURCES, U.S. HOUSE OF  
REPRESENTATIVES, CONCERNING THE AMERICAN CONSERVATION CORPS  
AND YOUTH CONSERVATION PROGRAMS ON FEDERAL, STATE AND LOCAL  
LANDS

February 18, 1993

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Mr. Chairman, thank you for the opportunity to discuss the Fish and Wildlife Service's Youth Conservation Corps program. The Fish and Wildlife Service is not involved with the American Conservation Corps.

The Youth Conservation Corps was established as a pilot program on August 13, 1970, pursuant to Public Law 91-378. On September 3, 1974, the YCC was expanded and made permanent by Public Law 93-408. As reflected in the law, three equally important objectives are to:

- o Accomplish needed conservation work on public lands.
- o Provide gainful employment for young adults between the ages of 15 and 18 from all social, economic, ethnic and racial classifications.
- o Aid participating youths in the development of an understanding and appreciation of the Nation's natural environment and heritage.

YCC enrollees have been employed by the Fish and Wildlife Service at various facilities throughout the country, including National Wildlife Refuges, National Fish Hatcheries, and Research Stations. They have constructed handicapped accessible fishing piers, boardwalks, fences and nature trails at these facilities, and they help maintain fences, trails, observation decks, and signs. Finally, enrollees have also been responsible for conducting bird counts, relocating prairie dogs, tagging striped bass fingerlings to be released in Chesapeake Bay, as well as environmental studies and habitat improvement projects.

In addition to earning money, participants have the opportunity to gain an appreciation of their natural heritage, learn to work with others, and experience a sense of accomplishment. Local communities also benefit from the employment of their youth, and the relationship between the local community and the Service's field staff has been enhanced. In addition, local businesses enjoy the economic benefits that result from the sale of materials and supplies.

From 1981 through 1992, the Fish and Wildlife Service employed over 12,000 youth in the YCC Program at a cost exceeding \$23 million. The estimated value of projects during that period exceeded \$27 million. During the last 6 years, the Service supported the program at \$1 million each year. That level of funding has supported about 550 enrollees.

Again, Mr. Chairman, I appreciate the opportunity to discuss this program, and I will be glad to respond to questions.

STATEMENT OF  
DICK STAUFENBERGER, DEPUTY DIRECTOR  
COMMISSION ON NATIONAL AND COMMUNITY SERVICE  
BEFORE THE  
COMMITTEE ON NATURAL RESOURCES  
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS  
UNITED STATES HOUSE OF REPRESENTATIVES

FEBRUARY 18, 1993

It is an honor to appear before you today. My name is Dick Staufenberger, and I am the Deputy Director of the Commission on National and Community Service. The Commission was established by the National and Community Service Act of 1990 [PL 101-610, as amended] with its primary purpose to renew the ethic of civic responsibility in the United States through the regeneration of a spirit of service at every level of our communities.

The Commission, governed by a 21-member bipartisan board of directors appointed by the President and confirmed by the Senate, is charged with a number of responsibilities, including the administration of grant programs in the areas of Kindergarten through 12th grade, higher education, youth corps, and national service models. The Commission's three main strategies for accomplishing the goals set out in the Act are to encourage model programs, to support leaders and organizational infrastructure, and to contribute to visionary, coalition-building of the field. Additionally, we are seeking to utilize existing resources by tapping into the wealth of diverse ideas at the state and local, governmental level and the public and private initiatives of the resurgent youth service movement.

In fiscal year 1992, Congress appropriated \$75 million for Commission programs and operations. During the first grant cycle, the Commission received 504 applications from 388 applicants for \$226 million in the four major program areas, and made 154 grants totaling \$63 million. The grants fall under 4 main categories: "Serve America" for grades K-12 (subtitle B1), Higher Education Initiatives (subtitle B2), American Conservation and Youth Corps (subtitle C),

and National and Community Service Models (subtitle D). While all these programs focus primarily on youth, some of the programs funded make use of special senior participants and other adults. In addition to its main grants programs, the Commission has either made, or is making, grants for a variety of innovative projects, regional service learning clearinghouses, and other technical assistance measures for the service field.

In the Serve-America program, 57 grants were made totaling over \$16 million to States, Indian tribes, and local non profit organizations for programs sponsored by schools or community-based agencies to involve school-age youth in service to the community. Serve-America also supports programs that involve adult volunteers in the schools. In an effort to build service learning into the curriculum of every school in America, these Commission grants are helping to implement and expand service learning innovations in elementary and secondary schools. Service learning is a powerful educational tool whereby students learn through hands-on application and participation, and opportunities for reflection on service activities. Through service learning, both academic skills and the practical application of skills to real life problems can be developed. For this reason, service learning is an integral part of all of the Commission's programs.

In the Serve-America program, funding was allocated to state applicants according to a formula, which was based on the school-aged population of each state. In most cases, state school agencies will subgrant to local schools, school districts and community based organizations. In addition, the Commission identified eight states as having "leader program status" based on the strength of their proposals and the ability to expand their service learning techniques nationwide. Colorado, the District of Columbia, Maryland, Minnesota, Pennsylvania, South Carolina, Vermont and West Virginia were designated as leader states.

Higher education institutions, as well as public or private, non-profit agencies working in partnership with those institutions, were eligible for grants under the Higher Education Initiatives program. Fifty-eight grants were awarded totaling over \$5 million to support more than 200 colleges and universities. With these grants, colleges and universities are exploring new ways to integrate service into the curriculum, supporting model community service programs on campuses, and developing teacher and volunteer training programs. These institutions of higher education have tremendous potential to

assist other Commission grantees through research and evaluation, teacher training, and development of future community service leaders.

The National and Community Service Models grants were awarded to 7 states and one Indian tribe to test models of potentially large-scale national service programs. Each of these grants has distinct attributes: some are urban or rural, some are individual, team or crew based; and some are full-time and part-time. Some models focus on individual cities or rural areas within a state, while others operate statewide programs. Some models will have participants engaged in labor-intensive outdoor or conservation work, while others will concentrate on human service delivery. Despite their differences, all the programs have as their goal not only the delivery of effective community service targeted to critical needs, but also the personal, educational and civic development of participants. In every program, all participants receive living allowances and scholarships for college or technical training as a post-service benefit.

But of all Commission program areas, the one that would be of most interest to this subcommittee is the American Conservation and Youth Service Corps program, or subtitle C. Participants in corps funded under this program are young people engaged full-time or part-time, either for the summer or year-round, in providing service to their communities. In return, they receive living allowances and earn post-service scholarships. Stipends in Commission-funded programs are between \$100 and \$200 per week and post-service scholarships are up to \$5,000. Most typically, corpsmembers are organized into teams and are supervised by a crew leader who serves as a work supervisor, mentor, teacher, and sometimes, as a counselor. A few of the programs are residential, which allows them to provide emergency response for fires, floods, and other natural disasters on a 24-hour basis. Some of the programs also allow senior citizens to participate as special participants. The projects can range from conservation work on public lands, to tutoring in elementary schools and running after-school programs. The young people also participate in individualized educational programs through which they take high school or college classes in the evenings and participate in life skills classes and career development activities.

While job skills are an anticipated benefit of these programs, youth corps differ from job corps in that the service component is an essential ingredient of the program and thus, corpsmembers gain an appreciation of giving something back to the community. In essence, they are helping to solve real community problems. It is the Commission's belief that this aspect of our programs prepares

participants better to help lead their communities. Service learning provides a forum for participants to reflect on their service experiences and to carry out “hands-on” application of classroom learning.

Under Subtitle C, 32 grants were awarded totaling over \$20 million; 24 grants went to states and localities, 6 to Indian tribes, and 2 special grants to corps for disaster relief efforts. After the Commission awarded its grants, a number of states then began an effort of subgranting. Thus, the total number of corps funded by the Commission, either directly as a grantee or indirectly as a subgrantee, far exceeds the 32 initial grants. Seven state grants were to enhance or expand existing corps, 11 grants were to begin new corps programs and 11 grants both expanded and created new corps. Of these state grants, 34 corps funded directly or through subgrants focus on conservation issues, and 62 corps provide a combination of conservation and service work.

A major part of the Commission's strategy is to provide information on the impact of its programs. It is with this in mind that the Commission has devoted a significant portion of its resources to program evaluation. Through the evaluation of Subtitle C programs, the Commission hopes to be able to advance knowledge about a corps' impact on the participants as well as on the communities in which they serve. The evaluation will also help us identify what particular aspects of corps programs “work” to produce the desired results.

The corps programs funded under Subtitle C may carry out activities such as conservation, rehabilitation, and improvement of wildlife habitat, rangelands, parks, and recreational areas; urban and rural revitalization, historical and cultural site preservation, and reforestation of both urban and rural areas; and energy conservation projects for example. One example of a successful youth urban conservation corps is the YouthBuild Boston program which involves unemployed youth in renovating abandoned buildings. Part of the Commission's grant to YouthBuild Boston is to pilot an environmental construction program whereby corpsmembers assist elderly homeowners with energy conservation in their homes and test soil for toxins in an abandoned lot which has been targeted for affordable housing.

A grant to the Florida Conservation Corps will engage corpsmembers in a wetland plant nursery project, in which they will establish and maintain the nursery as a cost-effective, ready source of necessary plants to re-establish the wetlands throughout the State. This innovative program satisfies the need to mitigate the reduction of Florida's wetlands with a dedicated source of plants

and also provides corpsmembers the opportunity to learn and experience native flora knowledge, conservation, ecological compatibility, greenhouse operations, fertilization procedures, logistics and replenishment.

The Kickapoo Tribe corps program (in Kansas) is an example of an Indian tribe working on conservation issues tailored specifically to the needs of the Native-American community. With the assistance of a grant from the Commission, corpsmembers are engaged in projects such as tribal park reforestation and a cultural foods planting and storing program, the corps creates and preserves a unique intergenerational relationship between the Native American youth and their elders. By doing such work, the corpsmembers are able make important conservation contributions to their tribe, the larger community, and the state. Other examples of Commission funded youth corps conservation activities include:

- the Los Angeles Conservation Corps clearing trails in the Santa Monica mountains.
- the Swinomish Tribal Community Service Team of the Washington State Service Corps excavating a tribal fishing village.
- the Pennsylvania Conservation Corps restoring a public lodge in the Allegheny mountains.
- the California Conservation Corps helping in natural disasters such as forest fires or blizzards.
- the Minnesota Conservation Corps working on conservation efforts.
- the Greater Miami Service Corps is helping in the clean up of the devastation of Hurricane Andrew.

The Commission has just started its fiscal year 1993 funding cycle, and is committed to renewing the original grantees provided they have made satisfactory progress and have quality plans for second year funds. We feel that in order for our evaluation efforts to have significant results, we must support those programs which continue to show progress in developing quality elements of their corps programs (such as service learning).

In addition to administering the grants programs delineated above, the Commission expects soon to be working with the Department of Defense on initiatives authorized in the 1992 Defense Authorization Act. The part of the bill that most directly effects the Commission has two key objectives: 1) to involve retired, inactive, or discharged military personnel in volunteer programs involving youth, and 2) to encourage the establishment or expansion of youth

community service projects in areas adversely affected by the recent closing of a military installation. The legislation provides for three components, a National Guard Civilian Youth Opportunities Program, a Civilian Community Corps, and "Other Programs," that involve the Commission to some degree. The Commission is in the process of working with the National Guard to collaborate on program evaluation measures on its National Guard Civilian Youth Opportunities Program. The National Guard's pilot programs are to determine whether the life skills and employment opportunities of young people who do not complete their secondary education can be significantly improved through military-based training, including supervised work experience in community service and conservation projects. As evaluation is a key component in determining the effectiveness of such programs on attitudes, skills, and education, the Commission hopes to share with the National Guard the lessons learned from each of its experiences to date.

The Civilian Community Corps program will put \$20 million in FY 1993 appropriations into residential programs involving young people in projects that benefit the community. The participants will have the opportunity to earn educational credits or cash benefits, as well as room, board, reimbursements for necessary expenses, and a living allowance. The CCC will consist of two programs: the Summer National Service Program and the National Service Program. Both will recruit a diverse group of young people (from different age brackets) to work on valuable community projects. The Commission has the responsibility for appointing the Director of the Corps, and monitoring and supervising the administration of the corps.

The section of the Act entitled "Other Programs" authorizes \$20 million for the Commission to expand and administer non-residential urban and rural community service projects that assist in the economic transition of localities affected by the Department of Defense conversion.

In its recent annual report to Congress, the Commission described its efforts thus far, and made recommendations on how to capitalize on the promise of community service. It outlined how to build infrastructures of community service throughout the states and nationwide, and at what rate and cost it could be accomplished. All of this was with an eye to making community service an integral part of every American's life.

With regard to youth corps programs, the report concluded, among other things, that while some corps programs were operating at their best, many of the

corps could improve by incorporating “best practices” of other corps. Moreover, thus far the Commission’s experience has revealed that there are four key areas which are critical to ensuring meaningful service experiences for corps members: 1) quality assignments, 2) service learning, 3) post-service life preparation, and 4) staff development. We strongly believe that incorporating each of these elements into corps programs will make the most of the promise of community service.

In conclusion, the Commission believes that by supporting innovative community service programs and providing training and technical assistance to states and communities to develop and expand service opportunities, it can assist in engaging millions of Americans in meaningful service to their communities. The Commission believes that the youth corps, both those it funds and others, can play a major part in fulfilling that dream.

STATEMENT

MADE ON

FEBRUARY 18, 1993

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS,  
FORESTS AND PUBLIC LANDS

COMMITTEE ON NATURAL RESOURCES  
812 HOUSE ANNEX ONE  
WASHINGTON, DC 20515  
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BY

WILLIAM A BAILEY

REPRESENTING

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Statement by Bill Bailey, Past President of Maryland Chapter 113 of the National Association of CCC Alumni (NACCCA) before the Sub Committee on National Parks, Forests and Public Lands, February 18, 1993

Of the 3 million (plus) Veterans of WW I and Spanish-American conflicts and young men in their late teens and early twenties that enrolled in the CCC program from 1933 to 1942 approximately 30,000 have applied for membership in the NACCCA. Of these about half have died or dropped out but we are continually getting letters from former members that have just heard about our group for the first time and want to join. Nearly all former CCC veterans want to see a new CCC to give our nations unemployed youth the same opportunity and benefits they have enjoyed. These benefits not only helped the former CCC member but his family including children, grand children and now great grandchildren. (My first great grandson is 6 months old) I have 20 family members so if you take that times the 3 million former members we now have approximately 60 million direct benefactors of the original CCC program. How can you assign a benefit return for taking 3 million from relief and welfare tax burden homes and turning them into 60 million tax payers. The spouses and children of former CCC members are also interested in the NACCCA and often get their husband or father signed up.

The Nation benefited during WW II by a basic force of former CCC men to join the Armed Forces and Reserve Officers to lead them. They all were experienced in working together to obtain a common goal. Many of our members went on to attend College on the GI Bill and again benefited their country with their training and knowledge.

## HISTORY

When President Roosevelt became President he wasted no time: He called the 73rd Congress into emergency session on March 9, 1933 to hear and authorize his programs. One program was called "Emergency Conservation Work Act" more commonly known as the CCC. He proposed to recruit thousands of unemployed young men, enroll them in a peace time army and send them into battle against destruction and erosion of our natural resources. Before it was over nearly 3 million young men engaged in a massive salvage operation, the most popular experiment of the New Deal. Senate Bill S 598 was introduced on March 27, was through both houses of Congress and on the President's desk to be signed on March 31, 1933. The first induction of the first enrollee (Henry Rich) took place on April 7 just 37 days after FDR took office. By July there were 250,000 enrollees and two years later in April 1935 there were 506,000 in 2650 camps.

This achievement took a massive effort on four long time Government agencies;

1- The Army who clothed, fed, transported, took care of medical needs and furnished active and reserve officers to handle most of the "in" camp activities.

2 & 3- The Interior and the Agriculture Dept.'s were responsible for planning and organizing work to be performed in every State in the Union.

4- The Labor Dept. through its State and local relief offices selected the enrollees from the applicants.

Another most important function(National Director of ECW) was assigned to Robert Fechner by FDR with his Executive Order 6101 dated April 5, 1933. He held this post until his death from a heart attack and died on New Years Eve in 1939. His assistant John T McEntee was then appointed to be National Director.

Mr Fechner's detailed annual progress reports are an invaluable source of information on the CCC.

FDR in the above Executive Order 6101 appointed the Secretaries of the above four agencies to be the Advisory Council for the CCC. The success of the CCC has to be credited to these five officials who worked together to lead the organization and make it possible for us boys to accomplish many wonders in the 9 years of the life of the CCC.

#### ACCOMPLISHMENTS

There are too many accomplishments to mention here in detail. Our current President of the NACCCA Lloyd Mielke has been publishing a calendar every year since 1986 where he features a CCC project each month. He does not have a shortage of projects to feature in this venture. Many are made of stone so will be standing a hundred years from now. There is a Log Lodge standing on the USDA's Beltsville property that was built out of native trees cut and sawed within a few hundred feet of the present building. This building is now used to house the Agricultural Research Services National Visitors Center and is featured in the 1993 CCC Calendar for January. Our Maryland Chapter 113 holds our monthly summer meetings in this facility. You can go to almost every City, State, or National Park or Forest in the whole USA and see the handy work of our members. Most do not have corner stones or plaques so the memories of their creation is being lost every year. The black top roads and drainage ditches at Beltsville's Agricultural Research Center was built by the CCC and most of the brick buildings were built by the WPA or PWA. There is a great fishing pond(Cash Lake) on the Patuxent Wildlife Refuge that was built by our members. One of our Chapter members told about building the Hanes Point Golf course. Many of the trees in Arlington Cemetery were planted by our skilled hands. Many old battlefields, stone forts and monuments were restored for future generations to enjoy. The USDA's Soil Conservation Service was created at about the same time as the CCC so we learned together on how to stop wind and water erosion of the soil and we planted many acres of trees and bushes for shelter belts, wind breaks and drainage ditch vegetation to hold the soil along drainage ditches with their roots. We surveyed the demonstration farms and laid out grass strips 50 to 100 feet wide on level contour lines around the hills to filter the soil from run off water and to slow the water so it would soak into the soil. Today the farmers are using large disk plows and earth moving equipment to build ridges along the same lines to do the same thing. I wonder if it is better? It does allow for efficient whole field farming of wheat or corn instead of farming in strips around the hills.

## BENEFITS TO THE YOUNG ENROLLEES AND TO THE COUNTRY

I have found that most of our former enrollees credit the CCC for their manhood today. They left home with no hope and nothing but skin and bones in most cases. Before long they had gained several pounds in weight but the biggest gain was to their self worth as they saw it. They found that they could make a difference in their new world and they learned how to work and marveled at the accomplishments of the Camp they were part of. I remember one fellow in my barracks describing how he had to ride the rails to exist. Today they would classify him as homeless. He told of stealing a quart of milk as the milk man delivered it so he could make it to another day and another town. He was very thankful that he was able to enroll in the CCC and earn his food and board as well as a few dollars for his Mother. The camp I was in got most of the graduates from Boys Town in Omaha since we were only about 30 miles away. They were orphans in most cases and they appreciated the opportunity to get started on lifes journey. Many of our CCC graduates have climbed to the top of most professions and businesses. For instance actors Raymond Burr, Walter Mathau and Robert Mitchum in the movies, Chuck Yeager the test pilot, Congressman Roybal(Calif) and Dan Daniel(Va), the late Mayor Wahington from Chicago, New Hampshire Governor Hugh Gallen, Prize Fighter Archie Moore, and Baseballs Red Schoendienst. This is a short list but it is sure that the CCC was the first real employment for these men and the values they developed there have helped them and many more men to fulfil their lifes dreams. The CCC experience matured those boys into men!!!

How can we measure the benefit to the United States as a whole for many projects completed as well as the increased worth of the 3 million men that completed these projects. Many forests were replanted and the trails, roads, improvements in the Parks has given much pleasure to millions of tourists and visitors around the country. The beauty of the gardens and roadways that were landscaped and planted by these young men are worth a lot. Just imagine what could be done to beautify our Inter State Highways. We could drive from one end of the country to the other through scenic gardens with the help of a new CCC program.

## LOW COST START UP FOR A NEW CCC PROGRAM

As the military downsizes much leadership and manpower could set up camps around the country. The military has prefab buildings in storage or standing that could be disassembled on the bases and moved to the Parks and Forests for quick and low cost camps. They also have all the transportation and construction tools and machines needed to get a camp in operation. Tents and field kitchens could be set up by the military or enrollees for the enrollees to live in while building their own camps. Some of our NACCCA members think that closed military bases should be used for CCC camps but most are too big and in the wrong location. In the 30's all the enrollee's came from families on relief but this time all young men and women that need work and college financing should be included because after all most of the financing will come from their own families. There are many strong leaders available to head up this program such as FDR's grandson David Roosevelt or some retired Generals and Admirals such as General Norman Schwarzkopf. The basic camp knowledge that was proven to be feasible in the 1930's will still work today. Please give it a try for our lost souls in the cities and urban areas that need a pat on the back and food to eat. They will be eternally grateful - the same as we former members.



**NACCCA**  
NATIONAL ASSOCIATION OF  
CIVILIAN CONSERVATION CORPS. ALUMNI

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Mr. Sandy Scott, Prof. Staff  
House Sub-committee  
on Nat'l Parks & Forests  
812 House Annex 1  
Washington, DC 20515

February 16, 1993

Dear Mr. Scott:

We are pleased that a hearing is being held regarding a study on a possible new Civilian Conservation Corps. We will have our representatives there.

We have supported the Boren bill which may provide \$20 million. We hope for something greater as many thousands of our youth need help.

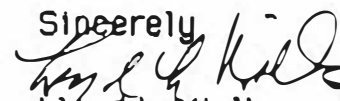
We recognize the Job Corps has provided vocational training for nearly one million youths over its 28 years of existence. However, I am sure that most of us realize that you cannot make a carpenter, bricklayer or computer operator out of everyone.

I hope we all realize there is a large group of American youths searching for something, therefore something must be provided for these young people to get them off the streets. Many need to do hard physical labor and have a sense of accomplishment by seeing what they built. That is what the CCC did. Some youths prefer to be laborers, but we need these also.

There should be facilities for at least 400,000 or approximately 2,000 camps. Naturally the costs to build these facilities would be too great, that is unless they were provided tent camps by the U.S. Military. The youths could then build their own permanent facilities.

We must provide the opportunity for some of these youths to advance. To those who apply themselves they should be given the opportunity to have a GI bill so they may obtain further training. It may be college or a technical trade. Our country very badly needs trained machinists, mechanics and technicians of all kinds if we are to compete with the rest of the world.

Sincerely,

  
Lloyd L. Mielke,  
President

c.c. Board of Directors

Oral statement by Bill Bailey;

Thank you Mr Chairman for inviting a former member of the CCC to make a statement for your committee on the 60th anniversary of the founding of "Roosevelt's Tree Army". I am from Nebraska and grew up on a farm where I graduated from high school before enrolling in a CCC Soil Conservation Camp at Weeping Water Nebraska a few miles south of Omaha. When I left the CCC I enlisted in the US Marine Corps in August 1940. In the late summer of 1944 the Marines selected me to go to college at Princeton University in the pre-officer Naval V-12 program. After the War I entered the University of Nebraska to study Agricultural Engineering and received a BS in Ag Engineering in June 1950. After a short time active service in the Korean conflict I was selected by the Civil Service and the USDA to start work at the US Cotton Ginning Laboratory in Leland, Mississippi. I worked for the USDA for over 33 years in a variety of projects and ended my service at Beltsville where I retired in 1945 with 39.5 years of total Government Service.

I now own and operate a consulting business out of my home. One of my contracts was to help the USDA, Iowa State University, and Illinois University to bring some Chinese swine back from Shanghai for breeding in the USA. We brought back 3 breeds and one of these breeds has turned out to be immune to the baby pig diarrhea that costs American Farmers a lot of money in death and slow gain. This one gene will increase our food supply and benefit all Americans.

My life in the CCC Camp started with issuing of work and dress uniforms, an examination by the Doctor who gave me my first vaccination for small pox. Later came food- all the food I could eat and that was a lot as I was 18 and a hard worker. I was assigned to a barracks which was a tar paper covered wooden building. There were no interior walls just the studs and 1 by 6 boards covered by tar paper and then the roof was coated with creosote to fend off the rain and wind. It was better than the drafty home we had on the farm.

The next morning after reveille and breakfast I reported in my work clothes to the assembly area and was loaded on a truck to go to a farm to plant trees- thousands of them- along ditches to control water erosion. We planted large trees such as cottonwood down the center of the ditch and smaller trees in the next rows and ended with choke cherry and lilac at the top of the ditch. (Each of the 3 million CCC enrollees during the 9 year life of the organization planted an average of 1000 trees.) The ditch was rounded from side to side which looked different than the ditches on our farm. In a few days I found out why as we went to a deep gully cut into the hillside that we attacked with pick and shovel to make it ready for tree planting. This was hard work but I could see the advantage to the land and the wildlife that would live in those bushes and trees in the years to come. Back in camp after the evening meal I found that I could join a class in typing and photography. They had other classes but I took these two which started me on the road to being able to type this statement on my word processor. I carry and use my 35 mm Nikon camera to record my research and scenery where ever I travel. I also became pretty good at ping pong. We had no radio or TV so we gathered around a piano that one of the members could make talk and we sang songs until bed time which came fairly early during the week because the trucks and foremen were waiting to attack another gully or make a fence or whatever was needed on those demonstration farms.

Another lesson I learned in the CCC's was "SAFETY" where we were taught to do things the safe way and avoid accidents. I still practice safety in every thing I do. It has saved me much misery and probably a lot of money during my life.

Since I came from a farm I was asked to make the barbed wire fences we used to separate the contour strips of grass between the strips of corn. At that time terraces were not invented so grass was used to slow erosion and run off. These grass strips were used for pasture or hay. It was a new experience for me to stretch barbed wire along those curved rows of fence posts instead of the quarter or half mile long straight fences I had learned to work on from my Dad. Since most of the farms we worked on furnished a team of horses or mules and a wagon for us to carry fence posts and wire to the fields I became the driver of choice for several of the camps work crews besides my own crew.

After a couple of months of this farm type work I was asked to assist the mechanic in charge of the motor pool. I had never driven a car or truck so that was my first duty to learn how to drive and park the trucks in the shed at night and get them out in the morning. During the day we serviced the vehicles that were not used that day and we always had some motors to rebuild.

I have told you about my training in the CCC's because I have benefited very much. I found that I was as good as all the other young men and I could do anything I set my mind to. I also learned to have pride in my self due to the \$8 I was paid each month and knowing that my brothers and sisters now had bread to eat because my parents could now buy flour and sugar to cook with because of the \$22 that was sent home to them each month.

I have prepared a handout of the history and benefits to the members and the country then and continuing today. If you have visited the National Arboretum when the Azaleas are in bloom you can thank the CCC boys who made the cuttings at the nursery in Beltsville and the boys from Beltsville and the DC camps that planted the thousands of bushes in the woods.

The NACCCA is having our 60th Anniversary National Convention/Reunion from July 16 to 20, 1993 at the University of Maryland in College Park. I am inviting all of you to come out and meet these men as I am sure many would like to give their statement to your committee.

Thank you for letting me tell a little of the benefits of this type of conservation program and I hope to see the day when today's young men can learn the same lessons I learned over 50 years ago.



# The Student Conservation Association, Inc.

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STATEMENT OF T. DESTRY JARVIS  
EXECUTIVE VICE PRESIDENT  
STUDENT CONSERVATION ASSOCIATION

BEFORE

THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, & PUBLIC LANDS

ON

THE AMERICAN CONSERVATION CORPS & YOUTH CONSERVATION CORPS  
ON FEDERAL, STATE, AND LOCAL PUBLIC LANDS

FEBRUARY 18, 1993

## INTRODUCTION

MR. CHAIRMAN, AND OTHER DISTINGUISHED MEMBERS OF THE SUBCOMMITTEE, I am Destry Jarvis, Executive Vice President, Student Conservation Association. I am grateful for the opportunity to testify before you today, on a subject near and dear to the heart of SCA - national service, particularly as it relates to youth service on the federal public lands.

President Clinton's call for a major new national service initiative comes at the time of a uniquely dynamic convergence of at least two major trends sweeping across America. First, following a decade of looking elsewhere for personal fulfillment, the youth of America have returned to the desire (and personal responsibility) to perform service to the Nation, equal to if not greater than ever before. Second, there is a recognition among virtually all segments of our society that neither the government nor the private sector is in it, or can do it alone, and that partnerships among government, the for-profit, and the not-for-profit sector are the best and most cost-effective means of achieving common goals.

National conservation service, the portion of a larger national service program on which this hearing is concentrated, provides a variety of Values, values to the individuals who serve, values to the public lands on which service is performed, and values to our society as a whole.

These hearings are warranted, and ensuing legislative action is necessary because, 1) as never before, the public lands are in need of conservation service projects which cannot be carried out by federal employees or contractors for fiscal reasons, 2) because the youth of America are ready, willing and able to serve by the thousands, 3) and because neither of the two basic laws which authorize such service, the Youth Conservation Corps Act of 1972,

as amended, nor the National and Community Service Act of 1990, are adequate to the task at hand.

#### WHO IS SCA AND WHAT DO WE KNOW ABOUT SERVICE

SCA is uniquely prepared to appear before you today, since we have been a provider of young people for service on the federal public lands since before enactment of the Youth Conservation Corps legislation in 1972. In fact, SCA came into existence in the summer of 1957, the brainchild of a recent college graduate, Elizabeth Cushman Titus, who had written her college thesis on the subject of youth service on the public lands. Liz Titus continues to serve today as SCA's President Emeritus, and her inspiration and leadership guides the participants, staff and Directors of SCA.

SCA's Mission Statement is that, "The Student Conservation Association fosters lifelong stewardship of the environment by offering opportunities for education, leadership, and personal development while providing the highest quality public service in natural resource management, environmental protection, and conservation."

SCA carries out this dual purpose of conservation service and personal development at several ages and in a variety of programs. However, no matter what the program, nor with which agency, both of these goals are essential to the SCA Experience.

Among federal agencies, SCA currently has cooperative agreements with the National Park Service (35 years), U.S. Forest Service (25 years), U.S. Fish & Wildlife Service (15 years), Bureau of Land Management (15 years), U.S. Navy Department (3 years). This year we are establishing new agreements with the National Marine Fisheries Service, Environmental Protection Agency, Tennessee Valley Authority, and Army Corps of Engineers.

At the State level, we have agreement with conservation agencies in California, Utah, Wyoming, Maine, Vermont, New Hampshire, and others. Among private organizations, we have provided volunteers to the Nature Conservancy, National Audubon Society, Trout Unlimited, Appalachian Trail Conference, Society for the Protection of New Hampshire Forests, and others.

A founding principle of SCA throughout our history is that all programs have been 50-50% male-female in both the participants and the leaders. Another is that all SCA programs are cost-shared between SCA, through private philanthropy, and the host agency beneficiary.

SCA's largest partnership is the Resource Assistant Program, in which predominantly college undergraduates volunteer in career-developing internships for 3-4 months at any time of the year. About 1200 such individuals served this entire array of agencies in

1992, for about 700,000 hours of service. In order to identify the individuals to serve in the RA Program, we recruit on over 4000 college campuses throughout the year. The RA Program is academically accredited for any participant through an SCA agreement with Colorado State University.

The RA program also includes older adults, for which we recruit, from among other places, through the American Association of Retired Persons Volunteer Talent Bank.

Within the scope of the RA Program, we have identified positions specifically for blind or wheel-chair assisted individuals. We have positions for recent college graduates in natural resource fields from the new democracies of Poland, the Czech Republic, and Hungary to gain first-hand field experience in park and forest management. For several years, we have carried out an exchange of bilingual college students teamed with park professionals from both the US and Russia, to work on joint park planning projects.

Though smaller in size because of greater expense to operate, the SCA High School work group is better known publicly. In this program teenagers serve 4-6 week terms in teams of 6-10 teens with 1-2 adult leaders. In 1992, some 500 of these energetic youth contributed over 100,000 hours of labor on public land sites throughout the country completing trail construction and maintenance, ecological restoration, habitat enhancement, recreation facility construction, timber bridges, rock walls or other physical work on the public lands. We annually hire some 135 adult leaders on a seasonal basis to lead the high schools groups, and currently enjoy about a 75% pool of returning veteran supervisors each year.

Within the high school program format, we have operated groups of all hearing-impaired teens, with leaders skilled in American Sign Language, which have functioned in all ways identically to other SCA groups. For several years through the late 80s and early 90s, we ran a summer program operating Forest Service campgrounds with developmentally-delayed teens and leaders trained in special education. The teens collected camper fees, cut firewood, performed routine maintenance in the campground, and generally gained their first sustained experience in the outdoors.

Within the high school program, we also conduct exchanges with Mexico and Russia, for students to work in both countries.

In order to find participants for the high school program, we recruit in over 20,000 high schools across America. Over ten years ago, we began sending our recruiting staff into major urban high schools to recruit face-to-face with urban youth and their parents in order to assure a diverse applicant pool. This successful recruiting method led to the establishment of SCA urban programs in

Seattle, Los Angeles, Tuscon, San Francisco, Denver, Chicago, Atlanta, New York, Washington, D.C., and other metropolitan areas, and resulted in very successful summer programs for urban youth.

During this same time period, SCA also began the New Hampshire Conservation Corps, which works with about 100 "at-risk" youth throughout the year, teaching math and reading skills blended into our regular conservation service programs, working primarily in the New Hampshire State Parks. This month, several groups of these youth have traveled to Florida to work with the Dade County Conservation Corps in the ongoing repairs following Hurricane Andrew.

All of SCA's decades of experience in youth conservation service, personal growth, and career development, led us three years ago to establish the Conservation Career Development Program (CCDP). CCDP is a national program working with both high school and college young men and women, primarily minorities, to provide a year-round, multi-year set of field experiences, training, mentoring, and related preparation for individuals to pursue a path to a career in the conservation field.

For the high school CCDP, we have program offices and recruit students in Los Angeles and Oakland, CA; Seattle, WA; Newark, NJ; and Washington, D.C., and are currently planning expansion into the midwest, southwest, and southeast. At the college level, we recruit through historically Black, Hispanic, and Native American colleges. For 1993, some 170 participants are engaged in the CCDP.

Finally, we carry out two adult training courses for leaders of youth conservation service programs. The first of these is the SCA High School Supervisors Training Course, which is a three-day curriculum and covers camp management, youth counseling, emergency procedures, first aid, environmental education, and others subject in a refresher format.

Our second and more widely applicable training course is the Wilderness Workskills Training Program, a five-day, outdoor workstation format, teaching trail construction and maintenance, ecological restoration and revegetation, timber and rock construction, and other primitive and hand-tool skills necessary for any adult leader of a conservation service program on the public lands. In addition to requiring all SCA leaders to take this course, we offer it to public land agency personnel, conservation corps leaders, and other volunteer service organizations.

I should also add as a historical footnote, that throughout the 1970s, SCA ran Youth Conservation Corps crews as a contractor to the NPS and USFS. In fact, the antecedents of the YCC Program can be traced to several SCA high school programs in Olympic National Park in the 1960s, which were visited by the late Senator Henry M.

Jackson, a principle author of the original YCC legislation. Senator Jackson told SCA leaders at the time that he was modeling the YCC legislation after the SCA, and even asked SCA if we wanted to be written into the legislation. SCA declined.

Of course, the original precursor of national conservation service was the Depression-era Civilian Conservation Corps, which functioned from 1933-1942. Initially inspired as a public works jobs program, the CCC has come to be revered over the years for the exceptionally high quality construction and related conservation work carried out on the public lands. The CCC served as SCA's Liz Titus' initial inspiration and its emphasis on quality is still a guiding principle of SCA. But the times have changed, and a number of the factors which contribute to the need for and benefit of national service are different today. Any new national service initiative should learn from these past programs, but be responsive to the needs of today.

Mr. Chairman, I mention all of this history and program description of SCA in order to provide a context to the specific suggestions and recommendations we have to offer to the Committee today.

#### OPPORTUNITY AND NEED

Federal public land managers today are facing a seemingly insurmountable backlog of conservation project work which is urgently needed, but for which they have neither the funds nor the manpower. Thousands of young people throughout the Nation are eager to volunteer for conservation service. Many thousands more would jump at the chance to earn minimum wage in conservation field jobs while learning essential life and employment skills which can sustain them in a career.

When Congress enacted the otherwise meritorious National & Community Service Act of 1990 (NCSA), a conservation service component aimed at the federal public lands was, for all intents and purposes, left out. Section 126 of Subtitle C, the American Conservation and Youth Corps, provides that "if a State has failed to establish a youth corps program and no local youth corps programs exist within such State, the Commission may make a grant to a Federal agency to directly administer a youth corps program." (emphasis added) Currently, 49 of the 50 states have established, or already had operating, a corps (Connecticut has none), and it seems virtually certain that the States and city sponsors of the various corps are decades away, if ever, from wanting or allowing their corps to carry out projects on the federal lands to the extent needed, when there is more than ample work on state and local public lands.

Presidents Reagan and Bush failed to fund the Youth Conservation Corps or the Young Adult Conservation Corps for their 12 years in office, and with the exception of a few small vestiges of these

programs, they are essentially defunct. Even with new funding, I would argue that today's needs for youth conservation service on the federal public lands cannot be adequately served without amending the YCC Act.

New legislation is needed to foster youth conservation service on the federal lands, and should be undertaken by this Committee by amending the YCC Act, and ignoring the NCSA.

#### A CONCEPT FOR A FEDERAL PUBLIC LANDS CONSERVATION SERVICE CORPS

In order to greatly expand the opportunity for service, and to carry out thousands of needed conservation projects on the federal public lands, the Congress and the Clinton Administration should propose, and enact, legislation to establish, and fund, a National Public Land Conservation Service Corps. The outline for such a Corps would be as follows:

- \* authorize conservation service work by America's youth and young adults on lands managed by the National Park Service, U.S. Forest Service, U.S. Fish & Wildlife Service, Bureau of Land Management, U.S. Army Corps of Engineers, Tennessee Valley Authority, Bureau of Reclamation, and installation lands of the armed services.

- \* authorize a multi-layered program with components for teenagers, both college and non-college bound; young adults both in and out of college; and seniors.

- \* authorize a service incentives program with options, including: work for minimum wage; or work for a set period of time, with a lump stipend or grant at the end, as in the Peace Corps, which is directly applicable to college tuition; or service for a set period of time in return for college-loan forgiveness; or a vocational job incentives program for non-college-bound youth, which guarantees access to training in the building and construction trades, or in such fields as law enforcement, and facility maintenance.

- \* every service component should include a curriculum of life skills and interpersonal growth experiences; environmental education; high school GED where needed; and vocational skills training.

- \* authorize several basic formats of service, which would include, a training period at the beginning of at least two weeks, followed by a service location assignment for teenagers in small groups of 8-15, with supervision from a project leader, and site project coordination from agency personnel; and for college and other young adults, a format of individual placement into a position which utilizes their academic or vocational skills or interests.

- \* terms of service could range from a minimum of six-months when

working at minimum wage, up to two years when seeking college loan forgiveness or a college-tuition grant.

\* for seniors or other adults, service assignments should be matched to job skills and prior experience, with these individuals generally working for shorter periods of time and closer to their home town, except for seniors with mobile homes, who can serve as campground managers, visitor centers information staff or other positions where placement as a individual is warranted.

#### FUNDING AND ADMINISTRATION

New legislation should authorize each participating federal agency to administer its own portion of the Federal Public Lands Conservation Service Corps, with a goal of avoiding establishment of any large, new, central bureaucracy.

Language should be included which directs the participating agency, wherever feasible, to contract all or portions of its program to existing non-profit organizations, such as SCA or one of the 75 or more state and local corps which already exist around the country. non-profit organizations can run conservation service programs more efficiently and effectively than federal agencies, and already have within their work forces the basic expertise needed to blend conservation service and youth development.

In order to assure a separate and somewhat independent source of funding for this Federal Public Lands Conservation Service Corps, we suggest combining the earmarking of funding from the collection of entrance and user fees for public use of the federal lands, with a privately raised share of the costs, which could be administered as separate accounts through the federally chartered non-profit foundations such as the National Park Foundation, the U.S. Fish & Wildlife Foundation and the National Forest Foundation.

Setting aside entrance and user fees on the public lands to fund a share of the costs of conservation service on the public lands would accomplish multiple purposes:

- \* such fees would return to and directly benefit the public lands through accomplishment of needed service work,

- \* such fees would be set apart from the normal format of federal appropriations for maintenance and resource management of the public lands, and thus would not be co-mingled with other line-items,

- \* such fees, going to a separate pool of funds, and for a separate purpose, would be less likely to be offset against

appropriations for other agency programs by the OMB, a real problem in previous attempts to increase and make uniform public land entrance fees,

\* such fees, when matched with private funds either raised by the public land foundations or brought in by co-sponsoring non-profit organizations, would be stretched further than if the program depended upon 100% federal funding,

\* users of the public lands would more willingly pay existing or increased entrance or user fees if they knew that these fees went directly to fund national conservation service, and benefited the public lands.

A slight variation on this funding format would be to require that the recipient federal agency put up 1/3 of the costs of a service program from among its regularly appropriated maintenance and resource management funds, that the public land foundations fund 1/3 from the entrance/user fees fund, and that partner non-profit organizations put up 1/3 of the costs, either directly through their membership revenues, or by bringing in corporate or other foundation partners to put up this share.

For example, I feel certain that the outdoor recreation industry, including the hundreds of recreation equipment manufacturers and retailers who advertise their products in conjunction with use of the federal public lands, would be willing partners in this major new initiative to develop a Federal Public Lands Conservation Service Corps.

Mr. Chairman and members of the Committee, in conclusion, and at the risk of stating the obvious, I note that there is a great and largely untapped resource among the thousands of youth across America who are eager for an opportunity to serve on the public lands - giving back to the Earth is a virtually universal rallying cry in high schools and colleges today; simultaneously, this Committee in particular is all too painfully aware of the billions of dollars in backlogged maintenance and resource management work currently left undone on the federal public lands.

National conservation service on the federal public lands is the perfect opportunity for a marriage of these two highly compatible public needs. I urge that the Committee move expeditiously, on a separate, and parallel but compatible course, with the President's call for a larger and more expansive National Service Program.

Thank you for the opportunity to testify. I would be happy to answer any questions.



National Association of  
Service & Conservation Corps

**STATEMENT OF EMILIO WILLIAMS  
DIRECTOR, TECHNICAL ASSISTANCE SERVICES  
NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS  
BEFORE THE  
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS  
HOUSE COMMITTEE ON NATURAL RESOURCES  
FEBRUARY 18, 1993**

Mr. Chairman, members of the Subcommittee and colleagues in the conservation and youth service community, I am pleased to be able to speak today on behalf of the national network of youth conservation and service corps programs. Given the new Administration's deep commitment to both national service and the environment, this is an exciting time for the corps. We at the National Association of Service and Conservation Corps look forward to the active leadership and involvement of the Subcommittee in the discussion of how best to expand opportunities for young people to serve their communities and nation.

In my testimony this morning, I wish to point out briefly what we know about youth corps and where we are going as a movement, and then share our views on some relevant policy and legislative issues.

**NASCC**

Let me begin, though, with a word about NASCC. The National Association of Service and Conservation Corps is the national membership organization for youth corps programs. Corps programs organize young people into crews to accomplish needed conservation work and community service projects under the supervision of a caring adult. They also provide a comprehensive array of social, educational and job training services and assist young people in pursuing employment and/or further education.

NASCC was formed in the waning days of the Young Adult Conservation Corps and now exists to support and expand the network of some 80 state and local corps programs in 30 states, as well as the remaining Youth Conservation Corps programs within the U.S. Departments of Interior and Agriculture.

### **Update on the Field**

Last year, NASCC conducted a comprehensive survey that for the first time fully documents the activities underway in the youth corps field. It also provides an accurate snapshot of the field prior to the small, but vital, infusion of new funding which became available through the National and Community Service Act of 1990. NASCC learned that year-round state and local corps programs involved over 13,000 young people last year with another 4,500 serving in summer programs. We also learned that the 63 corps, operating as of June 30, 1992, served a diverse cross-section of young people, at a total cost of \$131 million, including wages and stipends paid to corpsmembers. Less than 10% of the total funding came from federal sources, primarily JTPA and CDBG. Since June, 17 new corps have been launched thanks to grants from the Commission on National and Community Service.

As part of its program of services, NASCC provides technical assistance to new and existing corps programs, and has been pleased to begin work with a new set of corps programs -- in Alaska, Kansas, Maryland, West Virginia, Colorado, Michigan, and Oregon -- funded in the first round of grants under the National and Community Service Act. NASCC is now working with support from the Commission to develop the next generation of leadership in the corps field.

### **Corps and Conservation**

Consistent with the priorities of this Subcommittee, corps continue in the great tradition of the Civilian Conservation Corps of the 1930's to do a great deal of conservation work that otherwise could not be done. Corpsmembers still cut and improve trails, plant trees, build bridges and restore recreational facilities in state and local parks. Recent years have seen the expansion of the role of corps, particularly in urban areas, into housing rehabilitation, recycling and other environmental projects as well as direct service to children and the elderly. Corps now help to conserve the fabric of our communities as well as our natural resources.

State and local corps programs are entrepreneurial in character and remain vigilant for opportunities to provide their labor-intensive services in new venues. For instance, many corps are poised to carry out transportation enhancement and trails projects funded through the Intermodal Surface Transportation Efficiency Act. Full

funding of this legislation would make such projects more likely. Other corps look forward to the next generation of environmental restoration projects in wetlands and urban stream corridors, to carrying out appropriate components of public works projects and even to undertaking environmental clean-up activities that would enable redevelopment or beautification of some of our most scarred urban landscapes.

In keeping with their nature as a readily-deployed labor force, corps programs from California to Florida continue to provide services in times of disaster. Four years ago, the Student Conservation Association and NASCC collaborated to bring numerous crews to Yellowstone National Park to assist in environmental restoration efforts. Corpsmembers were among the first help on the scene after the earthquake in San Francisco, the firestorm in the Berkeley Hills, the riots in Los Angeles and the hurricane in Miami. This very week over 100 young people from corps in Michigan, New Hampshire and Pennsylvania are in Florida working under the leadership of the Greater Miami Service Corps on several major hurricane recovery projects.

#### **Federal-State Cooperation**

State and local corps programs have also pursued opportunities to cooperate with Federal land managers and the remnants of the once-large Youth Conservation Corps. One of this Subcommittee's new members, Representative Karan English of Arizona, knows about one of them, as she sponsored the enabling legislation which created the Arizona Conservation Corps. This corps program is an outstanding example of federal-state cooperation. A full description of that arrangement is attached to my written testimony, but I would like to highlight the joint program between the Arizona Conservation Corps and the U.S. Forest Service Youth Conservation Corps in the renovation of a heavily-used campground in the Tonto National Forest.

I would like to conclude my testimony with remarks about some of the national policy issues that affect the ability of the corps to operate successfully in the conservation arena.

#### **National Service**

NASCC and its members are thrilled, of course, with President Clinton's interest in enabling more young people to participate in national service programs. We want the Congress to know what we have been telling the President's

advisors -- that any national service initiative must build on the base of existing state and local programs and that it must include opportunities for non-college bound youth. Further, we believe that corps programs are among the best vehicles for providing young people with full-time service opportunities and numerous other benefits. Among other things, corps are community-based which makes them responsive to real local needs. And they are capable of rapid expansion. Based on what our members have told us in recent months about their long waiting lists, for both participants and work projects, the corps could easily double in size within 3 to six months, if funding should become available.

We look forward to working with the Administration and the Congress to advance national service, and along with it, the growth and vitality of youth corps.

#### **Corps Programs on Federal Lands**

We are pleased that grants awarded last June by the Commission on National and Community Service led directly to the establishment of some 17 new state and local corps and the expansion of others. However, the need to build state and local programs does not negate the need to expand youth service opportunities on federal lands.

We strongly support the revival of the Youth Conservation Corps in national parks, forests and wildlife refuges. And we hope that, when this occurs, provision will be made to encourage the federal land management agencies to involve state and local corps as well as national non-profit youth service programs such as the Student Conservation Association. There is an unlimited amount of work to be done and a huge pool of young people who are anxious to do it. Between us, we can amass a vast cadre of young people to tackle the backlog of conservation and restoration projects that have accumulated in recent years.

In short, Mr. Chairman, we hope that as you and your colleagues consider how best to protect and revitalize our public lands, you will also find ways to capture the vast potential of young people and involve them in this important effort.

In his Inaugural Address, President Clinton called the nation to a "season of service." For the 17,500 or so young people in corps programs, that season has already begun.



National Association of  
Service & Conservation Corps

## **A MODEL OF FEDERAL-STATE COOPERATION: The Arizona Conservation Corps**

The Arizona Conservation Corps began operation in 1990 and is among the newest of the 18 statewide corps programs in the U.S. Startup of the year-round program, which employs 18-25 year old young adults to carry out projects on public lands, was the culmination of a two-year period of resource sharing and cooperation between federal, state, and local agencies. This complementary partnership remains strong today.

Other states, and the federal agencies that operate within them, can adapt portions of the Arizona partnership experience as they engage in local planning and development of strong corps programs. The successful federal-state partnership in Arizona:

- \* **Taps the experience** of federal employees who have worked with human resource programs such as the Young Adult Conservation Corps (YACC) and Youth Conservation Corps (YCC);
- \* **Enables federal employees to work full-time with the corps** as loaned professionals, and part-time as volunteers;
- \* **Overlaps with federal agency program thrusts** in human resources, community involvement, partnerships, the use of volunteers, the use of job training funds, and continuing YCC programs;
- \* **Builds upon the capacity of federal land-managing agencies** including the U.S. Forest Service, the National Park Service, and the Bureau of Land Management;
- \* **Takes advantage of geographic circumstances** -- the high percentage of federally-managed land in the state; and
- \* **Offers land managers near-term returns** in the form of projects that the corps can complete, backlogs that the corps can help erase, revenue-generating campground development, and sound youth development programming.

Forest Service professionals provided much of the initiative for a corps program -- one advised Karan English, then a state legislator who drafted enabling legislation; another organized a statewide information meeting on youth corps and persuaded representatives of more than 40 agencies to attend. Following the 1989 passage of enabling legislation, the BLM and Forest Service loaned professionals to plan the new corps program. Later, another forest and the corps arranged to share the cost of a field operations coordinator. Today, a national forest staff member serves as the chair of the corps' governing board.



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## WHAT ARE YOUTH CORPS?

Conservation and service corps -- youth corps -- harness the energy and idealism of young people to meet the needs of communities, states, and the nation. Corps programs engage young people, generally 16-23 years old, in paid, productive, full-time work with visible benefits. Corps programs also prepare participants for the future.

**Corps work.** Participants in corps programs -- corpsmembers -- most often work in crews or teams of eight to twelve with a paid adult supervisor who sets and models clear standards of behavior. Youth corps crews undertake a wide range of work projects. Some are similar to the forestry and parks projects of the Civilian Conservation Corps of the 1930s; others fill gaps in the services of urban parks, renovate housing, and assist human service agencies. All corps work projects allow young people to serve as community resources. Most corpsmembers receive a stipend or minimum wage for full-time work at least four days each week.

**Corps educate.** Corpsmembers devote part of each week to improving their basic academic skills and/or earning a high school equivalency degree. Many corps also help corpsmembers learn the skills adults need to live successfully, such as budgeting, parenting, and remaining healthy. Corps programs encourage corpsmembers to engage in tangible acts of citizenship such as voting. Some corps offer end-program scholarships and bonuses.

**Corps: Widespread and growing.** Year-round and summer youth corps operate in 19 states and more than 60 cities and counties, serving more than 17,500 young people annually under a wide variety of administrative arrangements. Funding for corps comes from state, county and municipal appropriations, fee-for-service contracts, foundations and corporations, as well as federal job training and community development block grants. The federal National and Community Service Act of 1990 (PL 101-610) provides funding for corps through grants to states.



National Association of  
Service & Conservation Corps

## WHAT IS NASCC?

The National Association of Service and Conservation Corps is the membership organization for youth corps programs. Since its founding in 1985, NASCC has served as an advocate, central reference point and source of assistance for the growing number of state and local youth corps around the country. In 1993, almost 80 youth corps are operating in 19 states and more than 60 cities and counties, serving more than 17,500 young people in both year-round and summer programs.

NASCC's primary mission is two-fold: to strengthen the quality of existing youth corps programs and to promote the development of new ones. To accomplish this NASCC

- ▶ maintains an Information Clearinghouse on youth corps policies, programs and practices, as well as the overall status of the youth corps field;
- ▶ provides written and on-site technical assistance to new and operating corps and those in the planning stages;
- ▶ sponsors an Annual Conference for youth corps staff and corpsmembers;
- ▶ organizes professional development workshops for corps program directors and other staff on a range of policy, program and management topics; and
- ▶ publishes an annual **Youth Corps Profiles**, a quarterly newsletter -- **Youth Can!** -- and other information bulletins on issues of importance to the field.

NASCC speaks for the corps in Washington, D.C. Through policy development and public affairs activities it works to bring the value of youth corps to the attention of policymakers, the media, philanthropic community and general public. NASCC is an active participant in national coalitions such as the Working Group on Youth Service Policy and the National Youth Employment Coalition.

In cooperation with Public/Private Ventures, NASCC provides policy development support to the Urban Corps Expansion Project (UCEP), a national demonstration now underway in 12 cities around the country.

NASCC is a nonprofit corporation governed by a board of directors which is composed of corps program directors from throughout the U.S. and prominent citizens. NASCC receives support from membership dues and registration fees, as well as from foundations and corporations, including the AT&T Foundation, the DeWitt Wallace-Reader's Digest Fund, the William and Flora Hewlett Foundation, the W.K. Kellogg Foundation, and the Charles Stewart Mott Foundation.



National Association of  
Service & Conservation Corps

## CORPS PROGRAM MODELS

Size, structure, sponsorship, funding source, leadership, and mission all vary from one corps program to another. State government began to create year-round and summer corps programs in the mid-1970's. Cities and counties began to organize youth corps several years later. In the mid-1980's, some operators of the summer youth employment program of the federal Job Training Partnership Act developed local and state youth corps. Still, corps programs fall generally in line with several models, the elements of which are listed here:

### **State year-round corps programs are often:**

- ▶ Managed by a land-managing or employment and training agency;
- ▶ Funded from general appropriations, bonds, and user fees;
- ▶ Designed to employ young adults ages 16-25 who are out of school;
- ▶ Set up to conduct projects on public lands or in public institutions; and
- ▶ Set up to involve residential or non-residential crews, or both.

### **State and local summer corps programs are often:**

- ▶ Managed by a state department in cooperation with local agencies such as Service Delivery Areas or parks departments;
- ▶ Funded through state funds and, especially, federal JTPA funds;
- ▶ Designed to operate for 8-12 weeks on a small number of projects; and
- ▶ Designed to employ youth as young as 14 in non-residential settings.

### **Year-round urban corps programs are often:**

- ▶ Funded by a broad mix of federal, state, and local government funds, as well as private sources and fee-for-service contracts;
- ▶ Designed to employ out-of-school youth from 16-23;
- ▶ Set up to conduct projects ranging from human service to conservation;
- ▶ Operated as a non-profit organization or as part of a larger nonprofit;
- ▶ Set up with the cooperation and assistance of city and state government; and
- ▶ Designed to provide comprehensive education and support services to corpsmembers.

For more information about corps program diversity, contact NASCC.

## *SUMMARY OF SURVEY FINDINGS*

### *INTRODUCTION*

During the summer and fall of 1992, NASCC undertook a baseline study of the corps to secure an accurate snapshot of the field prior to the impact of funding that has become available through the National and Community Service Act.

This report is based on data provided by 58 of the 63 youth service and conservation corps in existence as of June 30, 1992. (A list of corps that did not respond to the Survey is provided in Appendix A.) It does not include any corps programs that have been launched or revived since then with grants awarded by the Commission on National and Community Service in June, 1992. (A list of these new corps is provided in Appendix B.) Nor does it include data on such national programs as the Student Conservation Association, YouthBuild, the Youth Conservation Corps operated by the U.S. Forest Service, or the Youth Volunteer Corps of America. (Descriptions of these programs are provided in the section entitled Other Programs.)

Most state corps reported on fiscal years ending June 30, 1992; most local corps reported on fiscal years ending December 31, 1991.

### *FACTS ON THE CORPS*

#### *NUMBER OF STATE AND LOCAL YOUTH CORPS PROGRAMS*

	Reporting	All Known Corps
# of State Year-Round Corps	12	12
# of State Summer Corps	<u>6</u>	<u>6</u>
TOTAL STATE:	18	18*
# of Local Year-Round Corps	37	41
# of Local Summer Corps	<u>3</u>	<u>4</u>
TOTAL LOCAL:	40	45
TOTAL CORPS PROGRAMS:	58	63

\* NOTE: Two each in the states of Pennsylvania and Washington

**GEOGRAPHICAL DISTRIBUTION OF CORPS PROGRAMS**

<b># OF STATES THAT HAVE A STATE CORPS PROGRAM ONLY</b> <i>(Arizona, Iowa, Maine, Minnesota, Montana, New Hampshire and Ohio)</i>	<b>7</b>
<b># OF STATES THAT HAVE A LOCAL CORPS PROGRAM(S) ONLY</b> <i>(Colorado, D.C., Georgia, Louisiana, Massachusetts, Michigan, Mississippi, Missouri, Nevada, New York, North Carolina and Texas)</i>	<b>12</b>
<b># OF STATES THAT HAVE BOTH STATE &amp; LOCAL CORPS PROGRAMS</b> <i>(California, Florida, Maryland, New Jersey, Oregon, Pennsylvania, Washington and Wisconsin)</i>	<b>8</b>
<b>TOTAL # OF STATES WITH A CORPS PROGRAM(S)</b> <i>(26 States and the District of Columbia)</i>	<b>27</b>

**LEVEL OF FUNDING AND SOURCES OF SUPPORT**

	STATE YEAR-ROUND	LOCAL YEAR-ROUND	STATE & LOCAL SUMMER	ALL CORPS
<b>TOTAL FUNDING:</b>	\$ 78,892,754	\$ 45,431,235	\$ 7,117,689	\$131,441,678
<b>Federal</b> (JTPA & CDBG)	1.1%	14.4%	67.7%	9.3%
<b>State</b> Appropriation and Contracts	85.7%	17.9%	11.7%	58.3%
<b>County/City</b> Appropriation and Contracts	1.0%	22.2%	2.8%	8.4%
<b>Private</b> Foundation, Corporate & Individual Contributions	.3%	21.6%	6.2%	8.0%
<b>Fee-for-Service</b>	11.9%	23.9%	11.6%	16.0%
	100%	100%	100%	100%



## **FACTS ON CORPSMEMBERS**

### **FULL TIME POSITIONS**

	# of Slots	# of Actual Corpsmembers
<b>YEAR-ROUND PROGRAMS</b>		
State	5,580	9,585
Local	<u>2,996</u>	<u>3,699</u>
<b>TOTAL YEAR-ROUND FULLTIME:</b>	<b>8,576</b>	<b>13,284</b>
<b>SUMMER PROGRAMS *</b>		
State	2,329	2,316
Local	<u>1,622</u>	<u>1,791</u>
<b>TOTAL SUMMER FULLTIME:</b>	<b>3,951</b>	<b>4,107</b>
<b>TOTAL FULLTIME:</b>	<b>12,527</b>	<b>17,391</b>

\*NOTE: Some year-round corps programs (ex., East Bay Conservation Corps and Minnesota Conservation Corps) operate special summer programs in addition to their year-round programming. The extra summer-only positions are included in this count.

### **PART TIME POSITIONS**

Four Year-Round Local Corps Programs -- City Volunteer Corps, East Bay Conservation Corps, Los Angeles Conservation Corps and San Francisco Conservation Corps -- operate part-time after school programs for middle school and junior high school students. These part-time slots total 508.

### **AVERAGE LENGTH OF STAY**

Twenty-seven of the 49 "year-round" corps responding to the survey actually provide a 12 month program term. The average length of stay in these full-year programs is 7 months.

The other "year-round" programs offer six-month or nine-month program terms. Several of the corps operating on six-month cycles allow promising corpsmembers to re-enlist for a second term.

### **POST SERVICE BENEFITS**

Almost all corps provide job placement services to their corpsmembers. Seventeen of the 58 responding corps also provide some kind of scholarship, tuition voucher and/or cash benefit upon the successful completion of the program requirements. These range from as little as \$250 up to \$5,000.

## ***CORPSMEMBER DEMOGRAPHICS***

### ***ALL CORPS***

	<b>African American</b>	<b>Asian</b>	<b>Caucasian</b>	<b>Hispanic</b>	<b>Native American</b>	<b>Other</b>	<b>Total</b>
Male	22.1%	1.6%	24.1%	12.0%	1.4%	.3%	61.5%
Female	15.7%	1.0%	12.4%	8.1%	.9%	.4%	38.5%
<b>TOTAL:</b>	<b>37.8%</b>	<b>2.6%</b>	<b>36.5%</b>	<b>20.1%</b>	<b>2.3%</b>	<b>.7%</b>	<b>100%</b>

### ***STATE YEAR-ROUND***

	<b>African American</b>	<b>Asian</b>	<b>Caucasian</b>	<b>Hispanic</b>	<b>Native American</b>	<b>Other</b>	<b>Total</b>
Male	15.2%	1.4%	28.3%	10.8%	2.0%	.4%	58.1%
Female	16.2%	1.0%	14.5%	8.3%	1.3%	.6%	41.9%
<b>TOTAL:</b>	<b>31.4%</b>	<b>2.4%</b>	<b>42.8%</b>	<b>19.1%</b>	<b>3.3%</b>	<b>1.0%</b>	<b>100.0%</b>

### ***LOCAL YEAR-ROUND***

	<b>African American</b>	<b>Asian</b>	<b>Caucasian</b>	<b>Hispanic</b>	<b>Native American</b>	<b>Other</b>	<b>Total</b>
Male	36.1%	2.5%	12.9%	15.3%	.8%	.3%	67.9%
Female	16.5%	1.5%	7.8%	5.9%	.2%	.2%	32.1%
<b>TOTAL:</b>	<b>52.6%</b>	<b>4.0%</b>	<b>20.7%</b>	<b>21.2%</b>	<b>1.0%</b>	<b>.5%</b>	<b>100%</b>

### ***STATE & LOCAL SUMMER***

	<b>African American</b>	<b>Asian</b>	<b>Caucasian</b>	<b>Hispanic</b>	<b>Native American</b>	<b>Other</b>	<b>Total</b>
Male	25.3%	.8%	26.6%	11.1%	.5%		64.3%
Female	11.8%	.4%	12.1%	11.1%	.3%		35.7%
<b>TOTAL:</b>	<b>37.1%</b>	<b>1.2%</b>	<b>38.7%</b>	<b>22.2%</b>	<b>.8%</b>		<b>100.0%</b>

Testimony  
by  
Frank J. Slobig  
Director of Policy and Programs  
Youth Service America

before the  
House Subcommittee on National Parks, Forests, and Public Lands

on  
Youth Conservation Corps

February 18, 1993

Good morning, Mr. Chairman and members of the subcommittee. My name is Frank Slobig, Director of Policy and Programs for Youth Service America. YSA is a national, independent, non-profit organization based in Washington, D.C. Our purpose is to promote the development of a national network of quality youth service programs in order that every young American from five to twenty-five has the opportunity to participate in contributing to the betterment of their community and country. We put a premium on participation by young people of all backgrounds serving together in organized, sustained programs that address critical community needs.

I have had the pleasure of testifying before this subcommittee on numerous other occasions over the past decade on youth conservation legislation. I have shared the frustration of working hard for passage of an American Conservation Corps bill, only to have it pocket vetoed by a disinterested president. I have also experienced the exhilaration of the enactment of the National and Community Service Act of 1990 which incorporated much of the work initiated by this subcommittee during the 1980s. YSA looks forward to working with you and the new administration to craft a new national service system that builds on the best of what we have.

The youth community service arena is where I spend my time. Youth Service America is dedicated to building an ethic of service in America by striving to provide young people of all ages and backgrounds with opportunities to begin a lifelong commitment to community improvement and civic participation. We have tried doggedly and with a good deal of success to promote a big picture approach which tries to connect the natural resource communities and program network with the broader youth service field.

Programs like the Minnesota Conservation Corps, the Pennsylvania Conservation Corps, and the California Conservation Corps and other state and local conservation corps with a presence in the districts of many of this subcommittee's members represent significant segments of the full time youth service field. Young people of very different backgrounds have responded to similar challenges.

Whether its the "Serve, Earn and Learn" motto of the Pennsylvania Conservation Corps or the "Hard Work, Low Pay, Miserable Conditions" slogan of the California Conservation Corps, program participants share the sense of empowerment and accomplishment in tackling difficult tasks. They truly understand what full time youth service is about.

Participation in a year round or summer youth corps can be a transforming experience. There are philosophical and programmatic differences between effective youth corps and other traditional work experience programs. The former see young people as critical resources in a human resource and community development effort rather than at risk kids with multiple problems needing remediation. One focuses on strengths, while the other more often than not focuses on weaknesses. A young person who is fortunate enough to participate in a summer corps quickly realizes, "I am somebody. I can do something. People value the contribution I can make." Their own self-perception is transformed. There are no losers. They are all winners. The solidarity and 'esprit de corps' of the group bolster and support those experiencing some difficulty. The net impact can be dramatically different from most traditional individual placements. I am not prepared to provide sophisticated chi-square, regression analysis, or control group impact data, but I can speak convincingly as an informed youth service professional who has had a programmatic ear to the ground for the past twenty-five years. I can also speak passionately as the father of five children who have all been very involved in service programs.

My three older sons --twenty, nineteen, and seventeen, have all participated in full-time youth corps. My oldest son, now a sophomore at Boston College, spent a year after high school in City Year in Boston. Most City Year participants are from the Boston area but about fifteen percent are from elsewhere. It is a program which unlike many others puts a premium on diversity. The basic challenge is a straightforward one. Okay, you have completed your junior or senior year, or even your dropout year, now what are you going to do for your "city year." Young people are challenged to dedicate a year of their life in giving back to the city. It is an urban Peace Corps appealing to a broad mix of young people of all racial, ethnic, and socioeconomic backgrounds to come together for the common good. For my oldest Justin, it was the most challenging, demanding, testing, rewarding year of his life. The post service scholarship made it possible to go on to Boston College.

His younger nineteen year old brother followed him to Boston two years later and is currently more than half way through his City Year experience. The two traveled very different paths. Unlike his older brother who endured six rigorous years of junior and senior high school at a small academically demanding independent school, the nineteen year old is a learning disabled dropout who has not yet completed high school. For him, City Year was a chance to escape the lure of the streets of D.C. and make a fresh start. It has been a real challenge. Without the support and encouragement of his team he might have dropped out. He has grown enormously in the past six months. He hopes to complete his GED before the end of the year. There is a magical quality about the program that makes retention unusually high compared to other youth corps. Program dropouts are few and far between. I look forward to Joshua's City Year graduation in June.

The third source of insight to the youth corps experience is my seventeen year old high school senior, Zachary. He was one of the pioneer corpsmembers of the D.C. Service Corps pilot program the summer before last. D.C. Service Corps is now a year around program

that like City Year follows an academic calendar. They no longer have a summer component--a real limitation from my perspective. So this past summer, Zachary spent two and a half months with the Los Angeles Conservation Corps in an expanded summer program funded in part by the supplemental urban aid package. They were mostly all South Central black and brown young people. My son was the only white Anglo corpsmember. For many of the black and brown participants it was the first sustained contact they had ever had with a young white. It was an educational and rewarding summer.

Youth Service America is committed to expanding the opportunities available to young people to participate in service. In supporting President Clinton's stirring call for a rededication to citizenship through service, our board of directors along with the boards of nine other national and local youth organizations with former Governor Richard Celeste of Ohio acting as spokesperson conveyed a statement focusing on the following points to the new administration:

- Enthusiastic support for the significant expansion of the youth service field through the National Service Trust, with the caution that any expansion build upon the broad range of high quality programs that exist today. Large influx of federal monies should not have the unintended effect of weakening national and local organizations that currently stand at the heart of the youth service movement.
- Any new plan should include support for building the infrastructure of national and community-based agencies so they may accommodate the massive influx of volunteers any expanded national service initiative would require.

- Any expanded national service plan must be developed, implemented and run with significant and ongoing input from young people themselves. Young people should not only be doing direct service; they should be involved in decision-making and challenged to be the leaders not tomorrow, but today. Young leaders who represent youth service organizations, more than anyone, understand the critical issues facing youth today. They should be centrally involved in the discussion.
- While the emphasis on national service for high school graduates, college students and out-of-school youth is important, the Clinton initiative must also include support for the efforts of schools and community-based organizations reaching students in elementary and secondary schools to make service an integral part of growing up.
- Youth service has enormous potential for dispelling prejudice and building bridges of understanding. Any expanded national service program should provide a common and meaningful experience for young people of all different races, cultures, and socioeconomic backgrounds. Youth service is an experience that encourages an ongoing respect for diversity and offers the promise of a more tolerant nation.
- A shared belief that service connects all Americans to something greater, that a commitment to helping others can heal our spirits, strengthen our communities, and transform our nation.

These are all points that this subcommittee should reflect on seriously as it contemplates its role in advancing the broader agenda of national service.

How can this subcommittee make it possible for more young people to be involved in high quality, well run youth corps? Let me suggest a few things you might consider.

*First*, take a fresh look at the Youth Conservation Corps legislation, particularly once the legislative framework of the Clinton National Service Initiative becomes clear, to see what changes might be in order to provide a more compelling rationale for an appropriation. The three principles embodied in the attached set of recommendations to the Clinton administration would be a good place to start, namely that programs should be goal driven, build on the existing decentralized network, and be bold and entrepreneurial.

*Second*, in a time of declining resources look for ways to redirect existing funds to support the creation or expansion of programs. For example, in Pennsylvania over the last four years a network of summer youth corps has been created by dedicating an annually increasing amount of Job Training Partnership Act dollars. There are no doubt numerous authorized and funded programs under your jurisdiction that would lend themselves to similar approaches. You may, in fact, want to explore specific set asides in programs that could be used to contract with state or local youth corps to carry out required work. You have a precedent in the reauthorization of the Higher Education bill last session. Changes were made in the use of college work study funds that go into effect in school year 93/94. which mandate that at least 5% of all college work study funds have to be used for community service placements.

*Third*, the Secretaries of Interior and Agriculture are ex-officio members of the Board of the Commission on National and Community Service. In the past administration that meant very little in tangible terms. Why not communicate to Secretary Babbitt and Secretary Espy expressing your keen interest in exploring how departmental resources could be used to support youth corps and urging them to take an active and direct role in the work of the Commission.

Finally, the National and Community Service Act is up for reauthorization. Interest and involvement in its passage in 1990 on the House side was modest at best. Work with us to develop an informed and supportive list of co-sponsors for the reauthorization or for whatever more comprehensive, all encompassing legislative initiative comes forth from the administration. Get out and visit programs in your district. If you don't know about them, we can get you the information. Challenge the young people. Support them. Share your vision with them of a country renewed and listen to their dreams.

We are prepared to work closely with your staff over the next several months on the suggestions we have made. Thank you for the opportunity to appear before you today.

**TO:** President-elect Bill Clinton  
**FROM:** Youth Service America's Working Group  
on Youth Service Policy  
**DATE:** November 13, 1992  
**RE:** A System of National Service and the New Covenant

### EXECUTIVE SUMMARY

Congratulations on your victory; thank you for your call to public service in general and youth service in particular.

We, representatives of America's rapidly growing, grass-roots based youth service movement, look forward with excitement and anticipation to your administration. We stand ready to work closely with you and your Transition Team to build a bold, community-based system of service which incorporates your proposed National Service Trust, service and conservation corps and school, college-based, and graduate school service-learning proposals into a system that asks and enables ALL Americans to serve. We believe that such a system offers an efficient, effective means to build the New Covenant.

**WHAT:** We urge you to build a bold, mission-driven, diverse, locally operated system of service in which the federal government is a partner, catalyst and leverager of local resources and commitment. We should avoid monolithic federal efforts which have foundered or failed to reach their potential in the past.

**WHY:** We believe that youth are a vital and underutilized resource for community building:

- Youth Service is a powerful way of building understanding and teamwork across racial, ethnic, gender and regional lines.
- Youth Service can produce immediate tangible rewards for America's communities while preparing youth for participation in a world-class work force and a revitalized citizenry.
- Youth Service is an underutilized resource for housing rehabilitation, health care, environmental clean-up, care for the elderly and above all for a comprehensive rebirth of America's communities.
- Youth Service is a promising means of restructuring and transforming schools and youth-serving organizations.

**HOW:** We have convened a small task force of practitioners, policy makers and youth. It includes Senator Harris Wofford and Governor Dick Celeste. We stand ready to prepare a proposal that would be ready for enactment and action in the first 100 days. It will build on your proposals and incorporate the best experience and thinking in the field.

## A CLINTON NATIONAL SERVICE SYSTEM

### A crisis for our times:

Every time that America has faced a major crisis-- from the Civil War to the Great Depression to World War II to the Cold War-- the youth of America, organized as the armed forces, the Civilian Conservation Corps, VISTA, or the Peace Corps, have been called to service. We believe that the dissolution of the American community and institutions that have sustained it, from the family to the local school, is such a crisis for our times. We believe that once again the youth of America should be called to service in a form appropriate to the time and circumstances. We suggest that a comprehensive system of youth service for a Clinton-Gore Administration can be the program that defines the era, as the Peace Corps was for the Kennedy-Johnson Administration.

Based on our experience in operating youth service programs we suggest three principles that should guide the development of a national youth service system:

- I. Goal Driven.
- II. Build on existing local, state and federal initiatives.
- III. Comprehensive and bold in scope; entrepreneurial and decentralized in administration.

### I. Goal Driven.

The mission of the national service system should be rebuilding America's communities and restoring its civic spirit. The organizing principle of a Clinton - Gore service initiative should be the problems that it can solve and the energy that it can release. Its administrative structure, scope and governance should flow from its mission. Youth service should serve Clinton-Gore Administration priorities; service is not an end in itself, however much we believe in it.

We suggest four basic goals:

- **Racial Reconciliation:** A national system of youth service provides a means of bringing a dangerously divided America together around common experiences and aspirations.
- **Citizenship:** Youth Service provides a means of educating our young people so that civic participation and life-long community service becomes the common expectation and experience of every American.
- **Community Rebuilding:** Youth Service unleashes talents and energy to meet pressing local needs. It can help rebuild the physical and human infrastructures of neighborhoods and reconnect America's youth to their communities.
- **Youth Opportunities:** Youth have been overlooked and underestimated in the last decade . Youth service provides them a means to earn their way back to prominence. Through youth service youth of all backgrounds -- including the "forgotten half" -- can gain the experience in teamwork, problem-solving and civic engagement that a world class workforce and effective citizenry demand.

Such a system must be open to ALL youth, including the non-college bound, the disabled and the disadvantaged. It must start very early so that the ethic of service is instilled in the earliest grades and the power of youth service captured for the very young.

## II. Build on Existing Local, State and Federal Initiatives.

In an era which finds General Motors, Sears and Roebuck and the Soviet Union in decline or in extinction, while Chaparral Steel, The Gap and Singapore thrive, the principle of diverse, small, locally responsive organizations seems self-evident. Over the past decade assisted by a growing number of national nonprofit youth service organizations, America's grass roots have spawned a vigorous, diverse, entrepreneurial network of youth service programs. The Commission on National and Community Service, organized as a grant-making and standards setting commission, has added federal purpose and resources without a large new federal bureaucracy and without threatening local ownership and investment in operating programs.

The building blocks of such a system include:

- **The National and Community Service Act of 1990:** This landmark legislation funds full-and part-time service programs run by schools, colleges, local and state government, and non-profit organizations.
- **VISTA, Peace Corps:** Since the 1960s, VISTA and the Peace Corps have provided opportunities for service. Approximately 7500 youth serve each year.
- **National Youth Service Infrastructure Organizations:** Through the efforts of groups like Youth Service America, the National Association of Service and Conservation Corps, Campus Compact, the National Youth Leadership Council, the Campus Outreach Opportunity League and others that make up the Working Group on Youth Service Policy, a diverse network of national, state, and local organizations and programs have created a growing and vibrant, decentralized national service network.
- **State and Local Youth Corps:** Taking a cue from the Civilian Conservation Corps of the 1930s local, state, and federally funded youth corps have emerged across the country providing full-time summer and year-round service opportunities to more than 20,000 youth each year.
- **School- and Campus-based Programs:** At the urging of a host of prominent educators, schools and colleges across the country have greatly expanded service-learning programs for students.
- **Youth Organizations:** Community based youth organizations, such as YMCA's, Girl Scouts and 4-H have expanded their service focus in recent years and play a vital role during non-school hours.

### III. Comprehensive and Bold in Scope; Entrepreneurial and Decentralized in Administration.

We believe that a dramatic, comprehensive and challenging initiative launched in the first 100 days is important. The goal of placing 1,000,000 young people in sustainable full-time service by the end of the decade is achievable. The goal of having every young person in America experience the fierce joy of service and rich rewards of being recognized as a contributing member of the community is attainable. As your experience with Boys State led to a lifetime of public service, opportunities for all youth can build a life-long ethic of service.

The impact of a million strong service system could be dramatic. For example:

- 200,000 Youth Service Volunteers could be a major catalyst to assure that every community in America has a system of after-school care and that quality pre-school programs reach every child.
- 100,000 Youth Service Volunteers could bring our rates of vaccination and pre-natal care back of world class standards.
- 100,000 Youth Service Volunteers backed by a revitalized Environmental Protection Agency and linked to state and local environmental and conservation agencies, could vastly increase the monitoring and public education capacity of our environmental efforts.
- 300,000 Youth Service Volunteers, working in state and local corps, could assist in the conservation and restoration of our valuable public lands, in rebuilding the infrastructure of America's inner cities, and improving the daily lives of America's neglected children, elderly, and sick and disabled citizens.
- 300,000 Youth Service Volunteers organized and trained as a Teachers Corps could be a major force in meeting America's declared goal of having the best education system in the world by the year 2000.

We believe that national service programs of the past flourished and vanished (Civilian Conservation Corps and Young Adult Conservation Corps) or never reached their full potential (Peace Corps and VISTA) because they were conceived and operated as federal programs for which local communities never assumed ownership or responsibility. Our experience confirms that local communities will invest in youth service programs if asked and challenged. A locally rooted program avoids the inevitable charges of enhancing federal bureaucracies, mobilizes local corporate and philanthropic investment and builds its own political support from localities with a stake in the program.

In conclusion, we believe that a system of national service can help to make all American communities a place called Hope. We look forward to meeting with your Transition Team in the near future and to working with you to make this happen.

## WORKING GROUP ON YOUTH SERVICE POLICY

- American Jewish Committee
- American Youth Policy Forum
- B'nai B'rith Youth Organization
- Campus Compact
- Campus Outreach Opportunity League
- Child Welfare League of America
- Children's Defense Fund
- City Volunteer Corps
- City Year
- Close Up Foundation
- Community Service Network of New Hampshire
- Constitutional Rights Foundation
- Council of Chief State School Officers
- Council of Great City Schools
- DC Service Corps
- East Bay Conservation Corps
- Generations United
- Georgetown University Volunteer and Public Service Center
- Girl Scouts of the USA
- Magic Me
- Maryland Student Service Alliance
- Massachusetts Youth Service Alliance
- National Association for Public Interest Law
- National Association of Secondary School Principals
- National Association of Service and Conservation Corps
- National Center for Service Learning in Early Adolescence
- National Collaboration for Youth
- National Crime Prevention Council
- National Governors' Association
- National Service Secretariat
- National Society for Experiential Education
- National Women's Law Center
- National Youth Leadership Council
- PennServe
- Pennsylvania Conservation Corps
- People For the American Way
- Public Allies
- Public/Private Ventures
- Thomas Jefferson Forum
- United States Student Association
- United Way of America - Young America Cares!
- U.S. Department of Agriculture Extension 4-H
- YES! Youth Engaged in Service
- YMCA of the USA
- Youth Action
- Youth Service America
- Youth Service America's Youth Action Council
- Youth Volunteer Corps of America
- YouthBuild U.S.A