

A STUDY ON THE FEASIBILITY OF ESTABLISHING A STATE EQUIVALENT OF THE FEDERAL VISTA PROGRAM

JENSEN UCHIDA
Researcher

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Legislative Reference Bureau
State Capitol
Honolulu, Hawaii 96813

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Chapter 1

INTRODUCTION

Senate Concurrent Resolution No. 155, S.D. 1 (Appendix A), was adopted by the Legislature during the Regular Session of 1989. S.C.R. No. 155, S.D. 1, requests the Legislative Reference Bureau to study the feasibility of establishing a pilot program for volunteer youth services similar to the California Conservation Corps or the Volunteers in Service to America (VISTA) program.

Also adopted by the Legislature during the 1989 session was House Concurrent Resolution No. 286, H.D. 1. H.C.R. No. 286, H.D. 1, requests the Department of Labor and Industrial Relations to study the feasibility of establishing a pilot program for volunteer youth services similar to the California Conservation Corps or the VISTA program.

Apart from the differences in the parties they designate to carry out the assignments, the concurrent resolutions, as adopted, are entirely identical. Apparently due to oversights in the House and Senate committee hearings held on the measures, the 1989 Legislature inadvertently requested two state agencies to undertake the same study. To avoid a situation wherein the efforts of each agency would be duplicated unnecessarily, the Department and the Bureau agreed to divide the assignment into two distinct reports. Under this agreement, the Department of Labor and Industrial Relations is examining the feasibility of conducting a pilot project modeled after the California Conservation Corps while the Bureau is determining the feasibility of conducting a pilot project patterned after the VISTA program. Accordingly, this report should be reviewed in conjunction with the report issued by the Department pursuant to H.C.R. No. 286, H.D. 1.

S.C.R. No. 155, S.D. 1, notes that the potential of Hawaii's youth to contribute to the solution of important issues is generally underestimated. The concurrent resolution points out that programs such as the California Conservation Corps and the federal VISTA and Peace Corps programs have demonstrated the ability of young men and women to focus their drive and determination in a positive manner. Involvement in these programs provides the participant with basic skills and an understanding of the value of a day's work. The concurrent resolution further notes that the VISTA program, in particular, is a program that is mutually beneficial to both the volunteer and the community.

Interpreted literally, the functional responsibilities of a state VISTA project would include the recruitment, training, placement, coordination, and payment of compensation to young adult volunteers involved in anti-poverty programs in Hawaii. The program would require a voluntary full-time commitment on the part of the volunteer for a period of one year. Volunteers would be allowed to renew their commitments for up to a maximum of five years.

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Volunteers would be required to live in the areas they serve, and would be paid a minimum living allowance to cover basic expenses. A stipend would be paid to the volunteer upon the volunteer's completion of the program. State and county agencies and private non-profit programs interested in sponsoring volunteers would be permitted to request the assistance of the project in locating and training young adult volunteers. For purposes of consistency with the most common use of the term, "young adult" means individuals between 18 to 24 years of age.

Among the major topics reviewed in this report is the campaign currently underway in Congress to reaffirm the federal government's commitment toward programs promoting voluntarism and national service. Federal legislation reauthorizing the federal ACTION program has already been approved. Other bills relating to the establishment of new programs at the federal, state, and local level are currently pending before Congress.

The urgency behind the effort by Congress to address the issue of duty to the country is indicative of the belief held by some of the nation's top lawmakers that the very foundation of the American community is in the process of disintegration. The growing self-centeredness of American society and, in particular, its youth, has led many lawmakers and social scientists to believe that the only alternative available to reverse the direction of this trend is to hinge certain privileges of society upon the service an individual gives back to the community. Youth volunteer programs, most of which focus on conservation or environmental problems, have been developed in many jurisdictions throughout the country to address the problems of this age group in making the transition from youth to adulthood.

While it is too early to predict the outcome of the proposals pending before Congress, several measures--some of which are aimed directly at assisting programs identical to those that have been suggested in the concurrent resolution--if successful, will undoubtedly have an effect on the overall "feasibility" of establishing such programs in Hawaii.

This report has been divided into six chapters. Chapter 2 provides a brief analysis of voluntarism in the United States and looks at the opinions of the nation's youth toward voluntarism as it applies to their generation. Chapter 3 reviews the federal VISTA program and the federal government's present effort to revitalize VISTA and establish a national youth service program. Chapter 4 examines the State's law and program structure for the administration of volunteers and voluntary programs with special emphasis on those programs that deal with the problem of poverty in the State. Chapter 5 reviews the proposal currently under consideration in the State of Iowa to establish a "Volunteers in Service to Iowa" or VISTI program within that state and some of the proposals being developed in Hawaii that may be presented to the Legislature during the 1990 session. In conclusion, Chapter 6 presents the findings and recommendations of the report.

Chapter 2

VOLUNTARISM AND NATIONAL SERVICE

Youth accurately reflect one of the larger values of American society: making money is more important than spending one's discretionary time in service to others. (The Constitutional Rights Foundation)

The tradition of civic duty involves many streams of service--both civilian and military--and government has traditionally been a devoted supporter of these institutions and their causes. During the last decade, however, federal assistance earmarked toward volunteer organizations declined dramatically. In 1981, funding for the VISTA program was cut in half; and the Young Adult Conservation Corps was eliminated.¹

The new outlook toward programs promoting the involvement of the voluntary sector on the part of the Bush Administration has resulted in a flurry of proposals by Congress to climb aboard the bandwagon to develop some variation of a national service program. The Bush plan to establish a "Points of Light Foundation" to administer the "YES (Youth Engaged in Service) to America" program has resulted in the development of nearly 25 proposals by key members of Congress to promote new ideas on their own behalf.

Testimony presented before Congress on behalf of the President's plan to establish a national services foundation expressed an urgency to "tap and channel the energy and enthusiasm of America's young people" in response to what it perceives as the "disintegration" of society.² In defense of S. 3 (a bill to establish a citizens corps to administer a program of voluntary national service) Senator Sam Nunn testified before the Senate that:³

The citizens corps is based on a very simple but profound principle: that those who take from the common good should give something back. It rests on the premise that citizenship in a free society entails rights as well as responsibilities, and that a careful balance must be maintained between them if America's experiment in self government is to endure.

The rhetoric of the federal government's top political leaders is indicative of the widespread concern over the "growing self-centeredness of America's youth" and their understanding of the commitment they bear toward the communities they live in. In an article entitled; "The Power of Community Service", the Constitutional Rights Foundation noted that

"Young people have never been more self-centered, more concerned with money, power, and status and less concerned about helping others. Youth have never been more violent, out of control and beyond the influence of their parents and the community."⁴

The purpose of this chapter is to discuss the issue of youth and their attitudes toward voluntarism.

The Perspectives of Young Adults Toward Voluntarism and National Service

By their own admission, young Americans today are less involved in the world around them than previous generations were, according to a recent survey published by the "People for the American Way".⁵ According to the survey, when asked to rate the goals most important to them in life, a good job, family success, and having a good time ranked well, while involvement in making the community a better place to live ranked last.⁶ While the issue of assisting the community fared poorly in the context of their personal goals, many young people expressed concern for the poor and homeless in the community. But by more than a three to one margin, those questioned rejected the notion of a national law requiring all young people to spend one year in either a community service program or the military by the time they reached the age of 21.⁷ According to a time-series study performed by the Gallup Organization beginning in 1981 and ending in 1985, voluntarism among individuals 18 to 24 years of age fell from 54 percent to 43 percent.⁸

Lawmakers as well as experts in the field of social science have debated and deliberated on the reasons and causes of this phenomenon. A recent report published by the W.T. Grant Foundation suggested that, traditionally in the past, "young people were initiated into lifelong commitments to others and the community through family, church, and school"--influences that have diminished in recent years. As a result, young people feel isolated from society, a condition that helps to account for high levels of drug and alcohol abuse, teen-age pregnancy, and suicide.⁹

A study by the Carnegie Foundation for the Advancement of Teaching reached a similar conclusion. The study noted that:¹⁰

Time and again, students complained that they felt isolated, unconnected to the larger world. We were struck during our study that students can go through twelve years of formal education without becoming socially engaged, without spending time with older people who may be lonely, helping a child who has not learned to read, cleaning up the litter on the street, or even rendering some useful service to the school itself. And this

detachment is occurring at the very time students are deciding who they are and where they fit.

Evidence supporting this view was presented by the American Council on Education. A survey conducted by the Council indicated that while 83 percent of a sampling of incoming college freshmen in 1967 felt that "developing a meaningful philosophy in life" was important, only 39 percent of their counterparts in 1987 indicated that they held the same philosophy.¹¹ The study further indicates that the goal of being "well off financially" rose from 29 percent in 1970 to 76 percent in 1987.¹²

Theories on the causes, studies on the cures, and surveys on the status of the youth condition in America abound in literature and journals focused on the problems of youth in contemporary society. Although extremely controversial, several researchers involved with the problems of youth as well as several key members of Congress have begun to explore the possibility of establishing mandatory requirements for service to the country as a possible solution to the problem of youth alienation. Several bills before Congress, although they have been defeated, proposed to hinge certain benefits of government on the service an individual performs for the country. Among the most frequently quoted theoreticians on the topic of national service is author Charles C. Moskos. In his book entitled: *A Call to Civic Service, National Service for Country and Community*, Moskos argues that:¹³

Citizenship is a matter of rights--and obligations. The advent of the all volunteer army during a period in which Americans were focusing on ensuring individual rights and entitlements while neglecting the teaching of civic responsibility resulted in a loss of a sense of civic obligation. National service, the term used to describe short-term participation in public service jobs by young citizens for little pay, offers a way to instill a sense of civic responsibility in today's youth.

The issue of mandatory service versus voluntary service sparked vigorous debate in Congress (see Chapter 4). While researchers agree that a problem exists, many researchers in the field suggest that the source of the problem is the changing values of society itself. Some suggest that it is plausible that the attitudes of youth are merely a reflection of the dominant values of the larger society today.¹⁴ The Constitutional Rights Foundation notes that "more than any other time in the last 20 years, youth hold values quite similar to adults on achievement and success."¹⁵ The Foundation continues that, "In fact, in the late 1960s, when young people did not hold those values, many adults pressured young people to abandon anti-materialistic and politically-progressive beliefs."¹⁶ The Foundation claims that blaming young people for not being more altruistic than their adult models is unfair and is equivalent to blaming the victim.¹⁷

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ENDNOTES

1. U.S., Congress, Senate Committee on Labor and Human Resources, Report Together with Additional and Minority Views to Accompany S. 1430, 101st Cong., 1st Sess., 1989, Report 101-176, p. 33.
2. Ibid.
3. U.S., Congressional Record, 101st Cong. 1st Sess., January 25, 1989, vol. 135, no. 6-Part II.
4. Constitutional Rights Foundation, "The Power of Community Service", School Youth Service Network, Vol. 1, Issue 2, Spring 1989, p. 1 (hereinafter referred to as Constitutional Rights Foundation).
5. The Honolulu Advertiser, November 24, 1989, p. D-5
6. Ibid.
7. Ibid.
8. Constitutional Rights Foundation, p. 1.
9. U.S., Congress, Senate Committee on Labor and Human Resources, Report Together with Additional and Minority Views to Accompany S. 1430, 101st Cong., 1st Sess., 1989, Report 101-176, p. 33.
10. Ibid., p. 34.
11. Constitutional Rights Foundation, p. 1.
12. Ibid.
13. Charles C. Moskos, A Call to Civic Service, National Service for Country and Community, (The Twentieth Century Fund, 1988), p. ix (hereinafter referred to as Moskos).
14. Constitutional Rights Foundation, p. 1.
15. Ibid.
16. Ibid.
17. Ibid.

Chapter 3

STATE VOLUNTEER PROGRAMS

The overall theme of the Hawaii State Plan encourages the development of a "sense of social responsibility, of caring for others and for the well-being of the community and of participating in social and political life."¹ Indeed, voluntarism is strongly encouraged at all levels of government and in the private sector as well. During fiscal year 1987-1988, it is estimated that volunteers expended a total of 1,346,552 hours in assistance to state agencies alone.² Volunteers are utilized to assist the State in virtually every area of its responsibilities. Together with other existing opportunities at other levels of government and the private non-profit sector, the opportunities in Hawaii available to those who wish to volunteer are numerous.

This chapter reviews the State's law regarding the use of volunteers. In addition, the functions and the duties of the State's principal agency in charge of coordinating volunteer activities will be discussed.

The State's Policy Concerning the Utilization of Volunteers

Study and research on the State's law regarding the utilization of volunteers began in 1976 with the involvement of the volunteer coordinators of the Department of Social Services and Housing, the Judiciary, the Waimano Training School and Hospital, and the Hawaii State Hospital System.³ Act 10, Session Laws of Hawaii 1978, codified as chapter 90, Hawaii Revised Statutes, established the State's policy on the use of volunteers by state agencies. The Legislature observed in 1978, that there was a growing movement among state agencies to utilize the services of volunteers to supplement, strengthen, and support their ability to accomplish their missions.⁴ The Legislature noted that "vast numbers" of volunteers participated in programs under the Departments of Health, Social Services and Housing, Education, and the Judiciary.⁵ The Legislature found that volunteers played a vital role in assisting and augmenting the services of the State.⁶

The preamble to the Act declares that the use of volunteers by state government should be encouraged based on the following premises:⁷

- (1) That every citizen regardless of his present economic condition, race, color, ancestry, political affiliation, religious affiliation, sex, age, physical or mental handicap, or marital status has the right to volunteer;

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- (2) That volunteers supplement but do not compete with nor supplant paid jobs;
- (3) That volunteers provide an extra source of caring that cannot be evaluated in monetary or material terms;
- (4) That volunteering provides citizens with an opportunity to be responsive to and supportive of state government.

The State's law relating to the use of volunteers authorizes any agency of the State to recruit, train, and accept the services of volunteers.⁸ The law further authorizes state agencies to reimburse volunteers for expenses as provided in section 90-4, Hawaii Revised Statutes. Some of the benefits receivable by volunteers of the State include: meals, temporary lodging, transportation reimbursement, parking reimbursement, mileage reimbursement, training reimbursement, personal liability insurance coverage, reimbursement for reasonable expenses, and recognition awards for service.⁹ The law also authorizes state agencies to designate or establish a position to coordinate and administer the volunteer activities of the agency.¹⁰ The law further provides that agencies wishing to utilize the help of volunteers may do so to extend their services provided that volunteers shall not be used to displace paid employees.¹¹

Section 90-3, Hawaii Revised Statutes, outlines the rights and responsibilities of volunteers involved in state programs. Volunteers of the State may expect to receive proper training, orientation, supervision, and recognition, and a job that is worthwhile and challenging. The law also requires that volunteers attempt to fulfill their commitment to the agency and follow the policies established by the agency.¹² Agencies utilizing volunteers are required to report the total number of volunteers utilized and their hours of service in their annual reports to the Governor or the Legislature.¹³

Statewide Volunteer Services

Central coordination of information relating to volunteers is performed by Statewide Volunteer Services (SVS). SVS was established in May 1976 to advocate and coordinate voluntarism in Hawaii.¹⁴ Initial funding of the program was provided through a three year grant from the ACTION program. Subsequent funding was also received from the Progressive Neighborhoods Program.¹⁵ SVS is currently a program within the Office of the Governor.

SVS serves as a central agency responsible for the coordination of volunteer programs in the public as well as the private sector. The program also serves as the liaison with national programs and agencies.

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The responsibilities of SVS include serving as a clearinghouse to disseminate information, publishing a statewide newsletter, initiating research on volunteer issues, and conducting an annual assessment on the use of volunteers by state agencies.¹⁶ SVS also offers assistance on the management of volunteer programs and co-sponsors training sessions for volunteer program directors.¹⁷

SVS also coordinates the "First Lady's Outstanding Volunteer Awards Program", to honor the efforts of outstanding volunteers. Awards are presented to recipients in the following categories: youth, adult, senior, innovative project, organization and business. As of February 1989, over 2,000 awards had been presented by SVS to outstanding volunteers in the community.

Appendix B presents the results of the SVS annual assessment on the use of volunteers by state agencies. Data are provided for fiscal years 1980-1981 through 1988-1987. The data provide the number of volunteers utilized by the agency during the fiscal year, the hours of work expended by the volunteers, and the monetary contributions collected by agencies.

Appendix C, also compiled by SVS, is the State's directory of volunteer programs. The directory exhibits the wide range of opportunities available to individuals who wish to volunteer, and identifies the programs that were established to facilitate voluntarism in state government.

ENDNOTES

1. Hawaii Rev. Stat. sec. 226-3.
2. Annual Assessment Results on the Use of Volunteers in the State, Fiscal Year 1987-1988. Statewide Volunteer Services, Office of the Governor, State of Hawaii.
3. Hawaii, Statewide Volunteer Services, Office of the Governor, Hawaii Revised Statutes, Chapter 90. State Policy Concerning the Utilization of Volunteer Services, September 1984, p. 1.
4. 1978 Haw. Sess. Laws, Act 10.
5. Ibid.
6. Ibid.
7. Ibid.
8. Hawaii Rev. Stat., sec. 90-2(a).
9. Hawaii Rev. Stat., sec. 90-4.

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10. Hawaii Rev. Stat., sec. 90-2(e).
11. Hawaii Rev. Stat., sec. 90-3(e).
12. Hawaii Rev. Stat., sec. 90-3(c).
13. Hawaii Rev. Stat., sec. 90-5
14. "Fact Sheet" (Statewide Volunteer Services, Office of the Governor, State of Hawaii, February 17, 1989).
15. Ibid.
16. Ibid.
17. Ibid.

Chapter 4

THE STATUS OF FEDERAL SUPPORT TOWARD VOLUNTARISM

Despite the outward appearance that the idea of establishing a national service program may be a new item on the federal agenda, the current wave of enthusiasm on the part of Congress could be viewed as a new campaign to support an old idea. The idea of civic duty is as old as the nation, and examples of successful federal programs in support of this notion are numerous. The Civilian Conservation Corps of the 1930s is one example of a massive federal undertaking that successfully mobilized the efforts of the citizenry to address the social and economic problems of the country during that troubled period.

Perhaps the most ambitious federal campaign to call upon the people of the country began in 1961, when President Kennedy issued his call to action: "Ask not what your country can do for you--ask what you can do for your country". Thus began the development of numerous innovative programs including the Peace Corps, the Volunteers in Service to America (VISTA) program, the National Health Service Corps, and a handful of other programs now situated under the umbrella of the federal ACTION program.

Voluntarism is once again on the federal agenda, and it seems that for the first time in nearly a decade, some form of federal support for new or existing federal, state, and local volunteer programs may be on the horizon. While it may be unwise to speculate on the type or the amount of federal support that may be in the offing for the states, an analysis of some of the measures currently under consideration by Congress may provide an insight into the direction Congress may be headed toward in the development of its final package. It is apparent that any serious action on the part of Congress to support volunteer programs at the national, state, and local levels will more than likely elevate the feasibility of establishing or expanding such programs at the state and local levels of government.

The purpose of this chapter is to review the status of federal support toward programs and proposals aimed at promoting voluntarism. In keeping with the focus of this study, special emphasis will be placed on reviewing those programs and proposals that focus on the use of volunteers to combat the problem of poverty. The VISTA program is reviewed in this chapter because it is the program identified in the concurrent resolution as a possible model for the pilot project.

A brief review will also be presented of H.R. 1312, the Domestic Volunteer Service Act Amendments of 1989. H.R. 1312 was passed by Congress on November 20, 1989, as Public Law 101-204. H.R. 1312 represents a milestone for the VISTA program in the 1980s. In

addition to appropriating nearly \$144 million to the VISTA program over the next three years, the bill allows for the expansion and continuation of several other programs under ACTION.

Also in this chapter is a review of S. 1430, a bill relating to "national service" that is reputed to be the most promising candidate for passage by Congress in 1990. This bill is significant to this report in that it proposes, among many other things, to offer assistance to states in the development of youth conservation corps programs at the state level.

Volunteers in Service to America (VISTA)

In the aftermath of the highly successful Peace Corps the establishment of a domestic equivalent seemed to follow the natural order of the social reform movement of the 1960s. President John Kennedy convened a study group headed by United States Attorney General Robert Kennedy to explore the idea of a domestic civilian service program.¹ It was not until 1964, however, that President Lyndon Johnson established the Volunteers in Service to America or VISTA program as part of the "Great Society" program.² Initially placed within the federal Office of Economic Opportunity, VISTA's objective was to combat the problem of poverty in the United States.³ The function of the program was to enlist the aid of those individuals who were concerned enough about the issues of domestic poverty, malnutrition, inadequate housing, poor education, and limited opportunities to make a personal commitment toward the elimination of these problems. The primary strategy of VISTA was to place these individuals within existing community and neighborhood organizations established to fight the problem of poverty.

According to the Domestic Volunteer Service Act of 1973,⁴ the mission of VISTA is to:

...strengthen and supplement efforts to eliminate poverty and poverty-related human, social, and environmental problems in the United States by encouraging and enabling persons from all walks of life and age groups, including elderly and retired Americans to perform meaningful and constructive volunteer service in agencies, institutions, and situations where the application of human talent and dedication may assist in the solution of poverty and poverty-related problems and secure and exploit opportunities of self-advancement by persons afflicted with such problems.

VISTA volunteers are assigned to local sponsoring agencies, which may be state or local public agencies or private, non-profit organizations in the 50 states, the District of Columbia, Puerto Rico or the Virgin Islands.⁵ The volunteer becomes a part of the organization that requested the individual's assistance. The volunteer's efforts, directed by the sponsoring organization, are aimed at solving problems identified in the community.

VISTA volunteers generally fall under two categories: (1) locally recruited volunteers; and (2) volunteers recruited from the "national pool". The national pool volunteer is a volunteer recruited and trained federally, and assigned to a VISTA project consistent with the individual's interests and skills. Locally recruited volunteers are trained in the community and are important members of VISTA projects in that the individual's knowledge of the community provides valuable skills. These volunteers are usually (but not necessarily) experienced in some local volunteer activities.⁶

VISTA requires all volunteers to be 18 years of age or older. The VISTA program requires participants to voluntarily commit themselves to a year-long, full-time program.⁷ Volunteers are permitted to renew their commitments up to a maximum of five years. Volunteers are paid a monthly subsistence allowance commensurate with the cost of living in the low-income community in which they are located. The allowance is intended to cover the cost of food, housing and incidentals. Upon completion of their assignments, volunteers receive a stipend of \$75 for each month of service in the program. The VISTA commitment is a 24-hour commitment; volunteers are prohibited from taking on other jobs or attending school. Because VISTA allowances do not reduce the social security or welfare benefits volunteers may be receiving at the time, the VISTA program is particularly popular with individuals receiving such benefits.

The volunteer's role in the process is to mobilize the resources of the community to increase its capacity to solve its own problems. Local self-reliance is a crucial concept promoted by VISTA volunteers in that the ultimate objective of the program is to eventually phase out external assistance to permit communities to address their problems independently.

The early VISTA program was patterned after the Peace Corps. Like their Peace Corps counterparts, the typical VISTA volunteer came from an affluent background and was a recent graduate of a liberal arts college.⁸ In 1969, however, Congress amended the law to facilitate the recruitment of low-income individuals to work in their home communities.⁹ By the late 1970s, VISTA experienced a significant change in the social composition and age of its members. During this period, low-income volunteers accounted for two-thirds of VISTA's membership.¹⁰ In addition to this, the average age of members began to rise. The proportion of those volunteers 26 years of age or older--negligible in the 1960s--constituted more than half of the program's enrollment in the late 1970s.¹¹

Originally situated in the Office of Economic Opportunity, VISTA became a part of the new federal ACTION program in 1971.¹² Developed as the new center for federal volunteer programs, resources, and initiatives, ACTION has evolved into an agency of many programs and departments. Other programs and offices under ACTION include: the Foster Grandparent Program, the Retired Senior Volunteer Program, the Senior Companion

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Program, the National Center for Service-Learning, the Peace Corps, the Urban Crime Prevention Program, the Fixed Income Consumer Counseling Program, and the Office of Voluntary Citizen Participation.

During the Administration of President Jimmy Carter, the VISTA program underwent several controversial transformations. Under the leadership of Sam Brown, Director of the ACTION program, VISTA became charged with "empowering the poor".¹³ VISTA volunteers began organizing tenant strikes and advocating welfare rights.¹⁴ In large urban areas, where concentrations of the poor are frequently found, the adage "power in numbers" became the slogan of the volunteers.¹⁵ Often VISTA volunteers successfully organized communities against the local power structure. Specific targets were chosen such as schools, housing, unemployment, and basic city services.¹⁶ Volunteers found that confrontation and public demonstrations brought the quickest responses. Challenges to unfair credit practices, rent strikes, boycotts and voter registration drives soon followed.¹⁷ The VISTA program of the Brown era found many of its objectives in an adversarial relationship with the views of local establishments. While some viewed the actions of VISTA as promoting democratic participation among the poor, others characterized these actions as promoting radicalism.¹⁸

During the first term of the Reagan administration, the membership of VISTA was cut in half. Under the leadership of James Burnley who stated that he was "working hard to be the last director of VISTA", the administration set out to do away with what it viewed as a leftist bastion.¹⁹ However, a strong grass-roots campaign by an organization called the Friends of VISTA, succeeded in keeping the program alive. Although the program that remains is said to be barely recognizable in relation to its former self, a new commitment on the part of the Bush administration may lead to the restoration of the program.

Since the inception of the program, 100,000 citizens have served as VISTA workers on community projects aimed at eliminating poverty. Without the support the program had received prior to the 1980s, however, membership in the program has dropped off considerably. The membership of the program consists almost entirely of low-income volunteers, and fewer than one member in five is below the age of 26.²⁰

In Hawaii, VISTA volunteers are recruited, trained, and coordinated through the locally-based federal ACTION program which falls under Region IX of the national program. Although the number of volunteers serving in Hawaii's VISTA program may vary from time to time, the average number of volunteers participating in the program at any given time may range from 30 to 35 volunteers. According to the ACTION program, the typical VISTA volunteer in Hawaii can be characterized as a single mother of two to three children without a college education receiving welfare assistance from the State. As noted earlier, VISTA benefits do not preclude the receipt of welfare assistance--a factor that makes the program popular with single mothers seeking to supplement the income they receive through public assistance. VISTA assignments often provide these individuals with the opportunity to learn a

skill, acquire a permanent position in the organization in which they may be assigned, or return to school to receive a diploma or a college degree.

As noted earlier, living allowances paid to volunteers are based on the amount estimated to be necessary to meet the expenses of living in an area. The allotment paid to VISTA volunteers in Hawaii is thought to be among the highest in the nation. Volunteers receive an allowance of \$246.92 twice a month, and a stipend equivalent to \$75 per month of service (\$900.00 per year), upon completion of their one year terms.

The Status of Federal Support for National Service

Although programs facilitating or encouraging voluntarism on the part of the nation's citizenry have consistently garnered the support of Congress, the intensity with which these programs are currently being promoted seems quite unprecedented. The idea of service to the nation has long endured as a means by which the country may be able to meet its social, environmental, economic and military needs. Since 1973, over 60 bills proposing some kind of national service program have been reviewed by Congress. Past bills have proposed a wide range of approaches and strategies which vary significantly in size and scope, with different eligibility requirements, conditions of service, types of assignments, and post-service benefits.²¹

Sparked by the President's commitment to rekindle the government's support of programs promoting voluntarism and patriotism, Congress is currently reviewing some of the most ambitious proposals to address this issue in many years. For the first time in nearly a decade, it appears that major legislation aimed at supporting or promoting voluntarism has been enacted. Other bills before Congress relating to national service are also reputed to be on a "fast track" to passage.

On August 18, 1988, George Bush accepted the Republican nomination for the office of president. In his speech before the Republican National Convention, Vice President Bush established his agenda for the upcoming presidential campaign. In concluding his speech the Vice President promised that "I will keep America moving forward, always forward, for a better America, for an endless enduring dream and a thousand points of light."²² Although the meaning of his statement was not immediately discernible, the Vice President quickly explained the significance of his reference when queried on the matter. In short, he explained that the "thousand points of light" represented his vision of America's volunteers, and his intent in discussing the issue was to affirm his commitment toward the cause of promoting voluntarism in the United States. Voluntarism became a major theme of the Vice President's presidential campaign.

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After months of internal debate and White House consultation with external groups, President Bush unveiled, on June 22, 1989, his proposal to establish a \$25 million-a-year program to spawn a new generation of volunteers.²³ The four-year program involved the development of a government chartered foundation called "The Points of Light Initiative Foundation" to encourage all citizens--especially youth--to serve their country and their communities for free. The foundation, with a paid staff of about 50 employees, would be run by a volunteer board of directors with President Bush serving as honorary chairperson. The purpose of the program would be to promote voluntarism throughout the country by encouraging corporations and other organizations to donate their employees' time to offer service or provide technical assistance to programs dealing with the disadvantaged. The program would set up a national hot line for information on volunteer organizations and would issue awards to recognize the work of outstanding volunteers.

Inasmuch as the issue of voluntarism was a major theme of the president's campaign, Congress viewed the Bush plan as being rather modest. Critics of the plan saw little direction and purpose in the administration's agenda, and felt that the proposal amounted to nothing more than a program to present recognition awards. Democrats within Congress dismissed the Bush plan as mere rhetoric.²⁴ With the position of the President on record, however, Congress launched its own initiative by introducing a flurry of legislation seeking to support various existing social programs or to propose new programs aimed at encouraging people to serve. Exhibit 4-1 is a summary of some of the national service bills currently pending before Congress. It is estimated that as many as 22 proposals dealing with national service have been placed on the congressional agenda for consideration. Action on these measures, must resume with the convening of Congress in early 1990.

Amid the flurry of bills introduced in 1989 were several measures that drew particular attention to the concept of national service. One proposal in particular, H.R. 660 and S. 3, companion measures offered by Representative Dave McCurdy and Senator Sam Nunn, touched off considerable debate.²⁵ The focus of the debate centered on an aspect of the Nunn-McCurdy proposal that caused many lawmakers to become rather leery of supporting the general approach of the bills. The Nunn-McCurdy plan sought to instill in the nation's youth, a sense of duty to serve their country in a manner they readily conceded was a radical approach: making military or civilian "national service" a prerequisite for receiving federal student aid.²⁶

Under the Nunn-McCurdy bill, volunteers would serve one to two years in a citizen corps doing community service for \$100 a week, or two years' active duty in the military for two-thirds of the regular pay, plus six years in the reserves. In return, civilian volunteers would get \$10,000 for each year served and two-year military volunteers would receive \$24,000. The money, in the form of vouchers, could be used toward training, payment for education, or a down payment on a home.²⁷

EXHIBIT 4-1

Proposals for National or Community Service

	Kennedy (S 650)	Mikulski/ Bonior (S 408, HR 1000)	Nunn/McCurdy (S 3, HR 660)	Dodd/Panetta (S 322, HR 717)	Pell (S 576)	Moynihan (S 232)	Graham (S 382)	Bumpers (S 539, S 540, S 541)
SUMMARY	Student community service	National Guard model	Education benefits tied to service	American Conservation Corps and Youth Service Corps	National service demonstration program	American Conservation Corps	Business & citizen volunteers in schools	Student-loan forgiveness/cancellation for service
FIRST-YEAR COST & MATCH	\$100 million: 80% 1st year, 70% 2nd year, 60% 3rd year, 50% 4th & after	\$250 million; state pays administrative costs	Not available; 25% match on some costs	\$152.4 million; 50%	\$30 million plus \$5 million for Peace Corps demo.; no match	\$75 million; 50%	\$5 million; no match	Not available
TARGET POPULATION/SELECTIVITY	Elementary, secondary, and college students; out-of-school youth	Selection based on fitness for duty; availability of position; date of application	Age 17 or over; high school graduates; senior citizens; admission by application	Age 16-25 (full-year); 15-21 (summer); high school graduates or drop-outs; special efforts to enroll disadvantaged	Age 16-25 high school graduates (2 years at higher ed inst. for Peace Corps); admission for Peace Corps demo.; competitive; effort to enroll underserved groups	Unemployed, Age 16-25 (full-year), 15-21 (summer); special efforts to enroll the disadvantaged; individuals with special skills	Older Americans, business, higher education students; older Americans receive priority	College graduates with loans
TYPE OF SERVICE	Community service such as tutoring, assisting the elderly, anti-drug-abuse efforts, work in day-care centers, homeless shelters, food banks	Placed by state in: non-profit agencies, youth programs, programs for elderly, public safety work (volunteer firefighters, emergency medical services), conservation, poverty programs	Educational, human, and conservation service, public safety work, or existing programs (Peace Corps, VISTA) (civ.); military service	ACC: improvement of public lands; Youth Corps: placement with gov. agencies, hospitals, schools, nursing homes, law-enforcement agencies, and non-profit service orgs.	Determined by state higher ed agency; health care, child care, literacy, welfare, social services, transportation, housing, public safety, recreation, rural development, etc.; Peace Corps	Improvement of public lands	Volunteers in schools; priority for transfer of high-tech skills, anti-drug and alcohol abuse, dropout prevention, nutrition, health education	Peace Corps, VISTA, or service with any tax-exempt, non-profit organization
LENGTH OF SERVICE	Sustained commitment part-time	3-6 years part-time, 2 week-ends + 2 weeks, or 9 hours week average	1-2 years full-time (civ.) or 2 years active duty + 6 years reserve or 8 years reserve (mil.); unspecified for senior citizens	2 years full time	2 years full time	2 years full time	Unspecified, part time	1 year full time
INCENTIVE	Optional; academic credit	\$3,000/year for education or down payment on home	\$10,000/year (civ.); \$12,000/year (mil.); for education or down payment on home	In-service job training/ education benefits up to 110% of minimum wage	\$600/month (Educ. costs for Peace Corps demo.)	95% of pay rate for grade E-1 members of armed forces minus room and board	Unspecified	Cancellation of student-loan debts
TRAINING	Required for students and supervisors	6 weeks required	Not specified	Training required to enhance skills	Training only in Peace Corps demo.	Required to enhance skills	Optional for managers	N.A.

SOURCE: Senate Labor and Human Resources Committee

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Critics of the bill claimed that the measure challenged the very premise of the nation's student-aid system, in which government endeavors to give all high school graduates--regardless of income--an equal opportunity to attend college.²⁸ A wide array of grants and loans are available to students in this regard, with no strings attached.

Education leaders in Congress denounced the bill as being blatantly discriminatory.²⁹ In a column printed in the Chronicle of Higher Education, Representative William Ford stated that the Nunn-McCurdy plan "holds educational aspirations of the poor hostage to public service, while excusing the affluent".³⁰ The chairman of the Senate Labor Committee's education subcommittee called the idea of making poor students work for educational assistance "cruel".³¹ The chairman of the House Education Committee said "I think its dead".³²

Although S. 3 promoted vigorous debate in the Senate, strong consensus existed among the democratic members of Congress to advance some sort of legislation aimed at establishing a national service program. Opponents of the Nunn-McCurdy proposal were quick to offer their own proposals to encourage, but not require, voluntary national or community service, and Nunn and McCurdy were apparently amenable to suggestions and compromise.³³ On July 27, 1989, Senate Majority Leader George Mitchell and Senators Nunn and Kennedy announced the development of S. 1430. A massive, multi-purpose, omnibus bill, S. 1430 was the product of the merger of more than six bills.

S. 1430, The National and Community Service Act of 1989

S. 1430 (Appendix D), offered by Senators Kennedy, Mitchell, Nunn, Pell, Mikulski, Dodd, Robb, Graham, Simon, Matsunaga, and Bumpers is a lengthy multi-purpose measure developed to enhance, establish, and provide assistance to various national and community service programs. In its preamble, S. 1430 declares that "service to the community and the nation is a responsibility of all Americans, regardless of the economic level or age of such citizens", and that involvement in such service at an early age will enable the country's youth to "better understand the responsibilities of citizenship and continue to serve the community into adulthood". The bill finds that conservation corps and human service corps such as VISTA provide "important benefits to participants and to the community" in a "cost effective" manner. The bill further finds that the youth of the United States offer a "powerful and largely untapped resource for community service". The bill recognizes the impediments standing in the way of young adults (cost of higher education, loan indebtedness, cost of housing, etc.) with regard to volunteering their time toward community service programs. The preamble concludes with the finding that "a range of full-time and part-time national and community service opportunities should be made available to all citizens, particularly youth and older Americans".

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The stated objective of S. 1430 is to renew the ethic of civic responsibility in the people of the country by calling on all citizens to engage in full-time or part-time service to the nation. To accomplish this, the bill attempts to remove some of the barriers that have been created by the costs of education, loan indebtedness, and housing. The goal of the bill is to "generate 1,000,000,000 additional volunteer service hours" to help meet human, educational, environmental, and public safety needs, particularly those needs relating to poverty.

S. 1430 is subdivided into six titles as follows:

Title I	School Based Community Service
Title II	Youth Service Corps
Title III	National Service Demonstration Program
Title IV	Corporation for National Service
Title V	Expansion of VISTA
Title VI	National Older Americans Volunteer Programs

As originally drafted, S. 1430 proposed to authorize \$100 million in federal grants to school-based volunteer programs. Citizens would be encouraged to work for free in elementary and secondary schools; students would be encouraged to do likewise in the community. Colleges would be urged to use work-study money for community service projects. Federally-backed and subsidized student loans would be forgiven for students who perform a certain amount of full-time community service.³⁴

The bill also appropriates \$100 million for the establishment of a new youth service corps. States would be allowed to request grants from a new national service board to offer youths aged 16 to 25 poverty-wage stipends (less than \$7,000 per year) and up to \$100 a week (\$5,200 a year) in post-service student aid for full-time community service or "conservation corps" type work.³⁵

The bill further authorizes \$100 million for a demonstration project that would give states grants to establish full-time and part-time civilian service programs for anyone 17 years of age or older. Full-time workers would receive poverty-wage stipends. After serving for a period of two years, full-time volunteers would receive \$8,500 for each year of their service to finance their education or a first purchase of a home.³⁶

The bill also calls for the expansion of the ACTION program which includes the VISTA program. Funding for the VISTA program is increased to restore the program to its peak level of the past. The Older American Volunteer Programs are expanded to involve senior citizens in the struggle against AIDS, teen-age pregnancy, drug and alcohol abuse, and other national problems. The bill increases the incentive for higher education institutions to use work study funds for community service placement, and allows VISTA, the Peace Corps, and other full-time volunteers to reduce their student loan indebtedness.³⁷

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Although the Bush Administration disagrees with the concept of paying stipends and other benefits to volunteers, the proponents of the bill point out that this concept is not new.³⁸ VISTA and the Peace Corps are two programs that offer stipends to volunteers to assist them in meeting their minimum economic needs. Although S. 1430 is completely unlike the measure originally introduced by Senator Nunn, the senator believes that the demonstration project proposed in the bill will serve as a pilot project to test several concepts he proposed in S. 3.³⁹

S. 1430 was referred to the Senate Committee on Labor and Human Resources. The measure was reported from that committee with amendments on October 27, 1989. No further action was taken on the bill during the remaining period of the session.

Public Law 101-204, The Domestic Volunteer Service Act Amendments of 1989

On November 20, 1989, Congress approved legislation (H.R. 1312) for the reauthorization of the federal government's principal domestic volunteer programs.⁴⁰ Final action came when the House of Representatives accepted by voice vote a conference committee report the Senate had approved the day before.

While Congress experienced moderate difficulty and debate in seeking to pass bills to establish new "national service" programs, agreement on the reauthorization of existing programs presented no problems. P.L. 101-204 affects programs under the auspices of the ACTION agency under the Domestic Volunteer Services Act. Among these programs are VISTA and its Literacy Corps, and the Older American Volunteer Program which includes the Foster Grandparent Program and the Retired Senior Volunteer Program.⁴¹ Unlike S.1430, which encourages states to develop conservation corps programs, the VISTA reauthorization law does not seem to be oriented toward providing grants or assistance to states to establish state VISTA programs. The focus of the law is on expanding existing federal programs.

In addition to renewing the programs under ACTION, a major objective of the law is to stimulate recruitment of more volunteers, especially for VISTA. The law directs ACTION to recruit at least 2,800 VISTA volunteers in fiscal year 1990, rising to 3,400 in 1993. The law calls for a renewed campaign to promote voluntarism through radio, television and print advertising. The law specifies that at least 1.5 percent of VISTA's appropriation must be spent on recruitment and public relations activities.⁴²

To increase its appeal to young adults and adults with college educations, the law requires VISTA to publicize the availability of student loan deferrals or forgiveness of student loans. The law also increases the monthly stipend payable to the volunteer upon the

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volunteer's completion of the program from \$75 to \$90. The law also specifies that the subsistence allowance should be raised to 105 percent of the poverty threshold.⁴³

H.R. 1312 contains the following appropriations for fiscal years 1990, 1991, 1992, and 1993:

--VISTA:	\$174.3 million
--VISTA Literacy Corps:	\$33 million
--Service-Learning Program:	\$8.2 million
--Special Volunteer Programs:	\$4.7 million
--Drug-Abuse Prevention (1992, 1993):	\$5.8 million
--RSVP:	\$185.2 million
--Foster Grandparents:	\$341.6 million
--Senior Companion Program:	\$169 million.

ENDNOTES

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2. Ibid.
3. John G. Cull, Volunteerism: An Emerging Profession (American lecture series in social and rehabilitation psychology, Publication No. 887, Springfield, Ill., 1974), p. 23 (hereinafter referred to as Cull).
4. 42 U.S.C. 4951
5. U.S., VISTA, Volunteers in Service to America, Serve in the USA, Be a VISTA Volunteer (Informational pamphlet VISTA #304) (hereinafter referred to as VISTA pamphlet).
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23. "Bush Outlines His Proposal For Volunteer Service, Congressional committees plan to turn up wattage of president's 'thousand points of light'", Congressional Quarterly Weekly Report, June 24, 1989, p. 1555.
24. "Senate Democrats Unveil Bill to Promote Voluntarism", Congressional Quarterly Weekly Reporter, July 29, 1989, Vol. 47, No. 3, p. 1970.
25. "Nunn-McCurdy Plan Ignites National Service Debate", Congressional Quarterly Weekly Report, March 25, 1989, Vol. 47, No. 12, p. 645.
26. Ibid.
27. Ibid., p. 647.
28. Ibid.
29. Ibid.
30. Ibid.
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32. Ibid.
33. Ibid.
34. "Senate Democrats Unveil Bill to Promote Voluntarism", Congressional Quarterly Weekly Report, July 29, 1989, Vol. 47, No. 30, p. 1970.
35. Ibid.
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37. Ibid.
38. Ibid.
39. Ibid.
40. "Renewal of Volunteer Programs Cleared for White House". Congressional Quarterly Weekly Report, November 25, 1989, Vol. 47, No. 47, p. 3243.
41. Ibid.
42. Ibid.
43. Ibid.

Chapter 5

EXAMPLES OF STATE PROGRAMS THAT DUPLICATE THE FUNCTION OF THE FEDERAL VISTA PROGRAM

State anti-poverty volunteer programs designed to duplicate the functions already performed by the federal VISTA program are uncommon. This is not to say that state programs that deal with the problem of poverty do not utilize volunteers. Indeed, the use of volunteers to assist state and local programs in the fight against poverty undoubtedly occurs in every state. Instead, it is the belief that a need exists for a state program to perform the same function as the federal program that is somewhat unique.

Apparently in most states, including Hawaii, volunteers involved in programs focusing on poverty are trained and supervised in the program most consistent with the volunteer's interests. Although a comprehensive survey of anti-poverty programs that utilize volunteers at the state level throughout the United States was not available, this seems to be the most common system of managing volunteers. While it is difficult to speculate on the reasons most state anti-poverty volunteer programs opt not to organize their programs under state VISTA agencies, the most obvious reason may be that this action would duplicate the function that is already performed by another program.

The purpose of this chapter is to examine other programs that duplicate the function of the VISTA program at the state level. Although funding for the "Volunteers in Service to Iowa" (VISTI) project failed to be authorized during 1989, the VISTI proposal seems entirely consistent with the focus of the pilot project being reviewed in this report.

This chapter will also present a review of a prospectus entitled: "A Proposal To Put Hawaii in the Forefront of National Service". Based on S. 3, the Nunn-McCurdy bill (see Chapter 4), the proposal would establish an independent, state-funded, non-profit corporation called "Ohana O Hawai'i". Although the proposal does not deal with the establishment of a state VISTA program, the proposal is discussed in this chapter because of the likelihood that it will be submitted to the Legislature during the 1990 session in anticipation of the authorization of federal assistance by Congress.

The Volunteers in Service to Iowa (VISTI) Program

In anticipation of possible assistance from the federal government, Iowa Governor Terry E. Branstad, established a committee to explore the barriers that existed toward voluntarism in that state.¹ The committee was composed of individuals from a variety of state agencies including the Department of Education, Human Services, Aging, and

Community Education. Also included in the committee was a single member from the federal ACTION office in Iowa. The committee held a series of six public hearings across the state to ascertain the public's view toward the issue of voluntarism.²

Among the recommendations developed by the committee was a proposal to establish a "Volunteers in Service to Iowa" (VISTI) program. The purpose of the program would be to recruit and train Iowans to serve as volunteers within the State of Iowa in programs designed to meet the needs of lower income and disadvantaged citizens of that state.³ The project would be placed under the Office of the Statewide Volunteer Coordinator, and the director of the office would serve as the project's leader. The program would allow any state, county, local governmental unit, or private non-profit organization to submit an application for volunteers. Full-time enrollment in the program would be open to all citizens of the state 18 years of age or older. Re-enrollments would be allowed up to five years. The proposal also set up an "associate volunteer" program for participants 13 to 17 years of age.⁴

The VISTI program would issue a subsistence allowance to all full-time volunteers, and health insurance would be provided at no cost to the volunteers. A stipend of \$75 would be paid to the volunteer for every month the volunteer served in the program. The stipend would be issued upon the volunteer's completion of the program.⁵ The program would provide training to all volunteers through orientation sessions scheduled at least four times a year. On-the-job training would be the responsibility of the sponsoring agency. The cost to the State of Iowa per VISTI volunteer per year was estimated at \$7,000.⁶ This estimate includes the living allowance, the stipend, any food, transportation, and lodging reimbursement, and insurance.⁷

Although the committee remains optimistic that the project will be established sometime in the future, funds for the program were not authorized in 1989.⁸ According to the Iowa ACTION program director, due to the proximity of the next gubernatorial election, legislators as well as the governor have exercised particular restraint in authorizing new programs.⁹ Instead, the state has opted to provide assistance toward the expansion of existing programs such as the federal RSVP program.¹⁰

Ohana O Hawai'i: A Proposal To Put Hawaii In The Forefront Of National Service

Developed by the "Coalition for Service to Hawaii" (Coalition) the draft proposal is based on the philosophy of the Nunn-McCurdy bill (S. 3) currently before Congress. The stated purpose of the Coalition is to "rekindle the spirit of aloha in the community by reviving a sense of mutual obligation and sharing among all."¹¹ To accomplish this, the coalition will press for the creation of a state-chartered corporation to:¹²

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- (1) Mobilize both public and private resources so as to provide the fullest possible opportunities for civic service to the citizens of Hawaii; and
- (2) Coordinate the programs so created with federally sponsored programs of national service.

The proposal notes that several bills before Congress have come to the conclusion that a national service program has become a necessity. The proposal notes that "to take maximum advantage of this emerging federal program, the Legislature should act now."¹³

The proposal states the key concepts of the civic service plan are "aloha", "ohana", and "ho'oponopono".¹⁴ The proposal notes that it is important that program administration "be as decentralized and localized as possible" and that "all programs must possess 'civic content'".¹⁵

With respect to decentralization, the proposal notes that Ohana O Hawai'i will not administer most programs.¹⁶ Instead, the program would coordinate and facilitate volunteer recruitment, training, and administration for the various government and private "sponsoring agencies". In situations where sponsoring agencies did not fill a functional area, however, the proposal states that Ohana O Hawai'i could "directly administer" a program. The proposal states that the program would be run largely by volunteers, maintaining only a small permanent staff for administration and other functions.¹⁷

The proposal estimates the cost per "sponsored program" participant per year to be \$7,200 (stipend, medical insurance, and other expenses).¹⁸ The cost per participant for "directly administered" residential programs would be \$16,000. The cost per participant for directly administered non-residential programs would be \$9,000.¹⁹ The proposal states that the revenues of the program would be derived through new appropriations, fees charged to sponsoring agencies (i.e., \$500 to \$1000 per volunteer per year), private or federal grants, transfer of funds from existing state programs.²⁰

The proposal also outlines several initial projects for the program, these projects include: (1) the expansion of the YMCA and the YWCA; (2) the recruitment of high school graduates to serve as aides to police officers and social workers to allow these professionals to concentrate on their primary duties; (3) the establishment of a conservation corps; (4) the establishment of a requirement that students perform 100 hours of civic service as a requirement of high school graduation; and (5) the establishment of a civic service requirement as a condition of graduation from the University of Hawaii.

STATE PROGRAMS THAT DUPLICATE THE VISTA PROGRAM

ENDNOTES

1. Telephone interview with Joel Weinstein, State Action Program Director, State of Iowa, December 14, 1989 (hereinafter referred to as "Weinstein interview").
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Chapter 6

CONCLUSION

Summary

Senate Concurrent Resolution No. 155, S.D. 1, requests the Legislative Reference Bureau to study the feasibility of establishing a pilot program for volunteer youth services similar to the California Conservation Corps or the Volunteers in Service to America (VISTA) program. House Concurrent Resolution No. 286, H.D. 1, requests the Department of Labor and Industrial Relations to perform the same assignment. In accordance with an agreement established between the Department and the Bureau, the Bureau focused its report on the feasibility of conducting a pilot project patterned after the VISTA program, and the Department focused its study on the feasibility of conducting a pilot project patterned after the California Conservation Corps program. Accordingly, this report should be read in conjunction with the report issued by the Department of Labor and Industrial Relations in response to H.C.R. No. 268, H.D. 1.

The issue of civic duty to the country is once again a topic of discussion on the federal agenda. In response to what some of the nation's top lawmakers equate as the "disintegration" of the fabric of American society, Congress has launched the most ambitious effort to establish a national service program in many years. Federal reauthorization of existing federal programs has already occurred. Funds for the expansion of the VISTA program have been approved by Congress.

For the first time in nearly a decade, the establishment of a national service program for youth may be a distinct possibility. While some lawmakers have labeled the concept of mandatory national service as being rather draconian, the idea of making contingent certain social benefits upon the performance of some kind of service to the community is currently being promoted by several key lawmakers in Congress.

Although the youth of the country readily admit that they are less interested and involved in social affairs than previous generations, the idea of mandatory service to the country was rejected by a three to one margin in a survey recently conducted.

Hawaii's law regarding the use of volunteers at the state level appears as chapter 90, Hawaii Revised Statutes. The law was established to promote the use of volunteers by state agencies, define the rights and responsibilities of volunteers, define the responsibilities of agencies that utilize volunteers, and authorize the payment of reasonable benefits or compensation to volunteers. Although the use of volunteers by state agencies is monitored

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by the Office of Statewide Volunteer Services, state agencies have traditionally maintained a high level of independence over the administration of their programs. Volunteers are utilized to perform a wide array of functions in virtually every field within the State's responsibility. The opportunities available to those who are interested in volunteering are virtually unlimited. Presently absent, however, is any formal program to utilize the services of volunteers to assist the State in the maintenance of state conservation lands.

While there are numerous examples of youth programs that function somewhat similarly to the California Conservation Corps, state programs that parallel the functions already performed by the federal VISTA program are rare. Although it is difficult to speculate on the reasons most states have opted to establish state youth conservation corps programs instead of programs that parallel the federal VISTA program, several factors may account for their actions. The following section discusses some of the possible factors.

Discussion

By suggesting that the proposed pilot program either focus on conservation or anti-poverty issues, the agencies performing the studies have been placed in the difficult position of suggesting that a trade-off be made. It is extremely difficult to suggest which program would be more beneficial to the State. The VISTA program and the California Conservation Corps are programs with widely divergent missions and objectives. Although they both involve the use of volunteers, these programs benefit the community in different areas and in different ways. The mission of the VISTA program is to eradicate poverty in communities throughout the United States while the California Conservation Corps directs its focus at environmental problems in California. Without question, the benefits and merits of one program cannot be contrasted against the benefits of the other. Eradicating poverty and maintaining the quality of the environment are two important policy objectives of the State. It is difficult for the agencies to suggest to the Legislature that one may be more important than the other.

Additionally, the rewards and benefits received by participants and the community as a result of these programs are often intangible and defy measurement through conventional cost/benefit or feasibility analysis. The good that may be brought about to the State as the result of the establishment of either program cannot be translated into quantitative or economic terms. The benefits of such programs cannot be contrasted with the cost of their implementation.

Faced with the task of developing a recommendation on the possible focus of the proposed pilot program, however, several facts regarding the alternatives suggested can be examined. In its review of the possibility of establishing a state VISTA project, the Legislative Reference Bureau found that:

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- (1) The federal VISTA program that operates under the ACTION program in Hawaii already functions in this capacity;
- (2) P.L. 101-204 reauthorizes the federal VISTA program. The law calls for the expansion of the federal program but does not encourage or suggest that states develop state-level VISTA programs;
- (3) Although examples of state programs that duplicate the function of VISTA are difficult to locate, examples of successful youth corps programs that function similar to the California Conservation Corps are numerous (see the Department of Labor and Industrial Relations' report on H.C.R. No. 286); and
- (4) Federal assistance to states for the establishment of state youth conservation corps programs is currently part of a congressional bill to promote voluntarism.

Although most individuals and programs contacted during the course of this study viewed the proposal to establish a state volunteer program to assist the less fortunate as a noble and worthy undertaking, one question that frequently surfaced during meetings on this issue was "Why is such a program being proposed?". Indeed, the notion of promoting voluntarism to assist the less fortunate is a wholesome and noncontroversial idea. However, a program to facilitate this presently exists at the federal level, and personnel involved with programs that utilize volunteers failed to sense any need to duplicate this function at the state level. Traditionally, state programs that utilize volunteers have relied on their own staff to train and supervise their volunteers independently. State law permits the hiring of volunteer coordinators within state agencies to perform this function. In terms of recruitment, the names of interested individuals can readily be obtained through existing referral services such as the Office on Statewide Volunteer Services, VISTA, or the Volunteer Information and Referral Service.

One issue that was frequently brought forward during meetings with individuals familiar with the problem of recruiting volunteers was the situation that has evolved as a result of the ongoing labor shortage in the State. Although low unemployment obviously benefits the economy of the State, the highly competitive market for labor in Hawaii has undoubtedly had a negative effect on the likelihood of certain groups of people to consider the possibility of volunteering. For example, the high salaries currently being offered to young, unskilled, entry-level workers obviously works as a disincentive to these individuals to consider working for free. Although a formal analysis or survey was not performed with regard to this issue, it may be prudent to expect low rates of voluntarism from individuals of this age group to be a factor. To ensure the success of a youth volunteer program, it is apparent that a serious commitment on the part of the Legislature to provide the program with the resources and support to recruit and maintain its membership will be necessary.

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Another issue that became a major topic of discussion in several meetings with agency personnel was the problem of "high-risk" youth and youth gangs in Hawaii. While the priorities of the Legislature were never questioned or criticized, it was frequently noted that programs of this nature rarely attract that category of youth that seems to be in need of the most assistance at this time. Indeed, programs offering experiential rewards that promise to pay-off during entrance interviews with prospective colleges or employers will more often than not attract those well motivated individuals that need little assistance in finding their direction in life. While it is clear that the objective of the Legislature in considering the possibility of establishing a state VISTA program was not to solve the problem of youth gangs in Hawaii, the Legislature should be cognizant of the concern expressed by state personnel involved with individuals in this age category.

Clearly, one of the basic objectives of the Legislature is to promote voluntarism by offering a program that would appeal to the interests and tastes of young adults. Implicitly, therefore, one measure of such a project's success would be the number of young adults it succeeds in attracting to the program. The greater the project's appeal to the target age group, the higher the project's enrollment--the higher the project's enrollment, the greater its outreach to the environment or the community. Obviously, a program designed to appeal to young adults will more than likely attract a greater number of individuals from this age category than a program that is not.

VISTA programs are not widely known for their appeal to the young adult age group while youth conservation corps programs have proven to be quite popular with individuals in this age category. A basic tenet of most youth conservation corps programs is that the youth of America require some form of guidance during the period of their passage from youth to adulthood. Conservation corps programs are specifically designed to guide individuals of this age group through this period of transition by subjecting them to what some have described as being the experiential equivalent to military "boot camp". According to supporters of these programs, this "rite of passage" into adulthood instills character, teaches responsibility, and assists participants in finding their goals in life.

With the prospect of federal assistance for the development of youth conservation corps on the horizon, the economic considerations may cease to be a limiting factor in the development of the program. Indeed, federal assistance, if and when it arrives, will undoubtedly broaden the options available to the State in developing such a program. The State would be remiss in passing up the opportunity to capitalize on such assistance.

Although several bills before Congress are said to be on a "fast track", it may be unwise to attempt to anticipate the passage or the contents of the final federal package. It is fairly evident, however, that major changes to Hawaii's law to ensure that the State will be eligible to receive grants or assistance under the proposed assistance package is not

immediately necessary. The consideration of elaborate proposals to establish central umbrella agencies or other corporations in anticipation of legislation still pending before Congress may be premature. For example, grants to local school districts would probably be arranged through the Department of Education; and, in situations where responsible agencies or jurisdictional lines may be unclear, designation by the Governor will probably suffice. Ostensibly, the agency most appropriate to act as the central clearinghouse of the federal assistance and the coordinator of the pilot project would be the Statewide Volunteer Services. In summary, it seems that the infrastructure to receive federal assistance under the proposed federal package already exists. Indeed, it seems that Congress is structuring its package to facilitate the use of its funds by existing governmental organizations at the federal, state, and local level. It does not appear that Congress is planning to impose unreasonable requirements on the states in order to qualify for grants or assistance under the proposed program.

Recommendation

The Bureau finds that the most logical focus of a program to promote voluntarism among young adults would be one that is consistent with the interests of individuals in this age group. Youth conservation corps programs such as the California Conservation Corps were specifically designed to focus on the interests and needs of young adults. Youth conservation corps programs have experienced widespread success throughout the United States--a fact that Congress apparently recognizes and is presently seeking to promote. Assistance from the federal government to states for the development of youth conservation corps programs is a distinct possibility in the near future. Accordingly, if a youth volunteer program is to be established by the State, the development of a youth volunteer pilot project based on the California Conservation Corps model would appear to be a more prudent alternative than a VISTA type program.

As noted earlier, the focus of this report has been directed toward the examination of establishing a state VISTA pilot project. By agreement, the Department of Labor and Industrial Relations has focused its study on the feasibility of conducting a pilot project patterned after the California Conservation Corps. In this regard, the Bureau defers to the recommendations developed by the Department of Labor and Industrial Relations in its report. Specific recommendations concerning the structure, organization, and placement of the proposed youth conservation corps pilot program are contained in the Department's report.

Appendix A

THE SENATE
FIFTEENTH LEGISLATURE, 1989
STATE OF HAWAII

S.C.R. NO.

155
S.D. 1

SENATE CONCURRENT RESOLUTION

REQUESTING A STUDY ON THE FEASIBILITY OF A YOUTH VOLUNTARY
SERVICE PROGRAM.

WHEREAS, the ability of Hawaii's youth to contribute to the solution of important issues in the State is generally underestimated; and

WHEREAS, Hawaii's youth can harness their determination, drive, and ability to aid the State in many areas of concern, such as conserving and maintaining our natural resources, or aiding the capabilities of persons of low income to improve the conditions of their lives; and

WHEREAS, these abilities have been demonstrated in the California Conservation Corps, which is operated by that State, and throughout the nation by the work of youths and others ages eighteen or older through the federal VISTA and Peace Corps programs; and

WHEREAS, the California Conservation Corps is a volunteer program in which young men and women engage in projects that preserve, maintain, and enhance environmentally important lands and waters; accomplish useful and needed public works projects in urban and rural areas; assist in emergency operations, including fire prevention and suppression; contribute to the conservation of energy; and contribute to making public facilities accessible to disabled persons; and

WHEREAS, volunteers are selected for participation in the Corps on the basis of their motivation for hard work, personal development, and public service; and

WHEREAS, the California Legislature has found that participation of California's youth in the Corps is beneficial to the youth by providing them with educational and work opportunities, as well as furthering their understanding and appreciation of natural resources, learning basic and fundamental work ethics, and learning the value of a day's work for a day's wages; and

WHEREAS, the VISTA program, although not just for young men and women, is another volunteer program that seeks to do good in the community, as well as providing the volunteers with experience, skills, and the satisfaction that comes from true achievement; and

WHEREAS, Hawaii's youth could also gain these tangible and intangible benefits from a similar program in Hawaii, while also aiding the State and its residents by improving the environment, helping the poor, and providing other appropriate services; now, therefore,

BE IT RESOLVED by the Senate of the Fifteenth Legislature of the State of Hawaii, Regular Session of 1989, the House of Representatives concurring, that the Legislative Reference Bureau is requested to study the feasibility of establishing a pilot program for volunteer youth services similar to the California Conservation Corps or the Volunteers in Service to America (VISTA) program; and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau make recommendations concerning the appropriate agency to administer the pilot program; and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau report findings and recommendations to the Legislature no later than twenty days before the convening of the Regular Session of 1990; and

BE IT FURTHER RESOLVED that a certified copy of this Concurrent Resolution be transmitted to the Director of the Legislative Reference Bureau.

Appendix B

ANNUAL ASSESSMENT RESULTS ON USE OF VOLUNTEERS

	FISCAL YEAR 80-81		FISCAL YEAR 81-82		FISCAL YEAR 82-83		
	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>MONETARY CONTRIBUTION</u>
GOVERNOR	93	55,461	984	16,267	300	12,016	\$ 7,300.00
J.T. GOVERNOR	49	3,198	757	6,056	95	809	\$ 4,160.00
LEGISLATURE	0	0	1	213.5	0	0	
JUDICIARY	171	16,405	241	20,928	201	41,390	\$ 767.70
ACCOUNTING & GENERAL SERVICES	83	1,424	29	1,622	115	4,072	\$ 3,000.00
AGRICULTURE	7	10.5	0	0	120	1,337	
ATTORNEY GENERAL	1	120	1	120	2	240	
BUDGET & FINANCE	1	400	1	20	0	0	
COMMERCE & CONSUMER AFFAIRS	362	2,736	170	823	236	662.5	
DEFENSE	24	687	28	876	28	839	
EDUCATION	31,166	347,963	27,982	297,508	26,649	501,634	
HAWAIIAN AFFAIRS	N/A	N/A	8	536	10	1,000	
HAWAIIAN HOME LANDS	102	358	1	1,040	7	3,949	
HEALTH	2,580	122,021	200,254	343,899.75	120,628	388,847.25	\$ 263,972.00
LABOR & INDUSTRIAL RELATIONS	58	1,975	101	5,024	85	3,829.5	
LAND & NATURAL RESOURCES	441	37,282	441	37,282	507	34,077	
PERSONNEL SERVICES	0	0	0	0	7	715	
PLANNING & ECONOMIC DEVELOPMENT	63	4,152	193	6,084	177	8,252	\$ 400.00
SOCIAL SERVICES & HOUSING	1,842	34,127	2,378	226,160	3,568	272,956	\$ 37,732.23
TAXATION	6	195	215	2,880	232	3,245	
TRANSPORTATION	0	0	0	0	0	0	
UNIVERSITY OF HAWAII	<u>1,077</u>	<u>20,339</u>	<u>4,332</u>	<u>463,917</u>	<u>174,116</u>	<u>333,036.78</u>	<u>\$ 450,319.50</u>
TOTAL	38,126	648,853.5	238,117	1,431,256.25	327,083	1,612,907.03	\$ 767,651.43

FY 80-81 648,853.5 hours x \$3.35 minimum wage = \$2,173,659.23 Supplemental Government Services

FY 81-82 1,431,256.25 hours x \$3.35 minimum wage = \$4,794,708.44 Supplemental Government Services

FY 82-83 1,612,907.03 hours x \$3.35 minimum wage = \$5,403,238.55 Supplemental Government Services + \$767,651.43 Monetary Contribution + \$6,170,889.98

Revised 11/03/53

ANNUAL ASSESSMENT RESULTS ON USE OF VOLUNTEERS

DEPARTMENTS	FISCAL YEAR 83-84			FISCAL YEAR 84-85			FISCAL YEAR 85-86		
	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>MONETARY CONTRIBUTION</u>	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>MONETARY CONTRIBUTION</u>	<u>VOLUNTEERS UTILIZED</u>	<u>HOURS EXPENDED</u>	<u>MONETARY CONTRIBUTION</u>
GOVERNOR	336	4,375	\$ 19,638.01	821	12,114.50	\$ 25,230.31	667	7,241	\$ 29,720.86
LT. GOVERNOR	800	4,000	\$ 460.00	1,006	18,585	\$ 92,885.00	101	300	\$ 75.00
LEGISLATURE	0	0		0	0		5	480	
JUDICIARY	477	75,764	\$ 4,187.84	673	112,104.17	\$ 4,087.82	647	82,835	\$ 5,700.98
ACCOUNTING & GENERAL SERVICES	220	3,747	\$ 400.00	189	7,277	\$ 900.00	905	13,893	
AGRICULTURE	113	1,940		129	3,203.25		98	1,692	
ATTORNEY GENERAL	0	0		14	1,170.75		8	1,214.50	
BUDGET & FINANCE	0	0		4	624		13	349	
COMMERCE & CONSUMER AFFAIRS	288	1,157.25	\$ 100.00	309	1,460.50		232	1,682	
DEFENSE	28	839		28	700		28	2,083	
EDUCATION	48,291.50	519,387	\$ 163,659.50	30,418	448,424	\$ 128,562.00	35,027	506,294	\$ 58,461.80
HAWAIIAN AFFAIRS	5	150	\$ 6,850.00	459	16,552	\$ 25.00	78	1,845	
HAWAIIAN HOME LANDS	7	3,024		18	3,392		7	4,200	
HEALTH	77,631	358,169.25	\$ 258,072.48	60,683	309,048.85	\$ 258,315.27	54,822	327,408.12	\$ 174,008.58
LABOR & INDUSTRIAL RELATIONS	103	3,026		153	3,450		99	3,513.50	
LAND & NATURAL RESOURCES	867	39,140.72	\$ 1,000.00	943	34,015		1,781	36,311	
OAHU METROPOLITAN PLANNING ORG.	23	1,570		21	348		36	369	
PERSONNEL SERVICES	7	700	\$ 138,000.00	7	280		0	0	
PLANNING & ECONOMIC DEVELOPMENT	138+	8,212+		131	6,843	\$ 1,140.00	296	6,942	
SOCIAL SERVICES & HOUSING	3,954	266,633	\$ 16,800.00	2,264	247,192.75	\$ 30,363.00	2,685	276,694.70	\$ 34,662.65
TAXATION	255	3,635		379	6,035		302	4,407	
TRANSPORTATION	11	528		71	1,477		21	1,330	
UNIVERSITY OF HAWAII	8,127	379,905.50	\$ 455,670.00	343,377	403,090.15	\$1,081,427.84	231,741	348,879.80	\$1,231,955.00
TOTAL	141,681.50	1,675,902.72	\$1,064,837.83	442,097	1,637,386.92	\$1,622,936.24	329,599	1,629,963.62	\$1,534,584.87
FY 83-84	1,675,902.72 hours x \$3.35 minimum wage - \$5,614,274.11 Supplemental Government Services + \$1,064,837.83 Monetary Contribution = \$6,679,111.94								
FY 84-85	1,637,386.92 hours x \$3.35 minimum wage - \$5,485,246.18 Supplemental Government Services + \$1,622,936.24 Monetary Contribution = \$7,108,182.42								
FY 85-86	1,629,963.62 hours x \$3.35 minimum wage - \$5,460,378.13 Supplemental Government Services + \$1,534,584.87 Monetary Contribution = \$6,994,963.00								

11/03/86

STATEWIDE VOLUNTEER SERVICES
OFFICE OF THE GOVERNOR
ANNUAL ASSESSMENT RESULTS ON THE USE OF VOLUNTEERS IN STATE GOVERNMENT

FY 85-86

FY 86-87

DEPARTMENT	Volunteers Utilized	Hours Expended	In-Kind/Cash Contributions	Volunteers Utilized	Hours Expended	In-Kind/Cash Contributions
Governor	667	7,241.00	\$29,720.86	363	8,192.00	\$8,714.11
Lt. Governor	101	300.00	\$75.00	133	1,860.50	\$0.00
Legislature	5	480.00	\$0.00	42	673.50	\$0.00
Judiciary	647	82,835.00	\$5,700.98	637	123,707.00	\$1,820.91
Accounting and General Services	905	13,893.00	\$0.00	195	15,217.00	\$0.00
Agriculture	98	1,692.00	\$0.00	129	1,940.00	\$0.00
Attorney General	8	1,214.50	\$0.00	7	548.75	\$9,900.00
Budget & Finance	13	349.00	\$0.00	22	1,068.00	\$0.00
Business & Economic Devpmnt				319	6,474.00	\$900.00
Commerce & Consumer Affairs	232	1,682.00	\$0.00	23,419	7,465.25	\$871,234.00
Corrections				484	30,533.00	\$4,538.00
Defense	28	2,083.00	\$0.00	22	865.00	\$0.00
Education	35,027	506,294.00	\$58,461.80	36,364	489,245.00	\$86,686.00
Hawaiian Affairs	78	1,845.00	\$0.00	56	1,084.00	\$0.00
Hawaiian Home Lands	7	4,200.00	\$0.00	7	2,080.00	\$0.00
Health	54,822	327,408.12	\$174,008.58	8,204	137,713.25	\$130,539.50
Human Services				1,754	212,854.50	\$37,409.08
Labor & Industrial Relations	99	3,513.50	\$0.00	220	4,349.00	\$1,000.00
Land & Natural Resources	1,781	36,311.00	\$0.00	446	31,134.50	\$0.00
Oahu Metropolitan Planning Org						
Personnel Services	0	0	\$0.00	7	950.00	\$0.00
Planning and Economic Devpmnt	296	6,942.00	\$0.00			
Social Services & Housing	2,685	276,694.70	\$34,662.65			
Taxation	302	4,407.00	\$0.00	21	350.00	\$0.00
Transportation	21	1,330.00	\$0.00	51	2,010.00	\$0.00
University of Hawaii	231,741	348,879.80	\$1,231,955.00	8,556	254,676.50	\$655,318.99
TOTAL	329,563	1,629,594.62	\$1,534,584.87	81,458	1,334,990.75	\$1,808,060.59

Wage Value of Supplemental Government Services
In-Kind/Cash Contributions
Dollar Value of Supplemental Government Services

FY 85-86
\$5,459,141.98
\$1,534,584.87
\$6,993,726.85

FY 86-87
\$4,472,219.01
\$1,808,060.59
\$6,280,279.60

**STATEWIDE VOLUNTEER SERVICES
OFFICE OF THE GOVERNOR
ANNUAL ASSESSMENT RESULTS ON THE USE OF VOLUNTEERS IN STATE GOVERNMENT**

FY 87-88

DEPARTMENT	Volunteers Utilized	Hours Expended	In-Kind/Cash Contributions
Governor	386	2,876.50	\$17,886.39
Lt. Governor	1,800	7,200.00	\$0.00
Judiciary	766	118,354.00	\$1,952.00
Accounting and General Services	915	12,674.00	\$4,750.00
Agriculture	97	1,611.00	\$0.00
Attorney General	942	4,271.00	\$108,039.02
Budget & Finance	22	1,068.00	\$0.00
Business & Economic Devpmnt	95	7,941.00	\$900.00
Commerce & Consumer Affairs	378	1,903.50	\$71.25
Corrections	318	21,220.00	\$6,740.00
Defense	22	865.00	\$0.00
Education	36,701	493,976.75	\$273,665.00
Hawaiian Affairs			
Hawaiian Home Lands	7	3,346.00	\$0.00
Health	135,476	212,284.75	\$463,607.07
Human Services	113	50,403.00	\$2,655.00
Labor & Industrial Relations	140	2,650.00	\$0.00
Land & Natural Resources	1,415	66,851.75	\$5,000.00
Personnel Services			
Taxation	26	416.00	\$0.00
Transportation	1	65.00	\$0.00
University of Hawaii	8,268	377,166.25	\$1,042,575.28
TOTAL	187,888	1,387,144	\$1,927,841.01

Wage Value of Supplemental Government Services	\$5,340,504.40
In-Kind/Cash Contributions	\$1,927,841.01
Dollar Value of Supplemental Government Services	<u>\$7,268,345.41</u>

Appendix C

DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF CORRECTIONS

Volunteers in Corrections (VolinCor)

Oahu	Ms. Jo desMarets	Volunteer Services Administrator Volunteers in Corrections (VolinCor) Institutional Support Services Department of Corrections 677 Ala Moana Boulevard, Suite 700 Honolulu, Hawaii 96813	548-3630
Oahu	Mr. John Shinkawa	Community Services Administrator Hawaii Youth Correctional Facility Department of Corrections 42-477 Kalanianaʻole Highway Kailua, Hawaii 96734	261-0858
Hawaii	Mr. Robert J.K. Roy	Correctional Counselor Hawaii Community Correctional Facility Department of Corrections 60 Punahele Street Hilo, Hawaii 96720	961-7515
Hawaii	Mr. James Bradley	Recreation Specialist Kulani Correctional Facility Department of Corrections Star Route 1, Stainback Highway Hilo, Hawaii 96720	935-2280
Kauai	Mr. Anthony Visaya	Corrections Supervisor Kauai Community Correctional Facility Department of Corrections 5350 Kuhio Highway Lihue, Hawaii 96766	245-9581
Maui	Ms. Marye Deming	Social Worker Maui Community Correctional Center Department of Corrections 600 Waiale Drive Wailuku, Hawaii 96793	245-9581

DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF EDUCATION

Public School Programs	Ms. Kathleen Rozmiarek	Personnel Specialist III Employee Benefits Section Personnel and Industrial Relations Branch Department of Education P. O. Box 2360 Honolulu, Hawaii 96704	548-3884
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Library for the Blind and Physically Handicapped Oahu	Ms. Sue Sugimura	Public Services Librarian Library for the Blind and Physically Handicapped Department of Education 402 Kapahulu Avenue Honolulu, Hawaii 96815	732-5407
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Hawaii	Ms. Lucretia Pladera	Hawaii Library District Administrator Department of Education P. O. Box 647 Hilo, Hawaii 96720	935-5407
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Kauai	Ms. Donna Garcia	Kauai Library District Administrator Department of Education 4344 Hardy Street Lihue, Hawaii 96766	245-3617
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Maui	Ms. Joyce Van Zwahlenburg	District Administrator Department of Education P. O. Box B 251 High Street Wailuku, Hawaii 96793	
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DEPARTMENT OF HEALTH

Community Work Day Program Hawaii	Mr. Ronald Okamura	Deputy Director of County Parks Department of Parks & Recreation County of Hawaii 25 Aupuni Street Hilo, Hawaii 96720	961-8311
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DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF HEALTH (continued)

Community Work Day Program

Kauai	Mr. Beryl Moir	Kauai Beautification Committee P. O. Box 610 Koloa, Hawaii 96756	245-3387
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Maui	Ms. Jan Dapitan	Director, Maui Community Work Day Program 275 Uhu Street Kahului, Hawaii 96732	244-7855
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Litter Control Office

	Mr. Clyde Morita	Administrator, Litter Control Office Department of Health 205 Koula Street Honolulu, Hawaii 96813	548-6444
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Hospitals, County and State

Hawaii State Hospital	Mr. Calvin Arata	Volunteer Services Coordinator Hawaii State Hospital Department of Health 45-710 Keaahala Road Kaneohe, Hawaii 96744	247-2191 ext. 298
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Waimano Training School and Hospital

	Mr. James Tateyama	Volunteer Services Coordinator Waimano Training School and Hospital Department of Health Mental Health Division 2201 Waimano Home Road Pearl City, Hawaii 96782	456-6266
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DEPARTMENT OF HUMAN SERVICES

Foster Grandparent Program

Oahu	Ms. Rene Nakama	Project Director Foster Grandparent Program Department of Human Services Waimano Training School and Hospital 2201 Waimano Home Road Pearl City, Hawaii 96782	455-5381
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DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF HUMAN SERVICES (continued)

Foster Grandparent Program

Hawaii	Ms. Ellen Pavao	Supervisor Foster Grandparent Program Department of Human Services 75 Aupuni Street Hilo, Hawaii 96720	961-7451
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Senior Companion Program

Oahu	Mr. Gerald Sumida	Program Director Senior Companion Program Family and Adult Services Division Department of Human Services P. O. Box 339 Honolulu, Hawaii 96809	548-4177
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Hawaii	Ms. Lillian Tim Sing	Coordinator Hawaii County Office on Aging 127 Kamana Street Hilo, Hawaii 96720	961-3418
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Hawaii	Ms. Jenny Uemura	Senior Companion Program Kona Coordinated Services P. O. Box 955 Kona, Hawaii 96740	323-2085
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Kauai	Mr. Terry Hill	Senior Companion Program Kauai Office of Elderly Affairs 4396 Rice Street Lihue, Hawaii 96766	245-4737
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Maui	Ms. Jo Reyes	Senior Companion Program Senior Outreach Division Department of Human Concerns 404 Alakapa Place Paia, Hawaii 96779	877-7212
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Molokai	Ms. Rose Siquian	Molokai Senior Outreach Program P. O. box 161 Kualapuu, Hawaii 96757	553-5241
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DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF HUMAN SERVICES (continued)

Services for the Blind

Ms. Jere Masumoto	Community Services Coordinator Services for the Blind Branch Vocational Rehabilitation Division Department of Human Services 1901 Bachelot Street Honolulu, Hawaii 96817	548-7409
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Volunteers in Public Welfare

Oahu (Currently vacant)	Volunteer Services Coordinator Public Welfare Division Department of Human Services P. O. Box 339 Honolulu, Hawaii 96809	548-5852
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Hawaii Mr. Andrew Higa	Administrator Department of Human Services P. O. Box 1562 Hilo, Hawaii 96720	961-7251
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Kauai Ms. Georgia Meyer	Administrator P. O. Box 1707 Lihue, Hawaii 96766	245-4350
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Maui/ Molokai Mr. Steve Maenaka	Administrator 54 South High Street, Room 125 Wailuku, Hawaii 96793	244-4256
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THE JUDICIARY

Program Services

Mr. Earl Yonehara	Administrator, Program Services The Judiciary P. O. Box 2560 Honolulu, Hawaii 96804	548-5805
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Volunteers in Public Service to the Courts

Oahu Mr. Norman Fujioka	Program Manager Volunteers in Public Service to the Courts The Judiciary P. O. Box 2560 Honolulu, Hawaii 96804	548-2010
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DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
DEPARTMENT OF HUMAN SERVICES (continued)				
	Hawaii	Ms. Ellen Yasukara	Program Services Manager Judiciary Program Services Office The Judiciary P. O. Box 1007 Hilo, Hawaii 96721	961-7311
	Kauai	Mr. Dennis Williams	Program Services Coordinator Judiciary Program Services Office The Judiciary P. O. Box 191 Lihue, Hawaii 96766	245-4313
	Maui	Ms. Gail Nakamae	Program Services Coordinator Judiciary Program Services Office The Judiciary 2145 Main Street, Suite 226 Wailuku, Hawaii 96793	244-9014
Community Service Sentencing Program		Mr. Calvin Sagara	Program Manager Community Service Sentencing Program Program Services Branch The Judiciary P. O. Box 2560 Honolulu, Hawaii 96804	548-8912
Foster Parenting Program		Ms. Nancy Donnelly	Program Manager Foster Parenting Program The Judiciary P. O. Box 2560 Honolulu, Hawaii 96804	548-2001
Guardian Ad Litem Program		Mr. Rodney Hee	Program Manager Guardian Ad Litem Program Program Services Office The Judiciary P. O. Box 2560 Honolulu, Hawaii 96804	548-2137

DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF LAND AND NATURAL RESOURCES

Conservation and Resources

Enforcement Officer Program

Oahu	Mr. Noah Pekelo	Chief of Program Support Services Conservation and Resources Enforcement Div. Department of Land and Natural Resources 1151 Punchbowl Street, Room 311 Honolulu, Hawaii 96813	548-5919
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Kauai	Mr. Tatsuo Nakamura	Kauai Branch Chief Conservation and Resources Enforcement Prg. Department of Land and Natural Resources 3060 Eiwa Street Lihue, Hawaii 96766	245-4444
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Maui	Mr. Keith Keau	Maui Branch Chief Conservation and Resources Enforcement Div. Department of Land and Natural Resources 54 High Street Wailuku, Hawaii 96793	244-4352
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Volunteer Support Services

Statewide	Mr. Ralston Nagata	State Parks Administrator State Parks Division Department of Land and Natural Resources P. O. Box 621 Honolulu, Hawaii 96809	548-7455
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Oahu	Mr. Richard Yoshimura	District Superintendent State Parks Division - Outdoor, Recreation and Historic Sites Department of Land and Natural Resources 1151 Punchbowl Street, Room 310 Honolulu, Hawaii 96813	548-7455
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Hawaii	Mr. Charles Supe	District Superintendent State Parks Division Department of Land and Natural Resources 75 Aupuni Street Hilo, Hawaii 96720	961-7200
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DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
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DEPARTMENT OF LAND AND NATURAL RESOURCES (continued)

	Maui	Mr. Wayne Ching	Maui District Superintendent Department of Land and Natural Resources 54 High Street Wailuku, Hawaii 96793	244-4324
Hunter Education Program		Mr. Wendell W.S. Kam	Hunter Education Coordinator Conservation and Resources Enforcement Div. Department of Land and Natural Resources 1151 Punchbowl Street, Room 311 Honolulu, Hawaii 96813	548-3966
Special Programs Iolani Palace		Ms. Alice Gill	Iolani Palace P. O. Box 2259 Honolulu, Hawaii 96809	536-3552
Queen Emma's Summer Palace and Hulihee Palace			Daughters of Hawaii Department of Land and Natural Resources 2913 Pali Highway Honolulu, Hawaii 96817	595-3167

DEPARTMENT OF TAXATION

Volunteer Income Tax Assistance Program		Ms. June Yamamoto	Chief, Taxpayer Services Branch Department of Taxation P. O. Box 259 Honolulu, Hawaii 96809	548-3267
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UNIVERSITY OF HAWAII

4-H Youth Education and Development Program	Statewide	Dr. Richard Barker	State 4-H Leader University of Hawaii 3050 Maile Way Honolulu, Hawaii 96822	948-6736
	Oahu	Mr. Steve Nagano	Coordinator Cooperative Extension Service 45-260 Waikalua Road Kaneohe, Hawaii 96744	247-0421

DIRECTORY OF MAJOR STATE GOVERNMENT VOLUNTEER PROGRAMS

DEPARTMENT	ISLAND	CONTACT	ADDRESS	PHONE
UNIVERSITY OF HAWAII (continued)				
	Hawaii	Ms. Carol Ikeda	Coordinator Cooperative Extension Service P. O. Box 208 Kealahou, Hawaii 96750	322-2718
	Kauai	Ms. Sarah Effken Purcell	Coordinator Cooperative Extension Service P. O. Box 3150 Lihue, Hawaii 96766	245-4471
	Maui	Ms. Mabel Sakuma	Coordinator Cooperative Extension Service 310 Kaahumanu Avenue Kahului, Hawaii 96732	244-3242
Family Community Leadership				
	Statewide	Ms. Jean Young	State Coordinator Family Community Leadership Program Cooperative Extension Service University of Hawaii at Manoa 3050 Maile Way Honolulu, Hawaii 96822	948-7711
	Hawaii County	Dr. Tadashi Higaki	County Administrator Family Community Leadership Program 875 Komohana Street Hilo, Hawaii 96720	959-9155
	Hawaii (Hilo)	Ms. Betty Jo Thompson	Cooperative Extension Service University of Hawaii at Hilo 875 Komohana Street Hilo, Hawaii 96720	959-9155
	Hawaii (Kamuela)	Ms. Paulita Mahilum	Family Community Leadership Program P. O. Box 237 Kamuela, Hawaii 96743	775-0369
	Hawaii (Kona)	Ms. Carol Ikeda	Family Community Leadership Program P. O. Box 208 Kealahou, Hawaii 96750	322-2718

Appendix D

Calendar No. 331

101st CONGRESS
1st Session

SENATE

REPORT
101-176

NATIONAL AND COMMUNITY SERVICE ACT OF 1989

OCTOBER 27 (legislative day, SEPTEMBER 18), 1989.—Ordered to be printed

Mr. KENNEDY, from the Committee on Labor and Human Resources, submitted the following

REPORT

together with

ADDITIONAL AND MINORITY VIEWS

[To accompany S. 1430]

The Committee on Labor and Human Resources to which was referred the bill (S. 1430) to enhance national and community service, and for other purposes, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and recommends that the bill as amended do pass.

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The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the “National and Community Service Act of 1989”.

23-311

★★ Star Print

Doc. 1: Short title and table of contents.
Doc. 2: Findings.
Doc. 3: Purpose.

504	Officers and employees
505	Nonprofit and nonprofit nature of the Corporation
506	Housing and education vouchers, living allowances
507	Repeals
508	Reorganization
509	Prohibition on use of funds
510	Noncompetition
511	Notice, hearing, and grievance procedure
512	Noncompetition and nonemployment
513	State advisory board
514	Paneling
515	Functions of the National Service Board
516	Principles of the National Service Board
517	Comprehensive service for all citizens
518	Engagement of participants

Sec. 602. Programs of national and local significance.
Sec. 603. Authorization of appropriations.

It is the purpose of this Act —

- (1) to renew the ethic of civic responsibility in the United States;
- (2) to call citizens of the United States, regardless of age or income, to engage in full-time or part-time service to the Nation;
- (3) to begin to call young people to service in national volunteer programs;
- (4) to enable young Americans to make a sustained commitment to national service by removing barriers to such service that have been created by high education costs, loan indebtedness, and the cost of housing;
- (5) to build on the existing organizational framework of Federal, State, and local programs and agencies to expand full-time and part-time service opportunities for all citizens, particularly young and older Americans;
- (6) to involve volunteers in activities that would not otherwise be performed by employed workers; and

(7) generate 1,000,000,000 additional volunteer service hours to help meet human, educational, environmental, and public safety needs, particularly those needs relating to poverty.

TITLE I—SCHOOL BASED COMMUNITY SERVICE

PART A—SCHOOL BASED COMMUNITY SERVICE

SEC. 101. SHORT TITLE.

This part may be cited as "Serve America, the Service to America Act of 1989".

SEC. 102. PROGRAM AUTHORIZED.

(a) **IN GENERAL.**—The Secretary is authorized, in accordance with the provisions of this Act, to make grants to States or local applicants to create or expand service opportunities for students and out-of-school youth and for community members, particularly senior citizens, to volunteer in schools.

(b) **TERM OF GRANT.**—The term of the grants may be for a period of not longer than 3 years.

SEC. 103. DEFINITIONS.

For purposes of this part—

(1) **COMMUNITY-BASED AGENCY.**—The term "community-based agency" means a private nonprofit organization that is representative of a community or a significant segment of a community and that is engaged in meeting human, educational, or environmental community needs.

(2) **EDUCATION INSTITUTION.**—The term "education institution" means a local educational agency, elementary or secondary school or a community-based agency that provides educational services.

(3) **EDUCATION PARTNERSHIP PROGRAM.**—The term "education partnership program" means a program in which school volunteers work in an educational institution in support of the school's objectives to enhance the education of students.

(4) **ELEMENTARY SCHOOL.**—The term "elementary school" has the same meaning given that term in section 1471(8) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2891(8)).

(5) **INSTITUTION OF HIGHER EDUCATION.**—The term "institution of higher education" has the same meaning given that term in section 1201(a) of the Higher Education Act of 1965 (20 U.S.C. 1141(a)).

(6) **LOCAL EDUCATIONAL AGENCY.**—The term "local educational agency" has the same meaning given that term in section 1471(12) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2891(12)).

(7) **LOCAL GOVERNMENT AGENCY.**—The term "local government agency" means a public agency that is engaged in meeting human, social, educational, or environmental needs.

(8) **OUT-OF-SCHOOL YOUTH.**—The term "out-of-school youth" means an individual who has not attained the age of 25, has not completed college or the equivalent, and is not enrolled in an elementary or secondary school or institution of higher education.

(9) **PARTICIPANT.**—The term "participant" means a student or out-of-school youth who provides services pursuant to a program funded under this title.

(10) **PARTNERSHIP PROGRAM.**—The term "partnership program" means a cooperative effort to enhance the education of students among an education institution and one or more of the following:

- (A) the private sector;
- (B) public and non-profit agencies;
- (C) institutions of higher education; and
- (D) community organizations.

(11) **PLACEMENT.**—The term "placement" means the matching of a participant or team with a specific project.

(12) **PROJECT.**—The term "project" means any activity that results in a specific identifiable service or product that otherwise would not be done with existing funds, and which shall not duplicate the routine services or functions of the employer to whom participants are assigned.

(13) **SCHOOL VOLUNTEER.**—The term "school volunteer" means a person beyond the age of compulsory schooling, including an older American, an employee of a private business, an employee of a public or nonprofit agency, or any

other individual working without financial remuneration and under the direction of professional staff within a school or school district.

(14) **SECONDARY SCHOOL.**—The term "secondary school" has the same meaning given that term in section 1471(21) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2891(21)).

(15) **SECRETARY.**—The term "Secretary" means the Secretary of Education.

(16) **SERVICE OPPORTUNITY.**—The term "service opportunity" means a program or project enabling students or out-of-school youth to perform meaningful and constructive service in agencies, institutions, and situations where the application of human talent and dedication may help to meet human, educational, and environmental community needs, especially those relating to poverty.

(17) **STATE.**—The term "State" means a State, the Commonwealth of Puerto Rico, Guam, the District of Columbia, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, the Republic of the Marshall Islands, the Federated States of Micronesia, or Palau.

(18) **STATE AGENCY FOR HIGHER EDUCATION.**—The term "State agency for higher education" means the State board of higher education or other agency or officer primarily responsible for the State supervision of higher education, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law.

(19) **STATE EDUCATIONAL AGENCY.**—The term "State educational agency" has the same meaning given that term in section 1471(23) of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2891(23)).

(20) **STUDENT.**—The term "student" means an individual who is enrolled full-time or part-time in an elementary or secondary school or institution of higher education.

(21) **STUDENT COMMUNITY SERVICE PROGRAM.**—The term "student community service program" means a program in which students or out-of-school youths are offered service opportunities in the community or an educational institution.

SEC. 104. ALLOCATION OF FUNDS.

(a) GRANTS TO STATES.—

(1) **IN GENERAL.**—The Secretary shall use 85 percent of the funds appropriated under section 111 to make grants to States that have submitted applications under section 105.

(2) CONSIDERATIONS IN AWARDING GRANTS.—

(A) **IN GENERAL.**—In awarding grants to States, the Secretary shall consider the number of students enrolled in elementary and secondary schools in the State, the quality of the proposal, and evidence of State commitment to the program.

(B) **GRANT FORMULA.**—If more than \$50,000,000 is appropriated for this part, then the Secretary shall allocate 85 percent of the funds appropriated under section 110 according to the chapter 1 basic grant formula described in section 1005 of chapter 1 of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2711) to States that have applications approved under section 105.

(b) **REMAINDER.**—The Secretary shall use the remaining 15 percent of the funds appropriated under section 111 for program support, evaluation, training, technical assistance, and activities described in section 109.

(c) **LOCALITY APPLICATION.**—If a State does not apply for assistance under this part or if a State does not have an application approved under section 105, the Secretary, may make grants directly to local applicants. The Secretary shall apply the criteria described in section 106 in evaluating such local applications.

SEC. 105. STATE APPLICATION.

Each State desiring to receive a grant under this part shall, through the State educational agency, submit an application to the Secretary at such time and in such manner as the Secretary may reasonably require. Each of such applications shall describe how—

(1) local applications will be ranked according to criteria described in section 106;

(2) service programs in the State will be coordinated;

(3) cooperative efforts among education institutions, local government agencies, community-based agencies, businesses, and State agencies to provide service opportunities, including those that involve the participation of urban, suburban, and rural youth working together will be encouraged;

- (4) economically and educationally disadvantaged students, including individuals with handicapping conditions, are awarded service opportunities;
- (5) programs funded under this part will serve urban and rural areas and any tribal areas that exist in such State;
- (7) technical assistance and training will be provided to service programs in the State;
- (8) non-Federal funds will be used to expand service opportunities for students and out-of-school youth; and
- (9) dissemination of information and outreach will be used to ensure involvement of a broad range of organizations, particularly community-based organizations.
- SEC. 102. LOCAL APPLICATION.
- (a) APPLICATION REQUIREMENT.—
- (1) PATTERN.—
- (A) IN GENERAL.—Any education institution, local government agency, community-based agency or consortium thereof desiring to receive a grant under this part shall form a partnership consisting of 1 or more education institutions and 1 or more local government or community-based agencies.
- (B) EXERCISE.—The provisions of subparagraph (A) shall not apply if the applicant is (A) an education institution that plans to provide service opportunities solely within an education institution; or (B) an education institution that has formed a partnership with 1 or more private businesses to conduct an educational partnership program.
- (2) CONTENT OR APPLICATION.—Applicants shall apply to the State educational agency at such time and in such manner as the State educational agency may reasonably require. Each such application shall—
- (A) contain a written agreement between the institution with which participants or school volunteers are affiliated and 1 or more representatives of the community or education where service opportunities will be provided stating that the program was jointly developed by the parties and that the program will be jointly executed by the parties;
- (B) specify the membership and role of an advisory committee consisting of representatives of community agencies, service recipients, youth serving agencies, students, parents, teachers, administrators, school board members, labor, and business;
- (C) describe the goals of the program, including goals that are quantifiable, measurable, and demonstrable benefit to the participants or school volunteers and the community;
- (D) set forth the service opportunities to be provided;
- (E) describe how the participants or school volunteers will be recruited, including any special efforts to recruit out-of-school youth with the assistance of community-based agencies;
- (F) describe how participants or school volunteers were or will be involved in the design and operation of the program;
- (G) state the name, if available, qualifications, and responsibilities of the coordinators of any program awarded under this part;
- (H) describe the service and inservice training to be provided to supervisors and participants or school volunteers;
- (I) describe the means by which exemplary service will be recognized; and
- (J) describe potential resources that will permit continuation of the program, if needed, upon the conclusion of Federal funding; and
- (K) contain assurances that, before a placement of a participant or school volunteer is made, the program will consult with any local labor organization representing employees in the area who are engaged in the same or similar work as that proposed to be carried out by such program.
- (3) STUDENT COMMUNITY SERVICE PROGRAM.—If the applicant plans to operate a student community service program, in addition to the above information, each applicant shall—
- (A) describe an age-appropriate learning component for participants that includes, but is not limited to, a chance for participants to reflect on service experiences and expected learning outcomes;
- (B) describe whether or not the participants will receive academic credit for participation;
- (C) set forth the largest number of students and out-of-school youth who will participate in the program assisted under this part and the largest

- numbers of hours of service such participants will provide individually and as a group;
- (D) describe the proportion of expected participants who are educationally or economically disadvantaged, including participants with handicapping conditions;
- (E) describe the ages or grade levels of expected participants;
- (F) include other relevant demographic information about expected participants; and
- (G) provide assurances that participants will be provided with information on VISTA, the Peace Corps (as established by the Peace Corps Act (22 U.S.C. 2501 et seq.)), chapter 30 of title 38, United States Code, chapter 106 of title 10, United States Code, full-time Youth Service Corps and National Service Demonstration programs funded under this Act, and other service options and their benefits, such as student loan deferment and forgiveness.
- (b) APPROVAL.—
- (1) STUDENT COMMUNITY SERVICE PROGRAMS.—In the case of student community service programs, the State educational agency shall approve only local applications describing programs that provide—
- (A) an age-appropriate learning component for participants to reflect on service experiences;
- (B) preservice and inservice training for both supervisors and participants involving representatives of the community where service opportunities will be provided; and
- (C) evidence that participants will make a sustained commitment to the service project.
- (2) SCHOOL VOLUNTEER AND PARTNERSHIP PROGRAMS.—In the case of school volunteer and partnership programs, the State educational agency shall only approve local applications describing programs that provide—
- (A) preservice and inservice training for both supervisors and school volunteers;
- (B) opportunities for school volunteers to work with at-risk children or their teachers;
- (C) IN GENERAL.—In providing assistance pursuant to this part, the State educational agency shall give priority to applications describing—
- (A) programs which involve participants in the design and operation of the program;
- (B) programs in greatest need of assistance, such as programs targeting low-income areas;
- (C) programs which involve individuals of different ages, races, sexes, ethnic groups, and economic backgrounds serving together; and
- (D) in the case of applicants that are educational institutions, programs that are integrated into the academic program.
- (3) SCHOOL VOLUNTEER AND PARTNERSHIP PROGRAMS.—In the case of a school volunteer and partnership program, the State educational agency shall give priority to applications describing programs—
- (A) involving older Americans as school volunteers;
- (B) involving a partnership between an educational institution and a private business in the community; or
- (C) which focus on drug and alcohol abuse prevention, school drop-out prevention, or nutrition and health education.
- (4) EVALUATION.—Grants to local applicants under this part may be for up to a 3-year period and are renewable for a second period of up to 3 years to expand or improve an existing program or to initiate a new program.
- SEC. 103. FEDERAL SHARE.—
- (1) REQUESTS FOR STATES.—Funds provided pursuant to this part shall not be used by a State to pay more than 75 percent of the costs of programs assisted under this title.
- (2) REQUESTS FOR LOCAL APPLICANTS.—
- (A) LIMITATION ON FUNDS.—Funds provided pursuant to this part may not be used by a local applicant to pay more than—
- (i) 80 percent of the costs of programs assisted under this title for the first year in which the applicant receives funds under this part;

(ii) 70 percent of the costs of programs assisted under this title for the second year in which the applicant receives funds under this part; (iii) 60 percent of the costs of programs assisted under this title for the third year in which the applicant receives funds under this part; and (iv) 50 percent of the costs of programs assisted under this title for the fourth and each succeeding year in which the applicant receives funds under this part.

(B) PAYMENT BY LOCAL APPLICANT.—

(i) NON-FEDERAL SOURCES.—The portion of the costs of programs assisted under this part that are to be paid by a local applicant from sources other than Federal funds may be paid in cash or in kind, fairly evaluated.

(ii) PRIVATE PROGRAMMING ORGANIZATIONS.—If the portion of the costs of programs assisted under this part to be paid by a local applicant from sources other than Federal funds are paid by private profit-making organizations then subsection (a) shall be applied by substituting—

(i) "85 percent" for "80 percent",

(ii) "75 percent" for "70 percent", and

(iii) "65 percent" for "60 percent".

SEC. 164. USE OF FUNDS.

(1) ADMINISTRATION.—States shall use no more than 20 percent of funds allocated under section 104 for the costs of administration, including training, technical assistance, curriculum development, and coordination activities.

(2) SCHOOL VOLUNTEERS AND PARTNERSHIP PROGRAMS.—States shall use no more than 10 percent of funds allocated under section 104 for school volunteer and partnership programs.

(b) LOCAL APPLICANTS.—Local applicants may use funds provided under this part for supervision of participants, program administration, training, reasonable transportation costs, insurance, and other reasonable expenses.

(c) STIPENDS.—Funds provided under this part shall not be used to pay any stipend, allowance, or other financial support to any participant except reimbursement for transportation, meals, and other reasonable out-of-pocket expenses incident to participation in a program assisted under this part.

SEC. 165. FEDERAL ACTIVITIES.

(a) CLEARINGHOUSES.—

(1) IN GENERAL.—The Secretary, in consultation with the National Service Board authorized under title IV of this Act, is authorized to fund one or more national or regional clearinghouses on service.

(2) PUBLIC AND PRIVATE NONPROFIT AGENCIES.—Public and private nonprofit agencies with extensive experience in student community service and school volunteer and partnership programs shall be eligible to receive funds under paragraph (1) of this subsection.

(3) FUNDING.—National and regional clearinghouses funded under paragraph (1) shall provide information, curriculum materials, technical assistance, and training to States and local entities eligible to receive funds under this part.

(b) GRANTS.—

(1) IN GENERAL.—The Secretary, in consultation with the Board of Directors for the Corporation for National Service as established under section 403, is authorized to make grants to fund national model youth service programs.

(2) ELIGIBILITY.—States, educational institutions, local government agencies, community-based agencies, or consortia of the above organizations shall be eligible to receive grants under paragraph (1) of this subsection.

(3) DISSEMINATION OF INFORMATION.—The Secretary shall widely disseminate information about national model youth service programs funded under paragraph (1) of this subsection.

(c) INNOVATIVE CURRICULUM MATERIALS.—The Secretary is authorized to make grants for the development of innovative curriculum materials for use in student community service and school volunteer partnership programs.

SEC. 116. EVALUATION.

(a) EVALUATION.—The Secretary shall provide, through grants or contracts, for the continuing evaluation of programs assisted under this part, including evaluations

that measure and evaluate the impact of programs authorized by this part, in order to determine program effectiveness in achieving stated goals in general and in relation to cost, the impact on related programs, and the structure and mechanisms for delivery. Such evaluations shall include, where appropriate, comparisons with appropriate control groups composed of individuals who have not participated in such programs. Evaluations shall be conducted by individuals not directly involved in the administration of the program evaluated.

(b) STANDARDS.—The Secretary shall develop and publish general standards for evaluation of program effectiveness in achieving the objectives of this part.

(c) INPUT.—In carrying out evaluations under this part, the Secretary shall include the opinions of program participants and members of the communities where services are delivered concerning the strengths and weaknesses of such programs.

(d) PUBLICATION.—The Secretary shall publish summaries of the results of evaluations of program impact and effectiveness no later than 60 days after the completion of such evaluation.

(e) OWNERSHIP OR PROPERTY.—All studies, evaluations, proposals, and data produced or developed with assistance under this part shall become the property of the United States.

SEC. 115. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this part, \$65,000,000 for fiscal year 1991, and such sums as may be necessary for each of the 4 succeeding years.

PART B—HIGHER EDUCATION

SEC. 111. INNOVATIVE PROJECTS FOR COMMUNITY SERVICE.

Part C of Title X of the Higher Education Act of 1965 (20 U.S.C. 1135e et seq.) is amended to read as follows:

"PART C—INNOVATIVE PROJECTS FOR COMMUNITY SERVICE

"STATEMENT OF PURPOSE

"SEC. 1061. It is the purpose of this part to support innovative projects to determine the feasibility of encouraging student participation in community service activities before, during, or after the completion of such student's higher education.

"INNOVATIVE PROJECTS FOR COMMUNITY SERVICE

"SEC. 1062. (a) GENERAL AUTHORITY.—The Secretary is authorized, in accordance with the provisions of this part, to make grants to, and contracts with, institutions of higher education (including combinations of such institutions) and other public agencies and nonprofit organizations working in partnership with institutions of higher education, for purposes including, but not limited to—

(1) encouraging students to participate in community service activities that will engender a sense of social responsibility and commitment to the community;

(2) creating opportunities for students to engage in community service activities in exchange for financial assistance that reduces the debt acquired by students in the course of completing postsecondary education;

(3) encouraging student-initiated and student-designed community service projects; and

(4) encouraging the integration of community service into academic curriculum.

"ADMINISTRATIVE PROVISIONS

"SEC. 1063. (a) APPLICATION.—No grant may be made, and no contract may be entered into, under section 1062 unless an application is made to the Director of the Fund for Improvement of Postsecondary Education (hereinafter referred to as the "Director") at such time, in such manner, and contained or accompanied by such information as the Director may reasonably require.

(b) CONSISTENCY WITH THE PROVISIONS OF SECTION 1003(c).—The National Board of the Fund for the Improvement of Postsecondary Education shall advise the Director on programs, priorities, and the selection of projects developed under the authority of section 1062.

"(c) TECHNICAL EMPLOYEES.—(1) The Secretary may appoint, for terms not to exceed 3 years, without regard to the provisions of title 5 of the United States Code governing appointments in the competitive service, technical employees to administer this title who may be paid without regard to the provisions of chapter 51, and Schedule pay rates.

"(2) The Secretary may appoint no more than 1 technical employee for each \$2,000,000 appropriated under section 1064.

"(3) The provisions of section 1004(b) shall apply to grants made under section 1062.

"(e) Nothing in this part shall be construed as requiring an institution of higher education to offer academic credit as a requirement of receiving assistance under this part.

"Sec. 1064. There are authorized to be appropriated to carry out this part \$35,000,000 for fiscal year 1991, and such sums as may be necessary for each of the 4 succeeding years."

"AUTORIZATION OF APPROPRIATIONS"

PART C—STATE STUDENT INCENTIVE GRANT AND WORK STUDY PROGRAMS

SEC. 101. ADDITIONAL RESERVATION FOR CAMPUS-BASED COMMUNITY WORK LEARNING STUDY JOBS.

Section 4153(a) of the Higher Education Act of 1965 (20 U.S.C. 1070c-1(a)) is amended by inserting the following new paragraph at the end thereof:

"(3)(A) In the event the appropriation for this subpart exceeds \$15,000,000, the Secretary shall, notwithstanding the provisions of section 4153(b)(3)(A), allot 50 percent of such excess to the States for the purpose described in section 4153(b)(3)(B).

"(B) The Secretary shall make the allotment required under subparagraph (A) on the basis of the number of students participating in campus-based community work learning study jobs assisted under this subpart in each State as compared to the total number of students participating in such jobs in all States.

SEC. 102. WORK STUDY PROGRAMS.

(a) WORK STUDY PROGRAMS.—Section 443(b)(5) of the Higher Education Act of 1965 (42 U.S.C. 2753(b)(5)) is amended by striking "and 70 percent for academic year 1990-1991" and inserting "70 percent for academic year 1990-1991 and 1991-1992, and 60 percent for academic year 1992-1993".

(b) COMMUNITY SERVICE LEARNING PROGRAMS.—Section 443(b)(5)(B) of the Act is amended by striking "90" and inserting "100".

PART D—PUBLICATION

SEC. 103. INFORMATION FOR STUDENTS.

(a) Section 454(a)(1) of the Higher Education Act of 1965 (20 U.S.C. 1092a(k)(1)) (hereafter in this part referred to as the "Act") is amended—

(1) by striking out "and" at the end of subparagraph (d);

(2) by striking out the period at the end of subparagraph (k); and inserting in lieu thereof a semicolon and the word "and";

(3) by adding at the end thereof the following:

"(L) the terms and conditions under which students receiving guaranteed student loans under part B of this title or direct student loans under part B of this title, or both, may—

"(i) obtain deferral of the repayment of the principal and interest for service under the Peace Corps Act (as established by the Peace Corps Act (22 U.S.C. 2501 et seq.) or under the Domestic Volunteer Service Act of 1973 (42 U.S.C. 4951 et seq.) or for comparable full-time service as a volunteer for a tax-exempt organization of demonstrated effectiveness, and

"(ii) obtain partial cancellation of the student loan for service under the Peace Corps Act (as established by the Peace Corps Act (22 U.S.C. 2501 et seq.) or under the Domestic Volunteer Service Act of 1973 (42 U.S.C. 4951 et seq.) or for comparable full-time service as a volunteer for a tax-exempt organization of demonstrated effectiveness."

PART E—DIRECT LOANS TO STUDENTS IN INSTITUTIONS OF HIGHER EDUCATION

SEC. 104. LOAN CANCELLATION AUTHORIZED.

(a) Section 465(a)(2) of the Higher Education Act of 1965 (20 U.S.C. 1087e(a)(2)) (hereafter in this part referred to as the "Act") is amended—

(1) by striking out "or" at the end of clause (D);

(2) by striking out the period at the end of clause (E); and inserting in lieu thereof a semicolon and the word "or"; and

(3) by adding at the end thereof the following new clause:

"(F) as a full-time volunteer in service comparable to service referred to in subparagraph (E) for an organization under section 501(c)(3) of the Internal Revenue Code 1986."

(b) Section 465(a)(3)(A) of the Act (20 U.S.C. 1087e(a)(3)(A)) is amended—

(1) by striking out "or" at the end of clause (iv) and inserting in lieu thereof a semicolon and the word "or"; and

(2) by striking out the period at the end of clause (v) and inserting in lieu thereof a semicolon and the word "or"; and

(3) by adding at the end thereof the following new clause:

"(vi) in the case of service described in subparagraph (F) of paragraph (2) at the rate of 15 percent for the first or second year of such service and 20 percent of the third or fourth year of such service."

SEC. 105. DATA ON DEFERMENTS AND CANCELLATIONS.

Section 465(b) of the Act (20 U.S.C. 1092(b)) is amended—

(1) by striking "and" at the end of paragraph (3);

(2) by striking the period at the end of paragraph (4); and inserting in lieu thereof a semicolon and "and"; and

(3) by adding the following new paragraph after paragraph (4):

"(5) the exact amount of loans partially canceled or in deferment for service under the Peace Corps Act (22 U.S.C. 2501 et seq.) or for comparable full-time service as a volunteer for a tax-exempt organization of demonstrated effectiveness."

SEC. 106. DATA ON DEFERMENTS AND CANCELLATIONS.

Section 465(b) of the Act (20 U.S.C. 1092(b)) is amended by inserting the following before the last full sentence: "The Secretary shall provide information on the specific terms and conditions under which students may obtain partial cancellation or defer repayment of loans for service under the Peace Corps Act of 1973 (42 U.S.C. 4951 et seq.) or for comparable full-time service as a volunteer with which a tax-exempt organization of demonstrated effectiveness, shall indicate (in terms of the Federal minimum wage) the maximum level of compensation and allowances which a student borrower may receive from a tax-exempt organization to qualify for a deferral, and shall explicitly state that students may qualify for such partial cancellation or deferment."

SEC. 107. DEPARTMENT INFORMATION ON DEFERMENTS AND CANCELLATIONS.

Section 465(b) of the Act (20 U.S.C. 1092(b)) is amended by inserting the following before the last full sentence: "The Secretary shall provide information on the specific terms and conditions under which students may obtain partial cancellation or defer repayment of loans for service under the Peace Corps Act of 1973 (42 U.S.C. 4951 et seq.) or for comparable full-time service as a volunteer with which a tax-exempt organization of demonstrated effectiveness, shall indicate (in terms of the Federal minimum wage) the maximum level of compensation and allowances which a student borrower may receive from a tax-exempt organization to qualify for a deferral, and shall explicitly state that students may qualify for such partial cancellation or deferment."

SEC. 108. EXT COORDINATING FOR BORROWERS.

Section 465(b) of the Act (20 U.S.C. 1092(b)) is amended—

(1) by striking "and" at the end of paragraph (1);

(2) by striking the period at the end of paragraph (2) and inserting in lieu thereof a semicolon and "and"; and

(3) by adding the following new paragraph after paragraph (2):

"(3) the terms and conditions under which the student may obtain partial cancellation or defer repayment of the principal and interest for service under the Peace Corps Act (22 U.S.C. 2501 et seq.) or for comparable full-time service as a volunteer for a tax-exempt organization of demonstrated effectiveness."

(b) Section 467(a)(7) of the Act (20 U.S.C. 1094(a)(7)) is amended by inserting before the period a comma and the following: "particularly the requirements of subsection (a)(1)(L) of such section."

made to cover the costs of instruction for periods of enrollment beginning on or after 30 days after the date of enactment of this part to individuals who are new borrowers on that date.

PART F—LOAN FORGIVENESS

SEC. 161. LOAN FORGIVENESS.

(c) Student Volunteers.—Section 427(a)(2)(B)(ii) of the Higher Education Act of 1965 (20 U.S.C. 1077a(2)(B)(ii)) (hereafter in this Act referred to as the "Act") is amended by inserting after "that" a comma and the following: "subject to the provisions of subparagraph (H)."

(2) Section 47(a)(2) of the Act (20 USC 1077a(k)(2)) is amended by—

- (A) striking out “and” at the end of subparagraph (c);
- (B) redesignating subparagraph (ff) as subparagraph (j), and
- (C) redesigning after subparagraph (f) the following new subparagraph (ff):

(H) providing (subject to section 489(d)) in the case of any student borrower who, prior to the beginning of the repayment period, agrees in writing to volunteer under the Peace Corps Act (22 USC 2501 et seq.) or under the Domestic Volunteer Service Act of 1973 (42 USC 4651 et seq.), or for comparable purposes, by the payment to the United States of the percent of the net administrative effort of loans received for such purpose.

(b)(1) Section 4286b(1)(D) of the Act (26 U.S.C. 1078b(1)(D)) is amended by inserting "(2) Section 4286b(1) of the Act (26 U.S.C. 1078b(1)) is amended by—

(c) Section 432 of the Act (42 U.S.C. 1082) is amended by adding at the end thereof the following new subsection:

(v) PARENTAL CANCELLATION AUTHORITY.—The Secretary shall enter into an agreement with the parent or legal guardian of a minor borrower described in section 4276a(2)(H) or 4280b(XIV) of the U.S.C. 2501 (et seq.) or under the Domestic Volunteer Service Act of 1973 (42 U.S.C. 4951 (et seq.) or for comparable full-time service as a volunteer with a tax-exempt organization of demonstrated effectiveness.

(2) The agreement under paragraph (1) shall contain provisions designed to assure that—

(A) The Secretary will assume the obligation of paying the percent of any loan made, insured, or guaranteed under this part pursuant to the schedule provided in paragraph (5) and

(B) the student borrower who fails to volunteer for service in accordance with the agreement will assume the obligation of paying the amount of any such loan attributable to the period for which the student borrower failed to comply with the agreement

(3) The Secretary shall in each fiscal year pay to the holder of each loan for which the Secretary assumes responsibility under this subsection the amount specified in paragraph (6)

(4) The Secretary shall waive or suspend any obligation of service or payment of any, or any part of the loan to which the United States is entitled under paragraph (A) whenever the Secretary determines that compliance by an individual with the agreement is impossible or would involve extreme hardship to the individual.

(5)(A) The percent of a loan that shall be paid by the United States under paragraph (2)(A) of this subsection is 15 percent for the first or second year of service and 20 percent for the third or fourth year of service described in paragraph (1).

SEC. 101. SHORT TITLE.
This title may be cited as the "American Conservation and Youth Service Corps Act of 1989".

SEC. 102. DEFINITIONS.
As used in this title—

TITLE II--YOUTH SERVICE CORPS

The amendments made by section 161 of this part shall apply only to loans made to cover the costs of instruction for periods of enrollment beginning on or after 30 days after the date of enactment of this Act to individuals who are new borrowers on that date.

(C) A local applicant administering a program funded under this title

(1) The term, "project," means an activity that results in a specific identifiable service or product that otherwise would not be done with existing funds, and that does not duplicate the routine services or functions of the employer to whom participants are assigned.

(2) The term, "public lands" means any lands or waters (or interest therein) owned or administered by the United States or by an agency or instrumentality of a State or local government.

(3) The term, "State," means each of the several States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, the Republic of the Marshall Islands, or Palau.

(4) The term, "summer program" means a program authorized under this title that is limited to the months of June, July, and August.

(5) The term, "youth service corps program"—The term "youth service corps program" means a program, such as a conservation corps or human services corps program, means a program, such as a conservation corps or human services corps

that offers full-time, productive work (to be financed through stipends) with training, and support services.

(a) IN GENERAL.—The Board is authorized, in accordance with this title, to provide a grant to a State or local applicant to create or expand full-time or summer youth service corps programs.

(b) TERM OF GRANT.—The term of such grant shall be for a period not greater than three years.

(c) RENEWING GRANT.—The Board may renew such grant for an additional three-year term.

SEC. 341. ALLOCATION OF FUNDS.

(a) COMPETITIVE GRANT.—The Board may make competitive grants to States that have submitted applications under section 205.

(b) DIRECT GRANT.—

(1) IN GENERAL.—If a State does not apply for assistance under this title, the Board may make a grant directly to a local applicant in such State.

(2) EVALUATION.—The Board shall apply the criteria described in section 205 in evaluating such local applicant.

(c) LIMITATION.—

(1) CAPTAIN EQUIPMENT.—Not more than 10 percent of the amount of funds made available to a program agency under section 219 may be used for the purchase of major capital equipment.

(2) ADMINISTRATIVE EXPENSES.—Not more than 15 percent of the amount of funds made available to a program agency under section 219 may be used for administrative expenses.

(3) SUMMER PROGRAMS.—Not more than 10 percent of the amount of funds made available to a State under section 219 may be used for summer Youth Service Corps programs.

SEC. 342. STATE APPLICATION.

(a) SUBMISSION OF APPLICATION.—In order to receive a grant under section 219, a State shall submit an application to the Board at such time and in such manner as the Board may reasonably require.

(b) COMMENT OR APPLICATION FOR A STATE.—In such application, the State shall describe—

(1) any Youth Service Corps program proposed to be conducted directly by such State with funds provided under section 219; and

(2) any grant program to entities within such State proposed to be conducted by such State with funds provided under section 219.

(c) COMMENT OR APPLICATION FOR A STATE OR LOCAL APPLICANT.—In order to receive funds under section 219 to directly conduct a Youth Service Corps program pursuant to section 204 (a) or (b), each applicant shall include in the application for such funds—

(1) a comprehensive description of the objectives and performance goals for the program, a plan for managing and funding the program, and a description of the types of projects to be carried out, including a description of the types and duration of training and work experience to be provided by such program;

(2) a plan for certification of the training skills acquired by participants and award of academic credit to participants for competencies developed from training programs or work experience obtained under this title;

(3) an estimate of the number of participants and crew leaders necessary for the proposed projects, the length of time that the services of such participants and crew leaders will be required, the support services that will be required for such participants and crew leaders, and a plan for recruiting such participants, including educationally and economically disadvantaged youth and youth who have recently left foster care;

(4) a list of requirements to be imposed on such sponsoring organization of an individual serving in a program or project under this title, including a requirement that a sponsoring organization that invests in a project under this title by making a cash contribution or by providing free training of an individual participating in such program or project shall be given preference over a sponsor- ing organization that does not make such an investment;

(5) a description of the manner of appointment of sufficient supervisory staff (including participants who have displayed exceptional leadership qualities).

who shall in turn provide for other central elements of a youth corps, such as crew structures and a youth development component;

(6) a description of a plan to ensure the on-site presence of knowledgeable and competent supervision at program facilities;

(7) a description of the facilities, quarters, and board (in the case of residential facilities), limited and emergency medical care, transportation from administrative facilities to work sites, and other appropriate services, supplies, and equipment that will be provided by such applicant;

(8) a description of basic standards of work requirements, health, nutrition, sanitation, and safety, and the manner that such standards shall be enforced; homes of such participants as is reasonable and practicable;

(9) a description of the plan to assign participants to facilities as near to the made, the program agency will consult with any local labor organization representing employees in the area who are engaged in the same or similar work as that proposed to be carried out by such program; and

(10) such other information as the Board may prescribe.

(d) GRANT PROGRAM.—Each State desiring to receive funds under this title to conduct a grant program pursuant to subsection (b)(2) shall describe in its application how—

(1) local applicants will be evaluated;

(2) service programs in the State will be coordinated;

(3) economically and educationally disadvantaged youth, including youth who have left foster care, will be recruited;

(4) programs will be evaluated;

(5) the State will encourage cooperation among programs and the appropriate State job training coordinating council established under the Job Training and Partnership Act (29 U.S.C. 1501 et seq.);

(6) such State will certify the training skills acquired by each participant and the credit to each participant for competencies developed from training programs or work experience obtained under this title; and

(7) before any placement of a volunteer under this Act is made, the State will ensure that program agencies in the area who are engaged in the same or similar work as the work that is proposed to be carried out by such program.

SEC. 343. FOCUS OF PROGRAMS.

(a) IN GENERAL.—Programs funded under this title may carry out projects that—

(1) in the case of conservation corps programs, focus on—

(A) conservation, rehabilitation, and improvement of wildlife habitat, rangelands, parks, and recreational areas;

(B) urban revitalization, and historical and cultural site preservation;

(C) fish culture, habitat maintenance and improvement, and other fishery assistance;

(D) erosion, flood, drought, and storm damage assistance and control;

(E) reclamation and improvement of strip-mined land; and

(F) forestry, nursery, and cultural operations; or

(2) in the case of human services corps programs, include service in—

(A) State, local, and regional governmental agencies;

(B) nursing homes, hospices, senior centers, hospitals, local libraries, parks, recreational facilities, day care centers, programs serving individuals with handicapped conditions, and schools;

(C) law enforcement agencies, and penal and probation systems;

(D) private nonprofit organizations that primarily focus on social service; (E) activities that focus on the rehabilitation or improvement of public facilities, neighborhood improvements, literacy training that benefits educationally disadvantaged individuals, weatherization of and basic repairs to low-income housing, energy conservation (including solar energy technology), removal of architectural barriers to access by handicapped individuals;

(3) a comprehensive description of the objectives and performance goals for the program, a plan for managing and funding the program, and a description of the types of projects to be carried out, including a description of the types and duration of training and work experience to be provided by such program;

(4) a plan for certification of the training skills acquired by participants and award of academic credit to participants for competencies developed from training programs or work experience obtained under this title;

(5) an estimate of the number of participants and crew leaders necessary for the proposed projects, the length of time that the services of such participants and crew leaders will be required, the support services that will be required for such participants and crew leaders, and a plan for recruiting such participants, including educationally and economically disadvantaged youth and youth who have recently left foster care;

(6) a list of requirements to be imposed on such sponsoring organization of an individual serving in a program or project under this title, including a requirement that a sponsoring organization that invests in a project under this title by making a cash contribution or by providing free training of an individual participating in such program or project shall be given preference over a sponsor- ing organization that does not make such an investment;

(7) a description of the manner of appointment of sufficient supervisory staff (including participants who have displayed exceptional leadership qualities).

uals to public facilities, and conservation, maintenance, or restoration of natural resources on publicly held lands; and

(F) any other nonpartisan civic activities and services that the Board determines to be of a substantial social benefit in meeting unmet human, educational, or environmental needs (particularly needs related to poverty) or in the community where volunteer service is to be performed.

(b) **INELIGIBLE SERVICE CATEGORIES.**—In order to be eligible to receive assistance under this title, the service projects referred to in subsection (a) shall not be conducted by any—

- (1) business organized for profit;
- (2) labor union;
- (3) partisan political organization;
- (4) organization engaged in religious activities, unless such project does not involve any religious functions; or
- (5) domestic or personal service company or organization.

(c) **LIMITATION ON SERVICE.**—No participant shall perform services in any project for more than a 1-year period.

SEC. 207. RELATED PROGRAMS

An activity administered under the authority of the Secretary of Health and Human Services, that is operated for the same purpose as a program eligible to be carried out under this title, is encouraged to use services available under this title.

SEC. 208. PUBLIC LANDS OR INDIAN LANDS

(a) **LIMITATION.**—The Board shall only fund programs that involve projects on public lands or Indian lands or that provide a public benefit.

(b) **REVIEW OR APPLICATION.**—The Board shall consult with the Department of the Interior in reviewing applications proposing programs or projects on public lands or Indian lands.

(c) **CONSISTENCY.**—A project carried out under this title for conservation, rehabilitation, or improvement of any public lands or Indian lands shall be consistent with—

- (1) the provisions of law and policies relating to the management and administration of such lands, and all other applicable provisions of law; and
- (2) all management, operational, and other plans and documents that govern the administration of such lands.

(d) **RESERVATION OF FUNDS.**—The Board shall reserve not more than 5 percent of funds appropriated under section 219 for Federal disaster relief programs.

SEC. 209. TRAINING AND EDUCATION SERVICES

(a) **ASSESSMENT OF SKILLS.**—Each program agency shall assess the educational level of participants at the time of entrance into the program, using any available records or simplified assessment means or methodology.

(b) **ENHANCEMENT OF SKILLS.**—Each program agency shall, through programs and projects administered under this title, enhance the educational skills of participants in the program.

(c) **PROVISION OF IN-SERVICE TRAINING AND EDUCATION.**—

(1) **REQUIREMENT.**—A program agency shall use not less than 10 percent of the funds made available to such agency to provide in-service training and educational materials and services for participants and individuals serving in a project.

(2) **AGREEMENTS FOR ACADEMIC STUDY.**—A program agency that is receiving assistance under this Act may enter into arrangements with academic institutions or education providers, including—

- (A) local education agencies;
- (B) community colleges;
- (C) 4-year colleges;
- (D) area vocational-technical schools; and
- (E) community based organizations.

for academic study by a participant in order for such participant or individual to upgrade literacy skills, to obtain a high school diploma or the equivalent of such diploma, to obtain a college degree, or to enhance employable skills.

(3) **COUNSELING.**—Career and educational guidance and counseling shall be provided to a participant during a period of in-service training as described in this subsection.

(4) **PRIORITY FOR PARTICIPANTS WITHOUT HIGH SCHOOL DIPLOMAS.**—A participant who has not obtained a high school diploma or the equivalent of such diploma shall have priority to receive services under this subsection.

(d) POST-SERVICE EDUCATION AND TRAINING ASSISTANCE.

(1) **USE OF FUNDS.**—A program or project receiving funds under section 219 shall use not less than 10 percent of such funds to meet the requirements of section 215 for post-service education and training assistance.

(2) **ACTIVITIES.**—The activities conducted under this section may include activities available to an eligible participant under in-service education and training assistance programs, career and vocational counseling, assistance in entering a program under the Job Training Partnership Act (29 U.S.C. 1801 et seq.), and assistance for other activities considered appropriate for such participant by the appropriate program agency and the Board.

(e) STANDARDS AND PROCEDURES.

(1) **CONSISTENCY WITH STATE AND LOCAL REQUIREMENTS.**—Appropriate State and local officials shall certify that standards and procedures with respect to the awarding of academic credit and the certification of educational attainment in programs conducted under subsection (c) are consistent with the requirements of applicable State and local law and regulations.

(2) **ACADEMIC STANDARDS.**—Such standards and procedures shall specify that an individual serving in a program or project under this title—

- (A) who is not a high school graduate shall participate in an educational curriculum so that such individual can earn a high school diploma or the equivalent of such diploma; and
- (B) may arrange to receive academic credit in recognition of the education and skills obtained from service satisfactorily completed.

SEC. 210. AMOUNT OF AWARD.

In determining the amount of funds to be awarded to an applicant under this title, the Board shall consider—

- (1) the proportion of the unemployed youth population of the area to be served; and
- (2) the type of project or service proposed to be carried out with funds appropriated under this title.

SEC. 211. MATCHING REQUIREMENT.

(a) **FEDERAL SHARE.**—The Federal share of the cost of programs assisted under this title shall not exceed 75 percent.

(b) **STATE OR LOCAL APPLICANT.**—The State or local applicant share of the costs of programs assisted under this title shall be at least 25 percent.

SEC. 212. PREFERENCE FOR CERTAIN PROJECTS.

In the approval of applications for programs and projects submitted under section 205, the Board shall give preference to programs and projects that—

- (1) will provide long-term benefits to the public;
- (2) will instill a work ethic and a sense of public service in the participants;
- (3) will be labor intensive, and involve youth operating in crews;
- (4) can be planned and initiated promptly; and
- (5) will enhance skills development and educational level and opportunities for the participants.

SEC. 213. EFFECT OF ALLOWANCES ON ELIGIBILITY FOR OTHER FEDERAL ASSISTANCE.

Living allowances and benefits received under this title by an economically disadvantaged youth, as defined in section 4(8) of the Job Training Partnership Act (29 U.S.C. 1503(8)), shall be disregarded in determining the eligibility of the family of the youth for, and the amount of, any Federal benefits based on need.

SEC. 214. AGE AND CITIZENSHIP CRITERIA FOR ENROLLMENT.

Enrollment in programs funded under this title shall be limited to individuals who, at the time of enrollment, are—

- (1) not less than 16 years or more than 25 years of age, except that summer programs may include individuals not less than 15 years and not more than 21 years of age at the time of the enrollment of such individuals; and
- (2) citizens or nationals of the United States (including those citizens of the Federated States of Micronesia, the Republic of the Marshall Islands, and Palau) or lawful permanent resident aliens of the United States.

SEC. 215. POST-SERVICE BENEFITS.

(a) **IN GENERAL.**—The program agency shall provide post-service education and training benefits (such as scholarships and grants) for each participant in an amount not less than \$50 per week nor more than \$100 per week.

(b) **EXCLUSION FROM GROSS INCOME.**—For purposes of section 61 of the Internal Revenue Code of 1986, in the case of an individual, gross income shall not include any amount received as assistance under this section.

SEC. 214. LIVING ALLOWANCE.

(a) **IN GENERAL.**—Each participant in a full-time youth service corps program shall receive a living allowance of not less than 100 percent of the poverty line for a single individual (as defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) and not more than 100 percent of the amount such participant would have earned if such participant had been paid at a rate equal to the minimum wage for a 40-hour work week under section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206(a)(1)) during the period of service of such participant.

(b) **HEALTH INSURANCE.**—In addition to the living allowance provided under subsection (a), each participant in a full-time youth service corps shall be provided with health insurance.

(c) **FACILITIES, SERVICES, AND SUPPLIES.**—

(1) **IN GENERAL.**—The program agency may deduct, from amounts determined under subsections (a) and (b), a reasonable portion of the costs of the rates for room and board provided at residential facilities for a participant.

(2) **EVALUATION.**—The program agency shall establish the deductions and rates under paragraph (1) after evaluating of costs of providing such room and board.

(3) **DUTIES OF PROGRAM AGENCY.**—A program agency may provide facilities, quarters, and board and shall provide limited and emergency medical care, health insurance, transportation from administrative facilities to work sites, and other appropriate services, supplies, and equipment to each participant.

(d) **GUIDANCE AND PLACEMENT.**—

(1) **IN GENERAL.**—Each program agency shall provide such job and educational guidance and placement information and assistance for each participant as may be necessary.

(2) **COORDINATION WITH OTHER ENTITIES.**—Such assistance shall be provided in coordination with appropriate State, local, and private agencies and organizations.

SEC. 217. JOINT PROJECTS INVOLVING THE DEPARTMENT OF LABOR.

(a) **DEVELOPMENT.**—The Board may develop, in cooperation with the Secretary of Labor, regulations designed to allow, where appropriate, joint projects in which activities supported by funds authorized under section 219 are coordinated with activities supported by funds authorized under employment and training statutes administered by the Department of Labor (including the Job Training Partnership Act (29 U.S.C. 1501 et seq.)).

(b) **STANDARDS.**—Regulations promulgated under paragraph (1) shall provide standards for approval of joint projects that meet both the purposes of this title and the purposes of such employment and training statutes under which funds are available to support such projects.

SEC. 218. FEDERAL AND STATE EMPLOYEE STATUS.

(a) **IN GENERAL.**—Participants and crew leaders are considered as being responsible to, or the responsibility of, the program agency administering the project on which such participants, crew leaders, and volunteers work.

(b) **NON-FEDERAL EMPLOYER.**—

(1) **IN GENERAL.**—Except as otherwise specifically provided in this subsection, a participant or crew leader in a project that receives assistance under this title shall not be considered a Federal employee and shall not be subject to the provisions of law relating to Federal employment.

(2) **WORK-RELATED INJURY.**—For purposes of subchapter I of chapter 81 of title 5, United States Code, relating to the compensation of Federal employees for work injuries, a participant or crew leader serving in a program that receives assistance under this title shall be considered an employee of the United States within the meaning of the term "employee" as defined in section 8101 of title 5, United States Code, and the provision of that subchapter shall apply, except—

(A) the term "performance of duty", as used in such subchapter, shall not include an act of a participant or crew leader while absent from the assigned post of duty of such participant or crew leader, except while participating in an activity authorized by or under the direction and supervision of a program agency (including an activity while on pass or during travel to or from such post of duty); and

(B) compensation for disability shall not begin to accrue until the day following the date that the employment of the injured participant or crew leader is terminated.

(3) **TORT CLAIMS PROCEDURE.**—For purposes of chapter 171 of title 28, United States Code, relating to tort claims procedure, a participant or crew leader assigned to a Youth Service Corps project shall be considered an employee of the United States within the meaning of the term "employee of the government" as defined in section 2671 of such title.

(4) **ALLOWANCE FOR QUARTERS.**—For purposes of section 5911 of title 5, United States Code, relating to allowances for quarters, a participant or crew leader shall be considered an employee of the United States within the meaning of the term "employee" as defined in paragraph (3) of subsection (a) of that section.

SEC. 219. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to carry out this title \$100,000,000 for fiscal year 1991, and such sums as may be necessary for each of the fiscal years 1992, 1993, 1994, and 1995.

TITLE III—NATIONAL SERVICE DEMONSTRATION PROGRAM

SEC. 301. SHORT TITLE.

This title may be cited as the "National and Community Service Demonstration Act".

SEC. 302. DEFINITIONS.

As used in this title—

(1) **BOARD.**—The term "Board" means the National Service Board authorized under title IV.

(2) **ELIGIBLE ORGANIZATION.**—The term "eligible organization" means a public or private nonprofit organization engaged in meeting human, educational, environmental, or public safety needs.

(3) **INSTITUTION OF HIGHER EDUCATION.**—The term "institution of higher education" has the same meaning given that term in section 1201(a) of the Higher Education Act of 1965 (20 U.S.C. 1141(a)).

(4) **PARTICIPANT.**—The term "participant" means an individual participating in a program under this title.

(5) **PLACEMENT.**—The term "placement" means the matching of a participant or team with a specific project.

(6) **PROGRAM.**—The term "program" means an activity carried out under this title.

(7) **SPECIAL SENIOR SERVICE MEMBER.**—The term "special senior service member" means an individual who is age 60 or over and willing to work full-time or part-time in conjunction with a full-time national service program.

(8) **SPONSORING ORGANIZATION.**—The term "sponsoring organization" means an organization, eligible to receive assistance under this title, that has been selected by a State to provide a placement for a participant.

(9) **STATE.**—The term "State" means a State, the Commonwealth of Puerto Rico, Guam, the District of Columbia, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, the Republic of the Marshall Islands, the Federated States of Micronesia, or Palau.

SEC. 303. GRANTS.

(a) **IN GENERAL.**—Not later than 1 year from the date of enactment of this title, the Board shall, in accordance with the provisions of this title, make grants to States to create full-time and part-time national service demonstration programs.

(b) **TERM OF GRANT.**—The term of such grant shall not extend beyond September 30, 1995.

(c) **CRITERIA FOR RECEIVING APPLICATIONS.**—In awarding such grant to a State, the Board shall consider—

(1) the ability of the proposed program of such State to serve as an effective model for a large-scale national service program;

(2) the quality of the application of such State, including the plan of such State for training, recruitment, placement, and data collection;

(3) the extent that the proposed program builds on existing programs; and

(4) the expediency with which the State proposes to make the program operational;

(d) **PREFERENCES**—The Board shall ensure that programs receiving such a grant are geographically diverse and include programs in both urban and rural States.

(e) **ALTERNATIVE VOUCHER OPTION LIMIT**—The Board shall ensure that no more than 25 percent of States are authorized to exercise the alternative voucher authorized under section 307(d)(3).

(f) **COMPOSITION OF PROGRAMS**—The Board shall ensure that at least 25 percent of programs under section 814 include full-time, part-time and special senior service participants.

(g) **NUMBERS OF STATES**—

(1) **IN GENERAL**—The Board shall ensure that—

(A) no more than five States are authorized to operate full-time programs and no more than five States are authorized to operate part-time programs in fiscal year 1991;

(B) no more than eight States are authorized to operate full-time programs in fiscal year 1992;

(C) no more than 10 States are authorized to operate full-time programs and no more than 10 States are authorized to operate part-time programs in fiscal year 1993; and

(D) no less than 12 States are authorized to operate full-time programs and no more than 35 States are authorized to operate part-time programs in each of the fiscal years 1994 and 1995.

(2) **STRICT PROCLAM**—For purposes of this subsection, a State operating a single national service program with both full-time and part-time options shall be counted as a State operating a full-time program and a State operating a part-time program.

(3) **COOPERATIVE AGREEMENT**—For purposes of this subsection, a State operating a multi-State organization or with sites in more than one State shall be counted as a single State.

(h) **STATE APPLICATION FOR GRANT**—In order to receive a grant under this title, a State shall submit an application to the Board at such time and in such manner as the Board may reasonably require. Each such application shall describe—

(1) the State administrative plan for the program, including such functions, if any, that will be carried out by public and private nonprofit organizations pursuant to a grant or contract;

(2) the method that participants, including economically and educationally disadvantaged youth, college-bound youth, and employed individuals, shall be recruited and selected for a program receiving assistance under section 814;

(3) procedures for training, supervising, and organizing participants in such program;

(4) the geographical areas within such State in which the program would be operated to provide the optimum match between the need for volunteer services and the anticipated supply of volunteers;

(5) the plan for placing such participants in teams or making individual placements in such program;

(6) assurances that, before such placement is made, such State will consult with any local labor organization representing employees in the area who are engaged in the same or similar work as that proposed to be carried out by such program;

(7) assurances that, before such placement is made, such State will consult with employees at the proposed project site who are engaged in the same or similar work as that proposed to be carried out by such program;

(8) the anticipated number of full-time and part-time participants and special senior service members in such program;

(9) a plan for recruiting and selecting sponsoring organizations that will receive participants under this title;

(10) procedures for matching such participants with such sponsoring organizations;

(11) the State budget for the program;

(12) whether the State desires to exercise the voucher alternative option authorized under section 307(d)(3);

(13) a plan for evaluating the program and assurances that such State will fully cooperate with any evaluation undertaken by the Board pursuant to section 414; and

(14) other such information as the Board may reasonably require.

SEC. 306. TYPES OF NATIONAL SERVICE.

(a) **IN GENERAL**—A participant in a program funded under section 814 shall perform national service to meet unmet educational, human, environmental, and public safety needs, especially those needs relating to poverty.

(b) **Types of National Service**—Such national service may include the following types of service—

(1) educational service, such as literacy programs, Head Start (as established under 42 U.S.C. 9831) and other early childhood education programs, tutorial assistance, and service in schools, libraries, and adult education centers;

(2) human service, such as—

(A) service in hospitals, hospices, clinics, community health centers, public health organizations, facilities serving individuals with acquired immune deficiency syndrome, homes for elderly individuals, programs serving individuals with handicapping conditions, and child-care centers; and

(B) service in programs to assist elderly, disabled, poor, and homeless individuals, including programs to build, restore, and maintain housing for poor or homeless individuals and self-help programs;

(3) environmental service, such as service in programs to conserve, recycle, maintain, and restore natural resources in urban and rural environments, to provide recreational opportunities, and to encourage community betterment or beautification;

(4) public safety service, including placement with police, fire departments, courts, and prisons; and

(5) in the case of special senior service members, service to assist a State in administering a program, including mentoring, supervision, and other functions.

SEC. 307. TERMS OF SERVICE.

(a) **LENGTH OF SERVICE**—

(1) **PART-TIME**—An individual volunteering for part-time national service under this Act shall agree to perform community service for at least 5 years but not more than 6 years, at the discretion of such individual.

(2) **FULL-TIME**—An individual volunteering for full-time national service shall agree to perform community service for at least one year but not more than two years, at the discretion of such individual.

(3) **SPECIAL SENIOR SERVICE**—A special senior service participant performing national service shall serve for a period of time as allowed by the Board.

(b) **PARTIAL COMPENSATION OF SERVICE**—If the State releases a participant from compelling a term of service in the program for compelling personal circumstances shown by such participant, the Board may provide such participant with a portion of the financial assistance specified in section 307 corresponding to the quantity of the service obligation completed by such individual.

(c) **TERMS OF SERVICE**—

(1) **PART-TIME**—A participant performing part-time national service shall serve for—

(A) 2 weekends a month and 2 weeks during the year; or

(B) an average of 9 hours per week.

(2) **FULL-TIME**—A participant performing full-time national service shall serve for not less than 40 hours per week.

(3) **SPECIAL SENIOR SERVICE**—A special senior service participant performing national service shall serve either part-time or full-time as allowed by the Board.

SEC. 308. ELIGIBILITY.

(a) **PART-TIME**—

(1) **ELIGIBILITY REQUIREMENTS**—An individual may serve in a part-time national service program if such individual—

(A) is age 17 or over;

(B) is a citizen of the United States or lawfully admitted for permanent residence.

(2) **PRIORITY**—In selecting applicants for a part-time program, States shall give priority to applicants who are currently employed.

(b) **FULL-TIME**—An individual may serve in a full-time national service program if such individual—

(1) is age 17 or over;

(2) is a citizen of the United States or lawfully admitted for permanent residence.

(2) has received a high school diploma or the equivalent of such diploma, or agrees to achieve a high school diploma or the equivalent of such diploma while participating in the program; and

(3) is a citizen of the United States or lawfully admitted for permanent residence.

(c) **SPECIAL SENIOR SERVICE.**—An individual may serve as a special senior service member if such individual—

(1) is age 60 or over; and

(2) meets the eligibility criteria for special senior service membership established by the Board.

SEC. 367. VOUCHERS.

(a) **PART-TIME.**—The Board shall annually provide to each part-time participant a non-transferable voucher that is equal in value to \$3,000 for each year of service that such participant provides to the program.

(b) **FULL-TIME.**—The Board shall annually provide to each full-time participant a non-transferable voucher that is equal in value to \$8,500 for each year of service that such participant provides to the program.

(c) **SPECIAL SENIOR SERVICE PARTICIPANT.**—A special senior service participant shall be ineligible to receive a voucher under this section.

(d) **USE OF VOUCHER.**—

(1) **PART-TIME.**—A voucher issued pursuant to subsection (a) shall only be used for—

(A) payment of a student loan from Federal or non-Federal sources;

(B) downpayment or closing costs for a first home; or

(C) tuition at an institution of higher education on a full-time basis, or the expenses incurred in the full-time participation in an apprenticeship program approved by the appropriate State agency.

(2) **FULL-TIME.**—A voucher issued pursuant to subsection (b) shall only be used for—

(A) payment of a student loan from Federal or non-Federal sources;

(B) downpayment or closing costs for a first home; or

(C) tuition at an institution of higher education on a full-time basis, or the expenses incurred in the full-time participation in an apprenticeship program approved by the appropriate State agency.

(3) **ALTERNATIVE VOUCHER OPTION.**—A State administering a full-time national service program may apply to the Board for authorization to offer an alternative voucher option limiting the use of vouchers to either education or housing.

(e) **EXCLUSION FROM GROSS INCOME.**—For purposes of section 51 of the Internal Revenue Code of 1986, any compensation received under this section by a participant shall not be considered gross income.

SEC. 368. LIVING ALLOWANCE.

(a) **IN GENERAL.**—Each participant in a full-time national service program shall receive a living allowance of not less than 100 percent of the poverty line for a single individual (as defined in section 6732) of the Community Services Block Grant Act (42 U.S.C. 9902(2)) and not more than 100 percent of the amount to which the participant would have been entitled if such participant had been paid at a rate equal to the minimum wage for a 40-hour workweek under section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206(a)(1)) during the period of service of such participant.

(b) **HEALTH INSURANCE.**—In addition to the living allowance provided under subsection (a), each participant in a full-time national service program shall be provided with health insurance.

(c) **SPECIAL SENIOR SERVICE PARTICIPANT.**—

(1) **FULL-TIME.**—Each full-time special senior service participant shall receive a living allowance equal to the living allowance provided to full-time participants under subsection (a) and such other assistance as the Board considers necessary and appropriate for a special senior service participant to carry out the service obligation of such participant.

(2) **PART-TIME.**—Each part-time special senior service participant shall receive a living allowance equal to a share of such allowance offered to a full-time special senior service participant under paragraph (1), that has been provided according to the number of hours such participant serves in the program and such other assistance that the Board considers necessary and appropriate.

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plate for a special senior service participant to carry out the service obligation of such participant.

SEC. 369. TRAINING.

(a) **PROGRAM TRAINING.**—

(1) **IN GENERAL.**—Each participant shall receive 3 weeks of training conducted by the Board in cooperation with the State.

(2) **CONTENTS OF TRAINING SESSION.**—Each training session described in paragraph (1) shall—

(A) orient each participant to the nature, philosophy, and purpose of the program;

(B) build an ethnic community service; and

(C) train each participant to effectively perform the assigned program task of such participant by providing—

(i) general training in citizenship and civic and community service; and

(ii) if feasible, specialized training for the type of national service that each participant will perform.

(b) **ADDITIONAL TRAINING.**—Each State may provide additional training for participants.

(c) **AGENCY OR ORGANIZATION TRAINING.**—In addition to the training described in subsections (a) and (b), each participant shall receive training from the sponsoring organization in skills relevant to the work to be conducted.

SEC. 370. USE OF FUNDS.

(a) **FOUNDRY USES.**—No Federal funds shall be expended for training provided pursuant to section 309(b), State administration, State recruitment, supervision of data collection, and arbitration required under subsection 41(e), the State cost of procedure, and other expenses of State advisory committees, or constructing, building, or renovating any physical structure or facility.

(b) **ALLOWABLE USES.**—The expenditure of Federal funds shall be limited to training provided pursuant to section 309(a), vouchers provided pursuant to section 307, living allowances and health insurance provided pursuant to section 308(b), Federal administrative costs under sections 414 and 416, and the costs of evaluation conducted pursuant to section 414.

SEC. 371. PUBLIC-PRIVATE PARTNERSHIP.

The Board shall consider and develop opportunities for cooperation between public and private entities in the funding and execution of a program funded under section 314, including cost-sharing arrangements with sponsoring organizations.

SEC. 372. INTERAGENCY EDUCATION BENEFITS.

Each State that receives funds under section 314 shall provide to each participant enrolled in a full-time program funded under section 314 in-service educational services and materials to enable such participant to obtain a high school diploma or the equivalent of such diploma.

SEC. 373. NATIONAL SERVICE DEMONSTRATION PROGRAM AGREEMENTS.

(a) **TRAINING OF BOUQUET AND HOUSING VOUCHERS.**—For purposes of determining eligibility for program under title IV of the Higher Education Act of 1965 (20 U.S.C. 1070 et seq.) (hereafter in this section referred to as the "Act"), vouchers received under this Act shall be considered as estimated financial assistance as defined in section 428(a)(2)(C)(i) of title IV of the Act (20 U.S.C. 1078(a)(2)(C)(i)), except that in no case shall such a voucher be considered as—

(1) annual adjusted family income as defined in section 411(f)(1) of part 1 of part A of title IV of the Act (20 U.S.C. 1070a-6), or

(2) total income as defined in section 480(a) of part F of title IV of the Act (20 U.S.C. 1087(a)).

(b) **TRAINING OF SENIOR SERVICE PARTICIPANTS.**—In no case shall stipends received under this Act be considered in the determination of expected family contribution or independent student status under—

(1) subpart 1 of part A of title IV of the Act (20 U.S.C. 1070a et seq.) or

(2) part F of title IV of the Act (20 U.S.C. 1087(a) et seq.).

(c) **COMPENSATION AGREEMENTS.**—The Act is amended—

(1) in section 411(f)(9) (20 U.S.C. 1070a-6(9)), by adding at the end thereof the following new subsection:

- "(F) Annual adjusted family income does not include any stipend received by a participant in the National Service Demonstration Program established under the National and Community Service Act of 1989.";
- (2) in section 411F(12)(B)(vi) (20 U.S.C. 1070a-6(12)(B)(vi)), by striking "(including all sources of resources other than parents)" and inserting "(including all sources of resources other than parents and stipends received as a result of participation in the National Service Demonstration Program established under the National and Community Service Act of 1989)";
- (3) in section 480(f) (20 U.S.C. 1087vv(f)), by—
- (A) striking "and" at the end of paragraph (1);
- (B) by striking the period at the end of paragraph (2) and inserting a semicolon and "and"; and
- (C) adding at the end thereof the following new paragraph:
- "(3) any stipend received by a participant in the National Service Demonstration Program established under the National and Community Service Act of 1989."; and
- (4) in section 480(d)(2)(F) (20 U.S.C. 1087vv(d)(2)(F)), by inserting after "other than parents" "and stipends received as a result of participation in the National Service Demonstration Program established under the National and Community Service Act of 1989".

SEC. 314. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this title \$100,000,000 in fiscal year 1991, \$125,000,000 in fiscal year 1992, \$150,000,000 in fiscal year 1993, \$300,000,000 in fiscal year 1994, and \$300,000,000 in fiscal year 1995.

TITLE IV—CORPORATION FOR NATIONAL SERVICE

SEC. 401. DEFINITIONS.

As used in this title:

- (1) BOARD.—The term "Board" means the Board of Directors for the Corporation for National Service.
- (2) CORPORATION.—The term "Corporation" means the Corporation for National Service, as established by section 402(a).
- (3) ELECTION.—The term "election" has the same meaning, when referring to an election for Federal office, as given such term in section 301(1) of the Federal Election Campaign Act of 1971 (2 U.S.C. 431(1)).
- (4) FEDERAL OFFICE.—The term "Federal office" has the same meaning as given that term in section 301(3) of the Federal Election Campaign Act of 1971 (2 U.S.C. 431(3)).

SEC. 402. ESTABLISHMENT OF CORPORATION; APPLICATION OF DISTRICT OF COLUMBIA NON-PROFIT CORPORATION ACT.

- (a) ESTABLISHMENT.—There is established a nonprofit corporation, to be known as the "Corporation for National Service", that shall not be considered an agency or establishment of the United States Government.
- (b) APPLICATION OF DISTRICT OF COLUMBIA NONPROFIT CORPORATION ACT.—The Corporation shall be subject to this Act, and to the extent consistent with this Act, to the District of Columbia Nonprofit Corporation Act.

SEC. 403. BOARD OF DIRECTORS.

(a) APPOINTMENT.—

- (1) IN GENERAL.—The Corporation shall be directed by a National Service Board consisting of 11 members appointed by the President, by and with the advice and consent of the Senate.
- (2) TIME PERIOD FOR APPOINTMENTS.—The President shall appoint members of the Board not later than 90 days after the date of enactment of this title.
- (3) POLITICAL AFFILIATION.—Not more than six members of the Board shall be members of the same political party.
- (4) NOMINATIONS.—Three of the members of the Board shall be appointed from individuals nominated by the Speaker of the House of Representatives, and three of such members shall be appointed from individuals nominated by the majority leader of the Senate.
- (b) QUALIFICATIONS.—The President shall select the members of the Board—

- (1) from among citizens who are eminent in such fields as community service, youth service, education, civic affairs, business, labor, or military service; and
- (2) so as to provide as nearly as practicable a broad representation of various regions of the United States, various professions and occupations, and a variety of talent and experience appropriate for the performance of the functions and responsibilities of the Corporation.
- (c) INCORPORATION.—The members of the initial Board of Directors shall serve as incorporators and shall take whatever actions are necessary to incorporate the Corporation under the District of Columbia Nonprofit Corporation Act.
- (d) TERM OF OFFICE.—The term of office of each member of the Board shall be 7 years, except that—
- (1) any member appointed to fill a vacancy within the Board occurring prior to the expiration of the term for which the predecessor of such member was appointed shall be appointed for the remainder of such term;
- (2) initial appointments to the Board shall be for terms of 3, 5, or 7 years; and
- (3) no member of the Board shall be eligible to serve more than two consecutive terms.
- (e) VACANCY.—A vacancy in the Board shall not affect the power of the Board and shall be filled in the same manner as the original appointment.
- (f) MEETINGS.—
- (1) REQUIREMENT.—A member of the Board shall attend not less than 50 percent of all duly convened meetings of the Board in any calendar year.
- (2) PENALTY.—
- (A) IN GENERAL.—A member who fails to meet the requirement of paragraph (1) shall forfeit membership on the Board.
- (B) APPOINTMENT OF NEW MEMBER.—The President shall appoint a new member to fill such vacancy created under subparagraph (A) (while meeting the requirements of subsection (e)), not later than 30 days after such vacancy is determined by the Chairperson of the Board, as elected in subsection (g).
- (3) QUORUM.—Six members of the Board shall constitute a quorum.
- (g) ELECTION OF CHAIRPERSON AND VICE CHAIRPERSON.—Members of the Board shall annually elect one such member to be Chairperson and elect one or more of such members as a Vice Chairperson.
- (h) COMPENSATION OF BOARD MEMBERS.—
- (1) NON-FEDERAL EMPLOYEE.—A member of the Board shall not, by reason of such membership, be considered to be an officer or employee of the United States.
- (2) COMPENSATION.—Except as provided in paragraphs (3) and (4), a member of the Board shall, while away from the home or regular place of business of such member, be allowed travel and actual, reasonable, and necessary expenses.
- (3) FEDERAL EMPLOYEE.—A member of the Board who is a full-time officer or employee of the United States shall receive no additional pay, allowances, or benefits by reason of such membership.
- SEC. 404. OFFICERS AND EMPLOYEES.
- (a) IN GENERAL.—
- (1) RATE OF BASIC PAY.—The Corporation shall have a President, and such other officers and employees as may be named and appointed by the Board for terms and at rates of compensation fixed by the Board, except that no officer or employee of the Corporation may receive compensation at an annual rate of pay that exceeds the rate of basic pay payable from time to time for level I of the Executive Schedule under section 5312 of title 5, United States Code.
- (2) ADDITIONAL COMPENSATION.—No officer or employee of the Corporation shall receive any salary or other compensation from any source other than the Corporation for services performed for the Corporation.
- (3) TERM OF OFFICE.—All officers and employees of the Corporation shall serve at the pleasure of the Board.
- (b) EMPLOYMENT OF SPECIAL SENIOR SERVICE MEMBERS.—In selecting employees, the Board is encouraged to include members of the Special Senior Service as defined in section 302(8).
- (c) DETAIL OF GOVERNMENT EMPLOYEES.—Any Federal Government employee may be detailed to the Corporation without payment of reimbursement to the detailing agency. A detail of a Federal employee under this subsection shall not result in the interruption or loss of civil service status or privilege of such employee.
- SEC. 405. NONPROFIT AND NONPOLITICAL NATURE OF THE CORPORATION.
- (a) LIMITATIONS ON POWERS.—

- to binding arbitration before a qualified arbitrator who is jointly selected and independent of the interested parties.—An arbitration proceeding shall be held within 45 days after the request for such arbitration.
- (C) DEADLINE FOR DECISION.—A decision on such grievance shall be made within 30 days after the date of such arbitration proceeding.
- (D) COST.—The cost of such arbitration proceeding shall be divided evenly between the parties.
- (E) PROPOSED PLACEMENT.—If a grievance is filed regarding a proposed placement of a participant in a program assisted under this Act, such placement shall not be made unless such grievance is resolved pursuant to this subsection.
- (6) REMEDIES.—Remedies for a grievance filed under this subsection include—
- (A) suspension of payments for assistance under this Act;
- (B) termination of such placement; and
- (C) prohibition of such placement described in paragraph (5).
- SEC. 412. NONDISPLACEMENT AND NONDISPLACEMENT.
- (a) NONDISPLACEMENT.—
- (1) IN GENERAL.—Funds provided under this Act shall be used only for a program that does not duplicate, and is in addition to, an activity otherwise available in the locality of such program.
- (2) PRIVATE NONPROFIT ENTITY.—Funds available under this Act shall not be provided to a private nonprofit entity to conduct activities that are the same or substantially equivalent to activities provided by a State or local government agency that such entity resides in, unless the requirements of subsection (b) are met.
- (b) NONDISPLACEMENT.—
- (1) IN GENERAL.—An employer shall not displace an employee or position, including partial displacement such as reduction in hours, wages, or employment benefits, as a result of the use by such employer of a participant in a program established under this Act.
- (2) SERVICE OPPORTUNITIES.—A service opportunity shall not be created under this Act that will infringe in any manner on the promotional opportunity of an employed individual.
- (3) LIMITATION ON SERVICES.—
- (A) DISPLACEMENT OF SERVICES.—A participant in a program under this Act shall not perform any services or engage in activities that would otherwise be performed by an employee as part of the assigned duties of such employee.
- (B) SUPERINTENDENT OF HIRING.—A participant in any program under this Act shall not perform any services or duties or engage in activities that will supplant the hiring of employed workers.
- (C) DIRECTLY FORMERLY EMPLOYED BY ANOTHER EMPLOYER.—A participant shall not perform services or duties that have been performed by or were assigned to any—
- (i) presently employed worker;
- (ii) employee who recently resigned or was discharged;
- (iii) employee who is subject to a reduction in force;
- (iv) employee who is on leave (terminal, temporary, vacation, emergency, or sick); or
- (v) employee who is on strike or who is being locked out.
- (d) FORMATION OF BOARD.—Each State applying for funds under part A of title I or titles II or III shall form a State Advisory Board for National and Community Service.
- (e) APPOINTMENT OF MEMBERS.—The Governor of such State shall appoint members to such Advisory Board from among—
- (1) representatives of State agencies administering community service, youth service, education, social service, and job training programs; and
- (2) representatives of labor, business, agencies, students, teachers, community-based organizations such as community action agencies, youth, community-based organizations, volunteer programs, higher education institutions, local educational agencies, volunteer public safety organizations, educational partnership programs, and other organizations working with volunteers.

- (c) DUTIES OF BOARD.—The State Advisory Board for National and Community Service shall assist the State agency administering a program funded under part A of title I or title II or III in—
- (1) coordinating service programs and related programs within the State;
- (2) disseminating information about service programs funded under this Act;
- (3) developing programs for programs, training methods, curriculum materials, and other materials and activities related to programs funded under this Act.
- SEC. 414. EVALUATION.
- (a) IN GENERAL.—The Board shall provide, through grants or contracts, for the continuing evaluation of programs assisted under titles II and III, including evaluation that measures and evaluate the impact of programs authorized by titles II and III, in order to determine—
- (1) the effectiveness of such programs in achieving stated goals in general and in relation to cost;
- (2) the impact of such programs on related programs, including VISTA, the military, and the National Guard; and
- (3) the structure and mechanisms for delivery of services for such programs.
- (b) COMPARISONS.—The Board shall include in such evaluations, where appropriate, comparisons of participants in such programs with individuals who have not participated in such programs.
- (c) CONDUCTING EVALUATIONS.—Evaluations of such program shall be conducted by individuals who are not directly involved in the administration of such program.
- (d) PROGRAM OBJECTIVES.—The Board shall ensure that programs funded under title III are evaluated for effectiveness in—
- (1) recruiting and enrolling diverse participants in such programs, consistent with the requirements of section 306, based on economic background, race, ethnicity, age, marital status, education levels, and handicap;
- (2) promoting of the educational achievement of each participant in such programs, based on earning a high school diploma or the equivalent of such diploma and the future enrollment and completion of increasingly higher levels of education;
- (3) encouraging each participant to engage in public and community service after completion of the program based on career choices and service in other service programs such as the Volunteers in Service to America program established under the Domestic Volunteer Service Act of 1973 (42 U.S.C. 4950 et seq.); the Peace Corps (as established by the Peace Corps Act (22 U.S.C. 2501 et seq.)), the military, and part-time volunteer service;
- (4) promoting of positive attitudes among each participant regarding the role of such participant in solving community problems based on the view of such participant regarding the personal capacity of such participant to improve the lives of others, the responsibilities of such participant as a citizen and community member, and other factors;
- (5) enabling each participant to finance a lesser portion of the higher education of such participant through student loans;
- (6) providing services and projects that benefit the community;
- (7) supplying additional volunteer assistance to community agencies, but not overloading such agencies and activities that could not otherwise be performed by employed workers and that will not supplant the hiring of, or result in the displacement of, employed workers or impair the existing contracts of such workers; and
- (8) attracting a greater number of citizens to public service, including service in the active and reserve components of the Armed Forces, the National Guard, the Peace Corps (as established by the Peace Corps Act (22 U.S.C. 2501 et seq.)), and VISTA.
- (e) COMPARISON OF PROGRAM MODELS.—The Board shall evaluate and compare the effectiveness of different program models in meeting the program objectives under subsection (d) including full-time and part-time programs, programs involving different types of national service, programs using different recruitment methods, programs offering alternative voucher options, and programs utilizing individual placements and teams.
- (f) OBTAINING INFORMATION.—
- (1) IN GENERAL.—In performing the evaluation required under subsection (d), the Board may require each program participant and State or local applicant to

provide such information as may be necessary to carry out the requirements of this section.

(2) **CONFIDENTIALITY.**—The Board shall keep such information confidential.

(g) **DEADLINE.**—The Board shall complete the evaluation required under subsection (d) not later than 4 years after the date of enactment of this Act.

SEC. 416. FUNDING.

Of funds appropriated for titles II and III of this Act, not less than \$5 million or more than \$25 million shall be made available to the Board for program support and activities referred to in sections 414 and 416.

SEC. 418. FUNCTIONS OF THE NATIONAL SERVICE BOARD.

The National Service Board shall—

(1) administer programs authorized under title II and title III of this Act;

(2) provide, directly or through contract with public or private nonprofit organizations with extensive experience in service programs, training and technical assistance to States, full-time youth service corps, and national service demonstration programs;

(3) in consultation with the Department of Education, provide one or more clearinghouses for information on service (the Board may contract with public or private non-profit organizations with extensive experience in service to perform such clearinghouse function);

(4) consult with appropriate Federal agencies in administering programs funded under titles II and III; and

(5) arrange for the evaluation of programs authorized under titles II and III of this Act, in accordance with section 414.

SEC. 417. PRESIDENTIAL AWARDS FOR SERVICE.

(a) **PRESIDENTIAL AWARDS.**—

(1) **IN GENERAL.**—The President is authorized to make Presidential Awards for service to individuals demonstrating outstanding community service and to outstanding service programs.

(2) **NUMBER OF AWARDS.**—The President is authorized to make one individual and one program award in each Congressional district, and one statewide program award in each State.

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

(4) **PARTICIPANTS IN PROGRAMS.**—An individual receiving an award under this section need not be a participant in a program assisted under this Act.

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

SEC. 418. COMPREHENSIVE SERVICE STRATEGY.

The President shall design a comprehensive Federal service strategy that shall include—

(1) the review of existing programs to identify and expand opportunities for service, especially by students and out-of-school youth;

(2) the designation of a senior official in each Federal agency who will be responsible for developing youth service opportunities in existing programs nationwide;

(3) the establishment of service projects in each Federal agency;

(4) the encouragement of Federal employees to participate in service projects;

(5) the designation of an executive branch official to coordinate the Federal service strategy; and

(6) the annual recognition of outstanding service programs by a Federal agency.

SEC. 419. ENGAGEMENT OF PARTICIPANTS.

A State shall not engage a participant to serve in any program funded under this Act unless and until Federal funds have been appropriated for vouchers and other necessary expenses and costs associated with such participant in such fiscal year in such State.

TITLE V—EXPANSION OF VOLUNTEERS IN SERVICE TO AMERICA

SEC. 501. SHORT TITLE.

This title may be cited as the "VISTA Expansion Act of 1989".

SEC. 502. AUTHORIZATION OF APPROPRIATIONS.

(a) **NATIONAL VOLUNTEER ANTIPOVERTY PROGRAMS.**—Section 501 of the Domestic Volunteer Service Act of 1973 (42 U.S.C. 5081) is amended by striking out paragraph (1) of subsection (a) and inserting in lieu thereof the following new paragraph:

"(1) There are authorized to be appropriated to carry out part A of title I (except section 109) \$30,600,000 for fiscal year 1990, \$39,909,000 for fiscal year 1991, \$47,800,900 for fiscal year 1992, and \$56,500,000 for fiscal year 1993."

TITLE VI—NATIONAL OLDER AMERICANS VOLUNTEER PROGRAMS

SEC. 601. SHORT TITLE.

This title may be cited as the "National Older American Volunteer Programs Expansion Act of 1989".

SEC. 602. PROGRAMS OF NATIONAL AND LOCAL SIGNIFICANCE.

Part D of title II of the Domestic Volunteer Service Act of 1973 (42 U.S.C. 5021 et seq.) is amended by adding at the end thereof the following new section:

"SEC. 212. PROGRAMS OF NATIONAL AND LOCAL SIGNIFICANCE.

"(a) **IN GENERAL.**—The Director shall establish, within each program authorized under this title, a program for making grants to support programs that address national problems on a local level.

"(b) **USE OF GRANTS.**—The recipient of a grant under the program established under subsection (a) shall use such grant to provide creative solutions to urgent problems.

"(c) **AWARDING OF GRANTS.**—

"(1) **ESTABLISHMENT OF PROGRAM.**—There is established the 'Programs of National and Local Significance' program. Under the program, the Director shall award grants each year to programs administered under this title to respond to an identified community need.

"(2) **AWARDS.**—

"(A) **IN GENERAL.**—The grants authorized under paragraph (1) may be awarded to both existing and new projects.

"(B) **LIMITATION.**—A grant under paragraph (1) may not exceed \$150,000 per year.

"(3) **CRITERIA FOR AWARDING GRANTS.**—

"(A) **IN GENERAL.**—Under the program established under paragraph (1), the Director shall award grants based on a demonstration by an applicant that such grant will enable such applicant to uniquely and effectively respond to an identified community need.

"(d) **USE OF GRANTS.**—A program receiving a grant under subsection (a) shall demonstrate that assistance provided by such grants shall be used to increase—

"(1) the total number of volunteers supported by such projects; and

"(2) the number of volunteers in such projects engaged in responding to the identified community need referred to in subsection (g) for which such grant was made.

"(e) **DISSEMINATION OF INFORMATION.**—The Director shall disseminate information on the Programs of National and Local Significance established under this section to field personnel of the ACTION Agency and other community volunteer organizations that request such information."

"(f) **PRIORITY.**—Priority for grants under this section shall be given to the following programs of national significance—

"(1) programs that assist individuals with chronic and debilitating illnesses such as immune deficiency syndrome;

"(2) programs designed to decrease drug and alcohol abuse;

"(3) programs that work with teenage parents;

- "(4) mentoring programs that match senior volunteers with youth who need guidance;
- "(5) adult and school-based literacy programs;
- "(6) respite care, including care for frail elderly individuals and disabled or chronically ill children living at home;
- "(7) before and after-school programs, sponsored by organizations such as libraries, that serve children of working parents;
- "(8) programs working with boarder babies;
- "(9) programs serving children who are enrolled in child care programs with priority given to those serving children with special needs; and
- "(10) the provision of care to developmentally disabled adult individuals residing in home and community-based settings, and when appropriate, the involvement of older developmentally disabled individuals as Older American Volunteer Program volunteers.

"(g) FUNDING.—

"(1) AMOUNTS TO BE MADE AVAILABLE.—Notwithstanding any other provision of law, the Director shall make amounts under section 502 available to carry out this section.

"(2) DIRECTOR.—The Director shall not make grants under this section within a program authorized under this title unless the amount appropriated under section 502 for such program, for the fiscal year that such grants are made, exceeds 105 percent of the amount appropriated for the preceding fiscal year for such program."

SEC. 603. AUTHORIZATION OF APPROPRIATIONS.

(a) RETIRED SENIOR VOLUNTEER PROGRAM.—Section 502(a) of the Domestic Volunteer Service Act of 1973 (42 U.S.C. 5082(a)) is amended—

- (1) by striking out "and" after "1988"; and
- (2) by inserting after "1989" the following: ", \$39,900,000 for fiscal year 1990, \$43,900,000 for fiscal year 1991, \$46,300,000 for fiscal year 1992, and \$53,100,000 for fiscal year 1993."

(b) FOSTER GRANDPARENT PROGRAM.—Section 502(b) of the Domestic Volunteer Service Act of 1973 (42 U.S.C. 5082(b)) is amended—

- (1) by striking out "and" after "1988";
- (2) by inserting after "1989" the following: ", \$70,800,000 for fiscal year 1990, \$80,900,000 for fiscal year 1991, \$91,700,000 for fiscal year 1992, and \$98,200,000 for fiscal year 1993."

(c) SENIOR COMPANION PROGRAM.—Section 502(c) of the Domestic Volunteer Service Act of 1973 (42 U.S.C. 5082(c)) is amended—

- (1) by striking out "and" after "1988"; and
- (2) by inserting after "1989" the following: ", \$36,600,000 for fiscal year 1990, \$39,000,000 for fiscal year 1991, \$44,700,000 for fiscal year 1992, and \$48,700,000 for fiscal year 1993."