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White Paper on National Service

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WHITE PAPER
ON
NATIONAL SERVICE

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For Administrative
Purposes Only

by
Stephen R. Mullen
10/19/93

Outline on National Service

Overview

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With Congressional reauthorization of the National and Community Act, \$300 million will be made available to states in FY'94. A third of the money will go directly to State Commissions for distribution, a third will be made available to states through competitive grants, and about a third will be made available to Federal agencies and national non-profit organizations on a competitive basis.

There are other significant components of the Act in addition to the placement of 20,000 to 25,000 participants in National Service assignments. Additional subtitles deal with

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Conservation and City Service Corps, Service Learning, development of model programs, university student programs and rural service projects. It will take concerted and coordinated efforts at the national, state, and local levels to make certain that Extension in general and 4-H in particular, are involved as key players in this movement.

The National Service movement can provide 4-H with entre to new audiences, expand its youth and adult volunteer base, establish 4-H as a community resource in volunteer staff development and management, youth leadership development and advocacy and local program development. It can also provide 4-H with additional resources for staffing and program implementation.

In order for 4-H to become active in National Service, we must make contact with the key players, understand the aims and philosophy behind it, and learn to speak the "language" of National Service.

Passage of the National and Community Service Trust Act creates new opportunities for programming and collaboration. The 4-H Youth Development Program can pursue its mission, expand its volunteer base, and reach expanded audiences through involvement with National Service at all levels.

INTRODUCTION

President Clinton unveiled his vision of National Service in a speech at Rutgers University on March 1, 1993. It was a watershed moment in the resurgence of volunteerism and community service. This resurgence began about a decade ago, to highlight the need to appreciate our nation's and our communities' most valuable resource - its people. People from diverse agencies and organizations coalesced to ensure our nation's future by teaching the service or volunteer ethic to our youth. The intended purpose was to provide opportunities for young people to contribute to the development of their communities and give appreciation and understanding the issues and challenges confronting our nation.

The Challenge to the CES system and 4-H Youth Development in particular, is to determine our role in implementing the President's vision. In reviewing Congress' reauthorization of the Act, there are several areas of mutual interest and benefit for both national Service and Extension.

In many respects, current use of the term "service" is a

repackaging and marketing approach to promotion of volunteerism in a broader context. Service avoids some of the baggage associated in some circles with volunteering. Debate on issues such as stipending (paying) volunteers, doing for others based on a white-collar middle class definition of volunteerism, (rather than doing with others in partnership), and emphasis on personal development resulting from one's service experience rather than on a strictly altruistic basis, are said to be muted when the word service is used in place of volunteerism. Whether this claim is true or not, or whether service has spawned its own issues is open to conjecture.

The key point is that the National Service Act encourages people to work together, for the betterment of the community, on a voluntary basis. Through service, participants will better understand the issues associated with the challenges faced by our nation and society today. And, through active involvement, commitment to finding solutions expands the base of concerned citizens.

A new language and groups of players have emerged with the service movement. We have National Service and its initial pilot, Summer of Service. We have youth service, service learning, and of course, community service. Then we have the national players involved -- the White House Office of National Service, the Commission on National and Community Service (which now is the Corporation for National Service Trust), and the Points of Light Foundation (who's name may or may not change).

From a programmatic stand point, there are a number of functions and roles Extension can fill at the local, state, and national levels. 4-H can provide training for youth as volunteers or service providers, prepare agencies and organizations to involve youth volunteers effectively, manage ongoing volunteer programs, and serve as a link between schools and community agencies. States like Missouri and Illinois are already involved in providing such training and support.

In terms of resources, Extension has extremely useful curriculum particularly in the areas of youth, volunteer, and leadership development. Curriculum on housing, nutrition, money management, and consumer education, parenting, child and family development, basic health issues, school-age child care, citizenship, and science and technology literacy, are examples of subject matter which could relate specifically to service projects. In addition, Extension salaried and volunteer staffs have extensive experience in program development, needs and resource identification, building collaborations and partnerships, organizing events, activities. 4-H youth

development staff have extensive experience in managing ongoing programs. Missouri, Michigan, New Mexico, and Kansas currently are involved in implementing such programs.

In order to determine the most useful and effective roles(s) Extension may play in your particular situation, understanding some background, philosophy, and the key components and the relevant actors may prove useful to you.

Key Definitions: Commonly Used Terms in the Youth Service Field
Toole, Pamela and James, Communities Is Places of Learning
Copyright-National Youth Leadership Council, 1992

Volunteerism:

Most people are familiar with the term volunteerism. It is typically used to refer to people who perform some service or good work of their own free will and without pay (such as with charitable institutions or community agencies). Many people have volunteered while growing up through Scouting, 4-H, church youth groups, or other organizations. Volunteers make a huge difference in the quality of life within most communities.

Community Service:

Strictly defined, community service means volunteering done in the community. If students are said to be doing community service, this connotes that they are volunteering somewhere outside of the regular school campus. In reality, many community service projects occur within the school itself (peer tutoring, assisting immigrant students, etc.). Importantly, the term community service implies an emphasis on service and not on any format, structured learning component.

Community-Based Learning:

Community-based learning is a term for any learning experience which occurs in the community. Service-learning is only one type. Other common forms, such as field trips, outdoor education, and internships and apprenticeships, may well not include any service activities, but they do offer important experiences for students to master skills within a real life setting.

Peer Helping:

Peer Helping programs typically involve co-curricular youth service programs where students provide a variety of either peer or cross-age helping service within the school itself. Examples include peer tutoring, cross-age health education, mentoring, conflict mediation, peer counseling, or welcoming new students. Peer programs involve strong components of training and reflection, making them a good example of co-curricular service-learning programs..

Service-Learning:

Service-Learning is initially a difficult concept for people to understand. That is because people have many personal experiences with and prior knowledge about community service and volunteerism, which stress service. They immediately think of service-learning as volunteerism (and get excited about the developmental benefits of such a program-empathy, an ethic of service, moral development, etc.) If there is one thing which educators most need to learn in this field, it is the distinction between community service and service-learning.

What most people miss is that service-learning is the blending of both service and learning goals in such a way that both occur and are enriched by each other. Service-learning projects emphasize both sets of outcomes - the service and the learning - and design the activities accordingly. Most prominently, programs that emphasize learning always include a strong reflective component where students utilize higher order thinking skills to make sense of and extend the formal learning from the service experience.

For instance, the elementary schools in Washington started the adopt-a-stream movement in the 1970's, helping to reclaim some of that state's most important environmental gifts. At the same time, their service involved mastering a great deal of scientific knowledge (stream, habitat, ecology), language arts (writing public information tracts, writing to the city council), social studies (getting community support for their project), geography, critical thinking, and practical arts (building a fish ladder, a weir, etc.). Bringing service-learning into the classroom becomes a method of instructional renewal. It is important to

remember that it can also be used in co-curricular or volunteer settings.

Study Service:

Some people who do service-learning programs think that the term does not sound academic enough, so they use the term study service (which is popular in England).

Youth Service:

Youth service is the umbrella or general title for all of the above programs. When people talk about the "youth service movement," they are referring to all approaches which utilize youth as resources.

THE CONCEPT OF NATIONAL SERVICE

Volunteerism and service have been inextricably linked through the ages, very often associated with military service. Roger Landrum, of Youth Service America, traces the evolution of current national service effort to an essay written by American philosopher, William James in 1910. The essay, titled "The Moral Equivalent of War," proposed conscription of the "whole youthful population" to form an army to combat the negative impact of nature and overcome injustice. "The military ideals of hardihood and discipline would be wrought into the growing fiber of the people. No one would remain blind, as the luxurious classes are now blind, to man's real relations to the globe he lives on..."

Little is known about what, if any discussion or debate was prompted by the James essay. The nation was soon plunged into World War I followed shortly thereafter by the great depression. Franklin D. Roosevelt introduced the Civilian Conservation Corps (CCC) to Congress in March 1933. As governor of New York, Roosevelt had experienced positive results in involving 10,000 unemployed men in reforestation projects. Roosevelt emphasized the "moral and spiritual value of such work" beyond the material gains associated with it.

The Emergency Conservation Act enroll 250,000 participants between the ages of 18 and 25. The CCC was supplemented "by 32,250 local men over the age of 25; 25,000 war veterans, and 3,000 Native Americans. Corps members were selected by state directors of the Labor Department, trained by the Army in units of 200, placed in residential camps and supervised in crews by the Departments of Agriculture and Interior."

In 1937, the CCC became an independent Federal agency and educational and vocational training were included. In 1939, military training was also added. Between 1933 and 1942, four million participants were involved in CCC in terms of 6, 12, or 18 months of service. In 1937, half a million corps members were involved. The total cost of CCC was \$2.8 billion, 4 percent of the Federal budget. "Corps members reforested two million acres of land, erosion prevention measures were applied to four million acres of farm land, 3,470 fire towers were built along with 114,000 roads and truck trails, 31,000 vehicle bridges and 7,000 foot and horse bridges. "The eventual value of reforestation alone exceeded the cost of the entire program." In 1942, Congress replaced CCC with the military draft.

Other models for National Service included the Peace Corps Act of 1961. A relatively modest effort, the Peace Corps peaked in 1967 with 15,000 volunteers. In 1964, President Johnson's War on Poverty created VISTA, a National Teacher Corps and a Neighborhood Youth Corps. The efforts remained modest in size.

Congressional efforts to resurrect some form of National Service included bills introduced by Hatfield (1969), Bingham (1970), McCloskey, Cavanaugh (1979), Moynihan (1984), Dodd (1985), Bumper, Dodd, Graham, Kennedy, Mikulski, Nuun and Pell (1989). In 1970, Congress enacted the Youth Conservation Corps (YCC) which was an eight-week summer youth employment program. At its height, YCC was incorporated with the Comprehensive Employment and Training Act (CETA) as the Young Adult Conservation Corps (YACC), enrolling 25,000 unemployed 16-23 year olds. It was eliminated in 1982. YCC remains as a result of grants provided by Federal and state governments and support of the non profit sectors. About 2,000 corps members are currently enrolled.

During the past 10 years the Youth Service Movement has grown. Among the movement one can find ex-Peace Corps, VISTA, YACC, and YCC participants and administrators. Community Service has remained a tenet of many of the major youth organizations. Many Quaker and Catholic schools, as well as public school teachers, incorporated service as part of their curriculum.

Colleges and universities began promoting service as an extra-curricula activity. Sororities at historically black colleges have a distinguished record of community service, as has the Mormon Mission, the Jesuit Volunteer Corps, Teacher's Inc., and Teach for America. The belief in service was maintained by several national leadership organizations, particularly Youth Service America (YSA) supported by funding from major

foundations. (National Association of State and Service Conservation Corps (NASSC), Campus Compact, and the National Youth Leadership Council).

THE EVOLUTION OF YOUTH CORPS

Remnants of YACC continued in California, Minnesota, Ohio, Pennsylvania, and several other states were funded by state legislatures. The first Service Corps were established in New York City, San Francisco, and East Bay in 1983 -1984. Boston's much publicized City Year evolved from these models.

The statewide programs banded together as the National Association for Service and Conservation Corps (NASCC). The initial mission of NASCC was to expand their efforts nationwide. >From the efforts of NASCC, Youth Volunteer America, the Urban Corps Expansion Project and Youth Build USA were spawned. Today, NASCC numbers more than 75 youth corps. Their efforts were recognized in subtitle C of the National and Community Service Act of 1990.

COLLEGIATE SERVICE

Two national organizations, Campus Compact and Campus Outreach Opportunity League (COOL), have expanded rapidly during the past several years. Campus Compact includes the presidents and administrators of 500 institutions of higher learning. The goals of Compact are to enhance the quality and to expand service opportunities for college students and to serve as advocates for national service.

COOL is a student - led organization devoted to expanding service opportunities on campus. Members are active organizing new chapters and promoting student involvement in leadership capacities within the National Service movement.

The Collegiate 4-H program continues to expand with 61 chapters now organized. Service to support 4-H and strengthen the community remain paramount. Efforts are currently being made to increase the diversity of membership, recruit non 4-H alumni, and reach out beyond the agriculture campus. Collegiate 4-H and Campus COOL have many goals in common. Areas of mutual interest for potential collaboration are currently being explored. One means of expanding both membership and the number of clubs is through increased emphasis on community service when recruiting prospective members and advisors.

The programming efforts of campus Compact and COOL were recognized and incorporated in subtitle B2 of the National and

Community Service Act.

ROLE OF FORMAL EDUCATION

The key phrase for incorporating service in schools is "service learning." Success and progress in promoting service learning has proceeded in fits and starts. Several national non profit organizations have sought to reach out and involve schools in creating curricula and programs that incorporate service as a significant component of the learning process.

The 4-H youth program has worked informally with school administrators and teachers to identify and conduct meaningful community service learning activities. The Constitutional Rights Foundation of Los Angeles created programs for local use and distributed guidebooks nationally. The National Youth Leadership Council seeded programs throughout Minnesota and began conducting teacher training workshops nationally. Under the leadership of Jim Kielsmeier, NYLC has worked with formal education circles to incorporate service in school curriculum nationwide. The NYLC was recently awarded a \$2 million grant from the Commission on National and Community Service to organize a clearinghouse on service learning. Operating much like Extension's youth at risk Centers For Action, the clearinghouse will review existing curriculum and provide technical assistance to schools and community agencies to develop effective service learning activities.

Penn SERVE and SerVermont are corps programs who work with schools. Other organizations which serve high school audiences but are not school based include Youth Volunteer Corps of America (full time summer service corps) and Youth as Resources sponsored by the National Crime Prevention Council.

Service learning, continues to grow. The state of Maryland and the cities of Atlanta and Detroit have made community service mandatory as a graduate requirement. Minnesota gives high school students elective credit of their community service activities. The potential for growth in this area is substantial. Most efforts to date have focused on high school and junior high school levels. Eventually curriculum and programs focusing on grades K - 6 will expand significantly.

Schools tend to limit service learning to courses in civics and citizenship. Eventually educators will realize the value of service learning as an application to many subjects. For example, Extension's SERIES and SPACES program's are ideally suited to the sciences. High school students teach science to

elementary students. Learning and practical application of learning is enhanced for both.

Most 4-H project activities lend themselves to potential service leaning activities. As service learning continues to evolve Extension agents may find themselves in a key position to facilitate and collaborate with schools and community agencies to organize and manage effective service learning opportunities. Training and curricula are needed to prepare youth to be effective volunteers and for local agencies and organizations to involve youth in a meaningful and worthwhile way. A system for tracking youth volunteers will also be essential.

The emphasis and importance of service leaning was recognized by Congress. it was incorporated under sub title B1 of the National and Community Service Act.

OVERVIEW OF LEGISLATION

The National and Community Service Act, passed in 1990, created a 21 member Commission. Commission members were appointed by President Bush and approved by the Senate. The Commission oversaw the expenditure of \$72 million apportioned as follows:

Points of Light Foundation	\$5 million
Serve America (Subtitle B1)	\$16.9 million
Higher Education (Subtitle B2)	\$ 5.6 million
Youth Corps - Full and Part-time (Subtitle C)	\$22.5 million
Model Programs (Subtitle D)	\$22.5 million
Governors' Demonstration Projects, Rural Youth Demonstration Projects	\$ million

Reauthorization of the Act is now completed. It was signed by the President in September. There are some major changes to the original legislation. The national service program will be administered by a new government Corporation for National Service Trust (similar to the Public Radio Corporation) combining the Commission on National and Community Service and ACTION. The corporation will administer all programs authorized under both the National and Community Service Act and the domestic Service Act including VISTA, Older American Volunteer programs, ACTION's Student Volunteer programs, and Peace Corps. The Corporation will also be responsible for fund raising and technical assistance.

The corporation will have an 11 member Board of Directors appointed by the President and confirmed by the Senate. The first board members will be appointed from the Commission's

current Board, seven cabinet secretaries, including Secretary Espy will serve as ex-officio members.

In order to receive grants, states will be required to establish State Commissions on National Service or similar bodies. State commissioners will include 7 to 13 members appointed by the governor on a bi-partisan basis. There must be at least one representative of local governments and one representative of local labor organizations on each board. The remaining members are to be selected from among representatives of community based organizations, youth who participate in service, educators, business and experts in the delivery of programs associated with youth, community organizations, and national service. A representative of the national corporation will sit on each State Commission as a voting member and act as liaison between the commission and the corporation.

State commission's will be responsible for selecting programs to be funded under the state formula allocation and in any competitive grants states may request. Commissions will also be expected to develop strategic plans for service within their states, recruit participants for national service and disseminate information about service opportunities. Commissions may also support clearinghouses, training, and technical assistance. A one-year transition period, existing agencies may assume the responsibilities of state commissions. The corporation may approve an alternate agency to all the role of the Commission if requested and if the agency can ensure diverse participation in policy making.

States submitting plans approved by the Corporation will receive one-third funds according to a population based formula and one-third on a competitive basis. One-third of the funds will be allocated directly by the corporation. Programs eligible for Corporation funding include Federal programs, national non profit organizations operating multiple programs, national service initiatives involving more than one state and meeting priority needs, programs that are innovative and have potential for replication in other locations.

Programs eligible for funding will be required to meet a set of specifications which includes establishment of measurable goals to assess impact on both the community and the participant. Those eligible for requesting funds include community corps, youth corps, specialized service programs focusing on a specific community need, individual placement programs, campus based service programs, programs that train and place service learning coordinators in schools or team leaders in corps programs, intergenerational programs, national serving entrepreneurship

programs professional corps, other non-profit organizations. Based on previous actions by the Commission, 4-H and other Extension programs can qualify both as non-profit and as university-based programs.

The programs may be run by non profit organizations, institutions of higher education, local governments, school districts, states or Federal agencies. Programs may not provide direct benefits to for profit businesses, labor unions, or partisan political organizations nor involve participants in religious activities.

Selection criteria include quality (based on criteria developed in consultation with experts in the field), innovation, sustainability and replicability of programs. Management skills and experience in program leadership, involvement of participants in leadership roles, and the extent to which the program builds an existing programs will also be taken into account. programs serving and recruiting participants from communities of need including those designated as enterprise zones, community development areas, areas with high poverty rates, environmentally distressed areas and communities adversely affected by decreased defense spending will also receive special consideration.

To develop programs one year planning grants will be available for program expansion or replication. Administrative costs will be limited to 5 percent of all grants other than planning grants. Programs must pay 15 percent of the stipend and health care benefits in cash and 25 percent of other program costs receiving Federal support. The 25 percent match may be in cash or in-kind from any source other than programs funded under National and Community Service or domestic Volunteer Service Acts.

NATIONAL SERVICE

Participants may serve before, during, or after post-secondary education. Participants are to be 17 years of age or older although Youth Corps participants may be 16 or older. Participants must be high school graduates or agree to achieve their GED prior to receiving educational awards. There is no upper age limit.

To earn an educational award, a participant must complete one year full-time or two years of part-time service. An individual may serve up to two full years and earn up to two educational awards.

For each full-year of service, \$4,725 will be provided to

repay loans for higher education, or to pay for higher education or training. (The jury is still out as to whether the award can go for a down payment on a home mortgage.) Payments will be made directly to qualified post-secondary educational institutions, both two and four year colleges, training programs, vocational schools and graduate and professional programs, or paid to directly to lenders for those participants with outstanding educational loans. Awards will not be taxable and must be used within five years of eligibility.

Programs will set stipends within program guidelines. Federal support will be limited to 85 percent of an annual stipend equivalent to benefits received by VISTA volunteers. Programs may provide additional stipends to twice the amount with no Federal match for the portion of the stipend in excess of the VISTA benefit.

In designated professional corps, participants may be paid a salary in excess of the guidelines and receive an educational award. No other Federal support will be available for stipends.

In addition to stipends, participants without access to health insurance will receive health coverage, Federal dollars will pay up to 85 percent of the cost of benefits. Participants will receive child care assistance, if needed.

SERVE-AMERICA

Under the original legislation, Serve-America was Subtitle B1. The proposed legislation extends and expands the existing Serve-America program for school-age youth and Higher Education Innovative Projects for Community Service.

The goal of Serve-America is to build a "foundation for Service among the nation's youth...instilling the values and attitude to serve effectively after graduation."

The programs should be partnerships of local schools and community based organizations. Funding will come through state educational agencies based partly on formula and partly through competition. Educational agencies must develop state plans that indicate programs to be funded and detail three year strategies for service-learning in their states. The Corporation is required to approve all state plans.

Programs may receive one-year planning grants for school-based programs. Subgranting to experienced institutions will be allowed. Local programs will be required to provide at least ten percent (10%) of total program costs in the first year of

funding, increasing to fifty percent (50%) in the fourth year. Other Federal education funds may be used to meet the match requirement.

Clearinghouses will be expanded to disseminate information and curriculum materials, train teachers, service sponsors and participants, provide needs assessments and technical assistance. States will receive additional resources to train and educate state education personnel.

Community-based organizations working with school-age youth may receive grants from the State Commission for programs to involve youth in community service. National non-profit organizations may apply to the Corporation to make subgrants or run multi-state community service programs for this population.

Higher Education justifications, consortia of such institutions and partnerships of higher education institutions and non-profit organizations may receive grants from the Corporation for student community service programs or programs to train teachers in service learning methods.

EXISTING ISSUES

As with any significant movement involving diverse groups and programming streams, vision's of what the purpose and end results of National Service should be vary. There is fairly universal agreement as to the "big picture," it's some of the more specific steps to achieving it that sparks debate.

One of the existing issues is whether service should be mandatory or voluntary. The state of Maryland and the cities of Atlanta and Detroit have made it a graduation requirement. Other states and cities have made it an elective.

Another policy issue relates to service corps programs. Is the primary purpose of these corps to teach citizenship and service or are they essentially youth employment programs? Is their purpose to teach the service ethic, or to teach skills to increase employability or a combination of the two? Do these corps focus primarily on participants from at-risk environments or do they model community wide efforts by involving youth from all socioeconomic backgrounds?

Is the overall purpose of national service to teach the volunteer/service ethic to all youth or does it target at risk environments both for participants and programs? Is the primary purpose of National Service to develop and advance the capabilities of individual participants or to strengthen

communities through participants' efforts and programs implemented?

A final issue is whether National Service is primarily a Federal government funded program or a community movement nationwide, supported by Federal funding?

KEYWORDS::NATIONAL SERVICE

AVAILABILITY::

For more information concerning CYFERNET please contact the Youth Development Information Center at the National Agricultural Library at (301) 504-6400 or JKANE@ESUSDA.GOV.
