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

THURSDAY, FEBRUARY 18, 1993

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS
AND PUBLIC LANDS,
Washington, DC.

The Subcommittee met, pursuant to call, at 10:04 a.m., in room 1324, Longworth House Office Building, Hon. Bruce F. Vento (chairman of the Subcommittee), presiding.

STATEMENT OF HON. BRUCE F. VENTO

Mr. VENTO. The Subcommittee on National Parks, Forests and Public Lands will be in order.

Before we proceed, let me extend a welcome to our new member of the Committee that is present, Mr. Carlos Romero-Barceló, a new member from Puerto Rico.

Congressman Romero, we are pleased that you are present.

Other members, also, that are not present today that are serving on the Committee will probably be appearing at various times and perhaps we can introduce them during the questioning period. I guess it is the risk we take when we have a relatively early morning hearing after a late night program in the House of Representatives.

This is the first Subcommittee meeting. I am pleased to welcome the new ranking member, Jim Hansen. He has long-time service on the Committee and has a vital interest in many of the issues before this Subcommittee. I would yield to him at this point, but I see his members have done no better at appearing this morning than ours, at least on time. Perhaps they will be by.

So, let me just say this is the first hearing, and that reason for this is to try to build an awareness of the various programs, focus on the American Conservation Corps idea and the Youth Conservation Programs on Federal and State lands. Several converging trends make this a timely subject. We heard last night from the President that the budget programs stimulus and long-term investment programs that the President has proposed embrace an idea of national service, and he has made this a top priority in his Administration.

This advocacy of a service concept is both an outgrowth and a symbol of the rekindled spirit of citizenship and service to the com-
munity that I think is being embraced by the Nation. In the past
decade we have seen an explosion of new State and local Conserva-
tion Corps programs. Currently some 25,000 young people are en-
rolled in 75 different youth service programs in 27 different States,
and this number continues to grow.

Finally, there is a growing interest in conservation service pro-
grams on Federal lands, or national lands, which would not only
provide benefits to young people but would help the land manage-
ment agencies' meet pressing needs in maintenance, habitat res-
ervation and visitor services.

I would ask unanimous consent that my complete statement be
placed in the record. It outlines some of the history, the work of
John Seiberling and the work of these programs and the evolution
of them. I want to make it clear to the members that I think that
there is not the awareness in the White House and the new Admin-
istration of the possibility of utilizing this program, so we have got
some work to do to make certain that this program receives some
of the attention and some of the allocation and authority of the new
stimulus program.

[Prepared statement of Mr. Vento follows:]
In the mid 1980s, I joined with Representative John Seiberling of Ohio, the previous chairman of this subcommittee, in an effort to establish an American Conservation Corps to engage economically disadvantaged youth on conservation projects on Federal and Indian lands. In the 98th Congress this legislation passed the House and Senate with overwhelming bipartisan support but the bill was pocket vetoed by President Reagan in 1984. It passed the House again in the 99th Congress but was not acted on by the Senate.

In 1990, Congress passed the National and Community Service Act. This act created the commission on national and community service to provide funds, training and technical assistance to States and communities to develop and expand service opportunities. Last summer the first round of grants were awarded to 24 States and six Indian tribes, and additional funds were provided in the wake of the Los Angeles riots to the Los Angeles Conservation Corps.

While the 1990 legislation went a long way towards furthering civic responsibility and assisting in the development of State and local Conservation Corps, the bill did not include a direct role for the Federal land managing agencies in conservation service programs. Thus, there is no such thing as the “American Conservation Corps”. To me this is a significant omission in an otherwise fine law and one that needs to be rectified in a reauthorization bill or in concert with the President’s National Service Initiative.

Whether it is a revived CCC, an expanded YCC or a new ACC, there clearly is a need for a Conservation Corps Program on the national lands. I hear park superintendents and other public land administrators all over the country crying out for personnel to do the essential work of maintaining public lands. A 1985 congressional research service report concluded that there was over 900,000 years of labor intensive backlog work which could be done by the Conservation Corps in the Departments of Interior and Agriculture. These are not “make work” projects, nor are they projects which put existing employees out of work. They are projects which need to be done but which never will be done unless there is a new infusion of labor. The YCC is a cost-effective way to address these needs and it provides numerous other benefits to participants. These benefits include (1) education, (2) job training, (3) life skills and a (4) greater appreciation of natural and (5) historical resources of our Nation.

Mr. VENTO. Let me at this time recognize my friend and colleague Mr. Hansen, the ranking member.

STATEMENT OF HON. JAMES V. HANSEN

Mr. HANSEN. Thank you, Mr. Chairman. I appreciate the opportunity of working with you this year and will look forward to, I am sure, many, many hours of going through hearings and mark-up and debate. In fact, there will probably be more than any other Committee in Congress, I am sure. And I have always appreciated your fairness in working with us.

On this particular program, I am a great believer in helping people when they truly need help and it will lift them to higher ground. I remember my parents talking about the CCC boys out in the West, and my hometown of Farmington were recipients of the work that they did on the hill in Davis County, because prior to that time the towns were flooded out on a regular basis, and they referred to it as “mud, mules and men” that went up there and created benches and anti-flood controls. And all through the West people came, from the South and the East, and Texas and California, and they did a fantastic job in those areas.

I would be curious to see how this idea that we are playing with now would tie into what President Clinton said last night. I would hope that it would be reasonable, and I hope that it would be something that would not be a make-work project but would be something that would above all help these people rise above things.

They say you can’t help people unless you stand on higher ground and pull them up. I sometimes worry that many of the
things we get involved in some are not standing on higher ground but they are looking for a job, and in this particular instance I hope that is not the case.

I would like to ask unanimous consent to submit my full opening statement for the record.

Mr. VENTO. Without objection.

[Prepared statement of Mr. Hansen follows:]
Mr. Chairman, thank you for the opportunity to address this issue and I thank the witnesses here today for providing us with their input. The YCC and the YACC were both modeled after the Civilian Conservation Corps or CCCs of the 1930's. The CCC program did a tremendous work on behalf of this country in return for good jobs and experience in a time when people in this country were really suffering and destitute. We used to refer to the CCC boys as "mud, mules and men." They combated erosion, cleaned up forests, worked in the parks and a multitude of other great services. We should be proud of these people who served this country well between 1933 and 1942.
However, in the 1970's we had the misfortune of resurrecting the CCC program that resulted in the current YCC. We were not in a severe depression in 1970 nor are we now. Although many of my colleagues would disagree, funding for the YCC has not been noncontroversial. In fact, the YACC died out in 1980 and the YCC has been greatly scaled back since that time. I personally have been against this "make work" program since 1984 along with many of my colleagues from both sides of the isle.

I want to make it clear that I am not against assisting the disadvantaged youth of our country but a "make work" program such as this does not require federal funding. I have no doubt that states such as California are being very
successful with these type of programs and I believe that they should continue to support them from their own state coffers if they so desire.

I have spent over 20 years counseling with young people in ecclesiastical positions and in government positions where I have found that we simply need to point our youth in the right direction of opportunities that already exist so that they may use their own ingenuity, imagination and courage to go out and find jobs and gain experiences. The youth of our country do not have to turn to the federal government for their opportunities and "make work" programs are certainly not the answer.
Instead of the federal government being the answer to all problems I think we should be looking to private volunteer opportunities and to the assistance of corporate America. If a youth wants the experience of working outdoors in a useful manner they only need to look around their own communities to find these opportunities. One program that is near and dear to my heart is the Boy Scouts of America. The Boy Scouts have taken some real serious blows to their institution over the past year or two but what a great opportunity for a young man who wants to gain the experiences and knowledge offered by the Boy Scouts. There are also many other opportunities out there including obviously the Girl Scouts, the Appalachian Trail Club and many other volunteer organizations that perform
public service, provide meaningful experiences and allow the youth of our country to grow and learn without the assistance of Washington and its deep pocket.

We have heard a lot this week about the sacrifices required to bring this country back into economic health. Whether I agree with the President’s economic plan or not, I do know that we must stop funding what I see as luxuries when other basic, fundamental programs are hurting. When we are able to adequately fund road repairs and fill staff positions in our national parks and forests and take care of those basic requirements, then we can look at funding programs which are not a basic need.
I appreciate the efforts of the state programs and I do not doubt the value of these programs; however, that does not mean that further federal funding is necessary or appropriate. Let's take advantage of the opportunities that already exist and call upon corporate America to get involved in the future of our youth.
Mr. HANSEN. And, if I may, and I am embarrassed to say this, but I am ranking on an Armed Services Committee meeting that is going on right now and they are expecting me to come over and say a couple of opening remarks. So I will try to get back just as soon as I can. I do appreciate these folks being here and I look forward to their testimony.

Mr. VENTO. I appreciate the gentleman's presence and his remarks.

Without objection, all statements in their entirety, opening statements of members and of the witnesses, will be made a part of the record. Hearing no objection, so ordered.

Congressman Romero?

STATEMENT OF HON. CARLOS A. ROMERO-BARCELO

Mr. ROMERO-BARCELO. Thank you, Mr. Chairman. I appreciate the opportunity to be here at the first meeting of the Subcommittee.

When I was a mayor in San Juan we made a lot of use of Federal funds to employ youths in the summer, and it certainly was helpful for keeping kids out of the street. It offered them an opportunity to learn the importance of working. As a mayor, I saw these programs as a great opportunity for young men and girls in the summertime and also during the year. But most important in the summertime when so many youths are idle in the streets.

We in Puerto Rico made good use of these funds and they have been very helpful in our fight against juvenile delinquency and in getting the youth oriented toward something constructive instead of being on the streets without anything to do in the summer except looking for trouble.

Finally, I would like to say that I am very glad to be participating in this committee, which I consider to be the most enjoyable as far as the type of work that we will be doing and the issues in which we will be involved. The issues we have to deal with are really enjoyable work, and I am very happy to have the opportunity to be working with you.

Mr. VENTO. Thank you very much for your remarks and your support on the Committee.

I might point out that the background information is before the members prepared by staff. We have very able staff on the majority side led by Rick Healy, who is the chief of staff, who is sitting behind you Carlos, and with me this morning is one of the other staff members, Sandy Scott, who I think did most of the work on this background. They are available to answer questions, to help members, to direct witnesses, and so forth. We also have a clerk, Charlene Seamens, who is present this morning with another assistant. She is also there to collect the testimony. So, as we go through these it is important to recognize the work that they do in terms of supporting the subcommittee and our efforts. We are a very busy Subcommittee in the Congress, one of the busiest, I think, of the Committees, and therefore need and rely upon staff to an extent that I think is unusual in the Congress.

We are very pleased to welcome the witnesses that have come forth today, especially from the land management agencies as well as the deputy director of the Commission on National and Commu-
nity Service, Richard Staufenberger. From the Forest Service, we have Dale Robertson on this first panel, as well as David Moffitt, assistant director, Visitor Service, National Park Service. We rely on the various land management agencies very often to describe their professional work and views and insights regarding the Subcommittee's initiatives. So we are again appreciative at the beginning of this session of their efforts to participate in this process and to, hopefully, engage in utilization of the program initiatives that are coming out of the White House.

Your statements, gentlemen, have been made part of the record. Chief Robertson, you can feel free to summarize in about 5 minutes. If you could, it would be helpful, as we have a long list of witnesses.

Welcome, Dale.

PANEL CONSISTING OF F. DALE ROBERTSON, CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE; DAVID L. MOFFITT, ASSISTANT DIRECTOR, VISITOR SERVICES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR; WILLIAM F. HARTWIG, DEPUTY ASSISTANT DIRECTOR, FISH AND WILDLIFE SERVICE; AND DICK STAUFENBERGER, DEPUTY DIRECTOR, COMMISSION ON NATIONAL AND COMMUNITY SERVICE

STATEMENT OF F. DALE ROBERTSON

Mr. ROBERTSON. Thank you, Mr. Chairman, and thank you for holding this hearing on the YCC program.

As President Clinton has made national service one of his top priorities and strongly supports the concept of the Youth Conservation Corps, and also my new boss, Secretary Espy, Secretary of Agriculture, has expressed his desire to work with the Forest Service to make sure the Department of Agriculture has an important part of this national service effort.

Forest Service has a long history of managing conservation work programs started with the Civilian Conservation Corps during the 1930s, and we also have about 28 years of experience in running Job Corps Centers on the national forests. We have been very active in the YCC program. The YCC program fits extremely well with the mission of the Forest Service in accomplishing needed conservation work on the national forests, providing summer employment for youth, and to provide the youth with a good understanding and appreciation for the importance of conservation and natural resource management.

To give you an idea of our involvement in YCC—it has fluctuated over time as the budget has gone up and down—but our largest program was in 1978 when we had over 14,000 YCC enrollees in the Forest Service with 64 residential camps. But, with the shrinking budget over time, we have stabilized at about 1,200 YCC enrollees over the last few years.

We do not get a direct appropriation for YCC, but get direction in our Appropriation Act to spend not less than $1 million a year on YCC, and last year we spent $2.5 million dollars and had 1,185 youths.
In our view, Mr. Chairman, there is a natural partnership here between getting the youth of the Nation involved in the outdoors and achieving the conservation job on the public lands. In fact, we feel so strongly about this that we are pilot testing a new concept this summer with the National Forest Foundation, which is a charitable, nonprofit corporation authorized by Congress in 1990. The National Forest Foundation has decided to sponsor and fund three pilot youth forest camps this summer patterned after the YCC program. And the National Forest Foundation working with the Forest Service envision establishing new forest camps to provide self-confidence, social skills, discipline and job training for at-risk youths.

We are excited about the potential for youth forest camps sponsored by the National Forest Foundation because it benefits both the youth and helps get high priority conservation work done on the national forest.

Under this new pilot program, this summer we will be forging some new partnerships with the private sector, with local community leaders, and we even have a provision provided in that for people, either families or individuals or companies or organizations, to sponsor a youth at one of these camps through scholarships. We are looking forward to that program. Be happy to share our experience with the Committee as we pilot test this idea this summer.

I would like to just close by saying, Mr. Chairman, that we are really enthusiastic and excited about the youth programs, and especially the YCC program, because it provides much needed work experience for the youth in the outdoors, it permits us to get badly needed conservation work done on the national forest, and everybody wins. So we are looking forward to this and we are anxious to work with the Committee and the Congress and support President Clinton and the new Administration in their efforts on the Youth Program.

So with that I will close.

Mr. VENTO. Well, thank you, Chief. Thank you for your remarks, and we will get back with a few questions, especially on the Foundation and their work.

[Prepared statement of Mr. Robertson follows:]
STATEMENT OF
F. DALE ROBERTSON, CHIEF
FOREST SERVICE
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on National Parks, Forests and Public Lands
Committee on Natural Resources
United States House of Representatives
Concerning Youth Conservation Programs
February 18, 1993

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

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

I am particularly pleased to be here since President Clinton has made national service one of the top priorities of his administration and supports the idea of youth conservation corps as a way to restore infrastructure on public lands, while inspiring civic pride and service values in America's youth. Secretary Espy has expressed his desire to do everything possible to make the Department of Agriculture an important part of the national service effort.
The Forest Service has a long history of managing conservation work programs. We were one of the leading agencies in the Civilian Conservation Corps (CCC) that employed thousands of workers during the economic hard times of the 1930's. We also have 28 years experience in running Job Corps Civilian Conservation Centers on the National Forests.

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

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

The objectives of the program are to: (1) accomplish needed conservation work on public lands; (2) provide employment for teenagers from all segments of society; and (3) develop an understanding and appreciation in youth of the Nation's natural environment and heritage.
Enrollees are paid minimum wage for 40 hours of work per week. YCC programs in the Forest Service offer youth opportunities to commute to work in the forest or live in a forest setting. Mr. Gross operates a residential program on the Mt. Hood National Forest in Oregon. Local communities and organizations work with the Forest Service program at Camp Cody and contribute resources so that youth have an opportunity to work and live at a forest location.

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

The program provides the youth with an opportunity to acquire increased self-knowledge and self-discipline. They learn about the work ethic and how to relate to peers and supervisors from various social, economic, ethnic, and racial backgrounds. In
addition, YCC participants develop an awareness of the environment and a conservation ethic that lasts a lifetime.

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

In terms of the conservation work accomplished, we estimate that the value of the resource work accomplished by YCC enrollees since 1990 is about $9.8 million. In fact, we estimate that $1.32 was returned on every YCC dollar invested by the Forest Service in 1992 in terms of conservation work. This substantial return does not account for the value of the intangible benefits to the young people participating in the program in terms of personal growth and education.
Our commitment to youth and the benefits of conservation camp programs remains high and we are working with new partners on another youth and conservation effort. The National Forest Foundation, a charitable, non-profit corporation, authorized by P.L. 101-593 in 1990, has decided to sponsor and fund three pilot Youth Forest Camps patterned after the YCC this summer. The National Forest Foundation received $500,000 in startup funds for fiscal year 1993. The National Forest Foundation envisions establishing youth forest camps to provide self-confidence, social skills, discipline, and job training for at-risk youth. Grounded in the basic YCC experience, the National Forest Foundation pilot camps will increase environmental awareness, self-confidence, and social skills, and also emphasize math, science, and analytical skills.

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

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

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

Mr. Chairman, this concludes my statement. I would be happy to answer any questions you or members of the Subcommittee may have.
Mr. VENTO. We are pleased to welcome as well at the table Mr. William Hartwig, deputy assistant director of the U.S. Fish and Wildlife Service.

We are very pleased that you are here, Mr. Hartwig, and we will hear from you, but first we want to call on David Moffitt, the assistant director of Visitor Services, the National Park Service, who will give testimony for his agency.

Mr. Moffitt, welcome.

STATEMENT OF DAVID L. MOFFITT

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

National Park Service has been involved with the Youth Conservation Corps since 1970, and over the past 22 years significant work has been accomplished by the YCC in our national parks. As in the case of the Forest Service, Congress has directed that we expend not less than $1 million dollars, nor more than $3 million dollars, annually on the program. Funds expended for the program come from existing operational funds of each participating park. There is no specific appropriation for the Youth Conservation Corps program. The program must compete with other operational needs.

Three major objectives of the YCC are to: accomplish needed conservation work; provide gainful employment for youth ages 15 to 18 years, male and female, from all social, economic, ethnic and racial backgrounds, and develop in participating youth an understanding and appreciation of our Nation's natural and cultural treasures.

During fiscal year 1992 the National Park Service expended $1,500,000 plus at 111 locations within the System. The appraised value of the work projects accomplished was over $2.5 million, for a cost-benefit ratio of $1.53 return on every dollar spent for the program.

Examples of projects completed by Youth Conservation Corps program participants last year are construction and maintenance of fencing; landscape beautification projects; trail construction; sign construction; erosion control projects; range vegetation control projects; restoration of historical areas and monuments.

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

The National Park Service also participates in the Job Corps program, which is funded through the Department of Labor. In our four Job Corps Civilian Conservation Corps Centers, young adults primarily from seriously disadvantaged circumstances are given vocational and academic training. Three of the four centers are located within national park units: Mammoth Cave National Park, Great Smoky Mountains National Park, and Gateway National Recreation Area. The fourth is located near Harpers Ferry National Historical Park. Participants in the program perform needed work within the parks as part of their vocational training.
I would also add that we are involved with the Student Conservation Association, whom you will hear from later, Mr. Chairman.

This concludes my prepared testimony. I would be pleased to answer any questions you might have.

Mr. Vento. Thank you very much, Mr. Moffitt. We will have a question or two, but would like to hear from the other witnesses on the panel first.

I would ask Mr. Hartwig, deputy assistant director, U.S. Fish and Wildlife Service, to make his presentation at this time.

Mr. Hartwig?

STATEMENT OF WILLIAM F. HARTWIG

Mr. Hartwig. Thank you, Mr. Chairman. It is a pleasure to appear before the Committee again this year.

The Fish and Wildlife Service has a 22-year relationship with the Youth Conservation Corps program. The objectives of that program, of course, already having been stated, are to: accomplish needed conservation work on public lands; provide gainful employment for young adults between the ages of 15 and 18 from all social, economic, ethnic and racial classifications; and aid participating youths in the development of an understanding and appreciation of the Nation's natural environment and heritage.

To give you an idea of what the Fish and Wildlife Service has done with our YCC enrollees, they have worked at various facilities within the National Wildlife Refuge System, our national fish hatchery program, and our research stations. Some of the projects they have worked on are construction of handicap-accessible fishing piers, boardwalks, fences, and natural trails at many of the facilities mentioned above, and of course, maintenance of these fences, trails, observation decks, and signs. In addition to those types of activities, enrollees have also been responsible for conducting bird counts, relocating prairie dogs, and tagging striped bass fingerlings to be released in the Chesapeake Bay, as well as environmental studies and habitat improvement projects.

We feel that in addition to earning money the participants have had the opportunity to gain an appreciation of their natural heritage, learn to work with others, and experience a sense of accomplishment. Local communities have also benefited from the YCC program, as many of their youth have been employed and the relationship between the local community and the Service's field staff has been enhanced. In addition, local businesses enjoy an economic benefit that results from the sale of material and supplies.

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

This concludes my remarks, and I am available for any questions.

Mr. Vento. Yes. Thank you, Mr. Hartwig. We will have some questions for you.
Mr. VENTO. Finally on this panel we have Richard Staufenberger, who is the Deputy Director of the Commission on National and Community Service, who has presented us with a long and detailed statement, and we hope you can try and summarize that, so we can get to you to answer some questions.

Welcome. Please proceed.

STATEMENT OF DICK STAUFENBERGER

Mr. STAUFENBERGER. Very quickly, Mr. Chairman. I appreciate the opportunity to also appear before you today. I would like to just introduce two staff people I have with me: Kim Tso, who is our program associate for Youth Corps, and Terry Russell is our general counsel.

The Commission, as you know, was established in 1990 and it is governed by a 21-member bipartisan board. The first meeting of the Commission actually didn't occur until September of 1991 and we were able to make our first grants in June of 1992. In that grant cycle the Commission gave out 154 grants for approximately $63 million, and those grants were across four program areas: K-12 to engage youth in primary and secondary schools in community service; higher education, to engage the college students in community service; eight demonstration models for national service; and the Youth Corps program. I will actually confine most of the rest of my remarks to the Youth Corps program.

The Youth Corps we fund are stipended, primarily full-time and summer service with post-service benefits, and we believe that they have two primary elements that make them important for the youth of America. First, they provide training and education opportunities for our youth; and second, they give the youth an opportunity to provide needed and meaningful service to the community, and through that service we believe that instills the sense of the ethic of civic responsibility into the participants, and it is that ethic of civic responsibility that is one of the primary goals of the Commission.

We just issued our first annual report, and that report lays out some of the elements that we believe constitute the ingredients of a good Youth Corps. There would be meaningful service. We believe that the service shouldn't be make-work. It should be service that both helps the participants and helps the community. Education and skills development for the participants is important. We believe that the participant should have a variety of assignments. It shouldn't be just doing one thing for 9 months. Provide marketable skills for the participants. We believe that there should be institutional collaboration; that is, the Youth Corps should be involved with other programs in the community, whether it is mentoring in the schools, working in the hospitals, or working in the environmental area.

Our board encourages diversity in the programs. We believe that mixing youth from different socioeconomic backgrounds will benefit both the youth and the community. And finally, we believe that staff leadership and Corps leadership is an important element of a good Corps.

When the Commission issued its report this year it was so impressed with what was going on in the Youth Corps that in making
a recommendation I think it said it believes the numbers of opportunities for youth in the Corps should be expanded substantially, and for those members that don't have a copy of our report we have copies here and I think we have delivered some up here.

So that concludes my formal statement. I also will take questions.

Mr. VENTO. Well, thank you very much, Mr. Staufenberger.

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

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

In fiscal year 1992, Congress appropriated $75 million for Commission programs and operations. During the first grant cycle, the Commission received 504 applications from 388 applicants for $226 million in the four major program areas, and made 154 grants totaling $63 million. The grants fall under 4 main categories: “Serve America” for grades K-12 (subtitle B1), Higher Education Initiatives (subtitle B2), American Conservation and Youth Corps (subtitle C),
and National and Community Service Models (subtitle D). While all these programs focus primarily on youth, some of the programs funded make use of special senior participants and other adults. In addition to its main grants programs, the Commission has either made, or is making, grants for a variety of innovative projects, regional service learning clearinghouses, and other technical assistance measures for the service field.

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

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

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

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

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

While job skills are an anticipated benefit of these programs, youth corps differ from job corps in that the service component is an essential ingredient of the program and thus, corpsmembers gain an appreciation of giving something back to the community. In essence, they are helping to solve real community problems. It is the Commission's belief that this aspect of our programs prepares
participants better to help lead their communities. Service learning provides a forum for participants to reflect on their service experiences and to carry out "hands-on" application of classroom learning.

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

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

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

A grant to the Florida Conservation Corps will engage corpsmembers in a wetland plant nursery project, in which they will establish and maintain the nursery as a cost-effective, ready source of necessary plants to re-establish the wetlands throughout the State. This innovative program satisfies the need to mitigate the reduction of Florida's wetlands with a dedicated source of plants.
and also provides corpsmembers the opportunity to learn and experience native flora knowledge, conservation, ecological compatibility, greenhouse operations, fertilization procedures, logistics and replenishment.

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

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

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

In addition to administering the grants programs delineated above, the Commission expects soon to be working with the Department of Defense on initiatives authorized in the 1992 Defence Authorization Act. The part of the bill that most directly effects the Commission has two key objectives: 1) to involve retired, inactive, or discharged military personnel in volunteer programs involving youth, and 2) to encourage the establishment or expansion of youth
community service projects in areas adversely affected by the recent closing of a military installation. The legislation provides for three components, a National Guard Civilian Youth Opportunities Program, a Civilian Community Corps, and "Other Programs," that involve the Commission to some degree. The Commission is in the process of working with the National Guard to collaborate on program evaluation measures on its National Guard Civilian Youth Opportunities Program. The National Guard's pilot programs are to determine whether the life skills and employment opportunities of young people who do not complete their secondary education can be significantly improved through military-based training, including supervised work experience in community service and conservation projects. As evaluation is a key component in determining the effectiveness of such programs on attitudes, skills, and education, the Commission hopes to share with the National Guard the lessons learned from each of its experiences to date.

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

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

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

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

In conclusion, the Commission believes that by supporting innovative community service programs and providing training and technical assistance to states and communities to develop and expand service opportunities, it can assist in engaging millions of Americans in meaningful service to their communities. The Commission believes that the youth corps, both those it funds and others, can play a major part in fulfilling that dream.
Mr. VENTO. Before I proceed, let me just acknowledge the presence of John Doolittle. He came in just before I introduced Chief Robertson. We are pleased to see him back and serving on the Committee. I guess he is almost a new member. Anyway, we are pleased to have John back.

Did you have any opening remarks, John?

Finally, I want to introduce a new member of the Committee, Karan English from Arizona, who came in this morning. We are especially pleased to have Karan on the committee. I understand that Karan worked on a similar proposal in the State of Arizona for a conservation corps.

Karan, welcome. Did you have any opening remarks this morning? If not, we are pleased to have you present. We will then turn to some questions this morning of our witnesses.

Mr. Staufenberger, in your January 1993 report, which you referred to, and I think which has been made available to other members, although they may not have had a chance to look at it yet, you state that the Corps program is one of the most promising tools this country has for reaching young people and teaching skills and self-discipline, and you recommend a substantial expansion of the Youth Corps opportunities.

What do you think would be the ideal and a real estimate of how many young people could be involved in youth service programs within a 5-year period?

Mr. STAUFENBERGER. We didn't actually get into the specific numbers for Youth Corps. We talked about 100,000 youth over the next 4 to 5 years could be involved in some aspect of national service. Now that could be Youth Corps, it could be national demonstration models, it could be in our higher education. But we did not deal specifically with the numbers in Youth Corps.

Mr. VENTO. In other words, you are talking about 100,000 over 5 years, or 20,000 a year. But you don't want to be tied down to that number, is that what I hear you saying?

Mr. STAUFENBERGER. That is right. Yes, sir.

Mr. VENTO. Looking at the types of applications, nearly half of your applications that went out for the Youth Corps went to conservation projects of State and local governments; is that correct?

Mr. STAUFENBERGER. That is correct.

Mr. VENTO. Can you give us any basis? Did you tilt towards that type or was it really about half the applications based on a conservation initiative or character?

Mr. STAUFENBERGER. Well, actually, of our $63 million, $20 million went into the Youth Corps, so it is approximately a third.

Mr. VENTO. No. I know that. But we are talking about in that portion of the Youth Corps about half of them were for conservation. So about $10 million.

Mr. STAUFENBERGER. That is right.

Mr. VENTO. Right.

Mr. STAUFENBERGER. Yes.

And I would say a lot of the Youth Corps are mixed Youth Corps, at least 50 percent are doing conservation work, probably of our 100, and I think that number is more accurate, about 100 Youth Corps we are supporting, a great number more than 50 percent are doing conservation work.
Mr. VENTO. Yes. The point I am trying to make or trying to realize is, is this a good assignment or is this a good prospect for a youth conservation corps or other types of activities?

Mr. STAUFENBERGER. We certainly believe so. Yes, sir.

Mr. VENTO. It sounds like it. If you are awarding half of these and you are saying that over half actually are based on that, that this is a good fit in terms of the type of skills and the goals that you have, at least initially, for the program that you are managing. Is that correct?

Mr. STAUFENBERGER. That is correct. And the quality of the proposals that came in, the quality was very high, and the cut-off number was driven largely by the funds we had available rather than the quality of the proposals.

Mr. VENTO. We are just talking about State and local government applications. The national agencies—the Forest Service, Park Service, Fish and Wildlife Service, BLM, and so forth—are not able to apply to you for these particular grants.

Mr. STAUFENBERGER. There is a provision for transfer and cooperative efforts in our legislation, but in the first year we have not utilized that.

Mr. VENTO. Yes. Although, as I understand, some of the conservation projects of local or State applicants, nonprofits, may actually be on national lands.

Mr. STAUFENBERGER. Yes, they are. A number of them are.

Mr. VENTO. Can any of the members from the agencies or from the Forest Service speak to any impact, that you are aware of, of programs in the forests or the parks or in Fish and Wildlife Service from this program? Chief Robertson?

Mr. ROBERTSON. I don't have any details on the specific projects from the national forests, but we do have an application. We have worked with the States of Oregon and Washington and the local community agencies in and around the Columbia Gorge, and so there was a cooperative project that we were a partner in for an application last year to the National Commission. It was not selected, but we worked hard on it and it has been resubmitted this year. I am hopeful that through working with our partners in the States of Oregon and Washington we can get directly involved in one of these projects with the National Commission.

Mr. VENTO. Mr. Moffitt?

Mr. MOFFITT. Mr. Chairman, to the best of our knowledge, we have had no projects on National Park Service lands.

Mr. VENTO. Mr. Hartwig?

Mr. HARTWIG. That is the same with us. There may, in fact, have been project work by a cooperating group on Fish and Wildlife Service lands. I am not directly aware of that at all. I am fairly certain there has not been any direct application or work by our staff or group.

Mr. VENTO. One of the questions that was apparent to me as I was listening is just the capacity of these programs that you now operate, the three Federal agencies that are here—Forest Service, Park Service, and Fish and Wildlife Service—to grow; to expand to, for instance, accept a large number of participants for the programs that you might have within your agencies to, in fact, give a participant an opportunity to grow.
For instance, the Forest Service was at 14,000 in 1978. It is now at 1,200. That is less than one-tenth. The Park Service was at 3,400 in 1977, or an earlier date. It is now at 700. So it is about one-fifth of where it was. The Fish and Wildlife Service during the 1980’s has apparently cut the program. I can’t tell from the numbers that you have given me, Mr. Hartwig, but if you had a 12,000 average and you are at 500 now, I guess it is safe to assume you are about 25 percent of where you were. So, I know you can go to 1,000, 3,400 and 14,000.

I don’t know why, Dale. The Forest Service has been apparently much better at utilizing the program and growing the program. What is the capacity of a program like this in terms of offering youth employment conservation experience opportunities on Forest Service, Park Service, Fish and Wildlife Service areas? How quickly can this grow? How much can you practically utilize?

We know you can use 14,000, but can you use significantly more than that, given the funds to pursue that?

Mr. ROBERTSON. I think we could double that. I’m not so sure we could do it like this summer.

Mr. VENTO. Double the 14,000?

Mr. ROBERTSON. Yes. And I think over a 2-year period of time we could—

Mr. VENTO. On a phased basis, you think you could raise that to almost 30,000.

Mr. ROBERTSON. 25,000–30,000, I think. We got the potential.

Mr. VENTO. Mr. Moffitt, do you have any insights for the Subcommittee?

Mr. MOFFITT. Yes, sir. I see no reason why we could not reach levels that we were back in the 1970s with the proper funding. The reason the program is the size that it is, obviously, is because of the fact that the money is coming out of the operational budgets and it has to compete with gasoline bills and electric bills and everything else. So the only thing that is limiting our participation in YCC is the funding. We think it is one of the more valuable programs we have in the Service, and there would be a lot more people—the healthier the parks’ budgets are, the healthier the YCC program is.

Mr. VENTO. Mr. Hartwig?

Mr. HARTWIG. Mr. Chairman, I think we could safely increase ours if the funding were provided from current level of between 500 and 600 enrollees to prior high levels of 2,000–2,500 enrollees.

Mr. VENTO. Well, I think the concern is that as I look at some of the maintenance and operation, resource protection shortfalls in the Park Service in terms of just simply taking out exotic vegetation and so forth, much of this could be done. You wouldn’t give me a number, Mr. Moffitt, but I would like you to talk about the practical phase or growth of that. If we are going to be making commitments or asking the Administration to make a commitment to a larger number for the Park Service or the Fish and Wildlife Service or other Federal agencies, I think we need some realistic extrapolations as to what would be possible. The worse thing would be to have funding allocated there and then say, “Well, we can’t physically do it.” I think that Pete has been more precise in terms of what he thought could be done, but I think we would like to
have that answered for the record so I would have that information. If I am going to go advocate this with the Administration, I want to be able to have some pretty solid data on this.

Mr. Doolittle, did you have a question or two of our witnesses?

Mr. DOOLEY. This is more of a speculative than anything else. But with President Clinton's pronouncements last night about to engage in a National Service Corps, and Chief Robertson, when I see your figures, you are saying even with this program you are getting a $1.32 return on every dollar that you invest, and we certainly share the objectives of the chairman on that when we have this tremendous backlog in the Forest Service as well as the parks. I mean from a business perspective this sounds like a heck of a deal.

I am just wondering, is it primarily driven then strictly by budget? Is the reason why this has not been utilized that the numbers have been decreasing?

Mr. ROBERTSON. Yes. It's a function of the budget. Even though we were asked by the Appropriations Committee to take a minimum of a million dollars out of regular programs to do YCC, to accomplish those program activities, we spent last year 2 1/2 times that 2 1/2 million on YCC. But it is a cost-effective way. We know we are getting more than a dollar's worth of value back for every dollar spent.

Mr. DOOLITTLE. And again this is looking to the future. If we do see the enactment of the National Service Corps, would you envision it being modeled similar to some of these programs that you are presently working with?

Mr. ROBERTSON. Of course, I think a lot of the details are yet to be worked out on that by the Administration, but I would see YCC concept and ideas as an important part of that program. But now, I understand a lot of the national service program is for college students or students that could donate some time and service to repay loans for college education, and so we could still very much work those kind of people in, to a limited degree, into this program.

Mr. DOOLITTLE. Just from an operational standpoint, do these programs with these young people and potentially with the people that might be involved in a National Service Corps, what is the attitude towards full-time employees? Is there a problem with concern about displacement there? What is the working relationship there? Are there ever any management problems if that is involved?

Mr. ROBERTSON. I don't think that is a serious problem. I mean there may be specific instances. If we were taking somebody's job and doing it through YCC, that is a potential conflict which people get very concerned about, but I think we have managed that extremely well. So far, there has not been a major conflict with that.

Mr. DOOLITTLE. I think that in the President's proposal just last night he was talking about programs which were, hopefully, to create 700,000 new jobs this summer. Are any of those going to be targeted to these type of programs as far as you know at this point, or is it too early to tell?

Mr. ROBERTSON. I think it is fair to say it is too early to tell. We have provided a lot of input to the people that have been working on this program, but to my knowledge all the details have not been
sorted out yet, and so I am assuming that it will be a part of it because we provided some information into it. But there are still a lot of details, I believe, to be worked out on that.

Mr. DOOLITTLE. Thank you.

Mr. VENTO. Congresswoman English?

STATEMENT OF HON. KARAN ENGLISH

Ms. ENGLISH. Thank you, Mr. Chairman.

I have had some firsthand, very positive experience with this program in the State of Arizona, and working through the process I have learned that one of the things that I think we need to overcome is the red tape from all levels of government to work out cooperative agreements, and not just from our level but from the local levels. I have found that cities and counties and the State and private organizations all want to participate in this kind of a program. We just haven't figured out an easy way to let them.

And I think that I would like to hear from you, Mr. Robertson, and any of the others, if you have ideas on how to streamline this efficiency so they can work together. I know they are eager to do that.

The other thing I would like to hear from you about is the potential to use more than just the revenue aspect from the Federal perspective. In other words, we have so much to offer that perhaps other agencies don't, whether that is experience in people who have been out and can share or supervise a project, equipment, or a variety of other things other than dollars, and I think that has some potential that hasn't been tapped.

Would you mind expressing an opinion on that? And I would like to hear from all of you, if it is possible for brief answers, on how we can combine both the efforts and what resources really are available.

Mr. ROBERTSON. Well, I might start. I am in 100 percent agreement with you. We need to cut the red tape, and President Clinton says one of his priorities is reinventing government to get at some of these frustrations and hurdles that you are talking about. I can just tell you, you can count on the Forest Service to clear out all the hurdles that we possibly can do on that. That has just got to be a priority and we will do all we can.

We have a lot of partnership arrangements working with local people, especially in Arizona. I think I had some Forest Service employees working with you on that project in Arizona.

Ms. ENGLISH. Yes.

Mr. ROBERTSON. There are no constraints on using contributions other than cash, like equipment or tools or that sort of thing, and I think that can be all cleared out. If we have problems, we need to just get on top of that and solve it. We don't need any additional authority to solve that problem.

Ms. ENGLISH. Thank you.

Mr. MOFFITT. I believe the most successful way to work with these programs other than what is being driven from a budget standpoint is through partnerships, and I think one of the real good partnership examples that we have is our work with the Student Conservation Association, who will be heard later this morning. I think that removes a lot of the bureaucratic hurdles, and we
are extremely pleased with the program that we have with them and would like to see that grow as well as the YCC program.

Mr. HARTWIG. I would just like to underscore Chief Robertson's remarks. We are certainly in favor of making the program as straightforward and simple to operate as possible both for the user and for the cooperating organizations like the Fish and Wildlife Service.

Youth work is very valuable. I think that to get back to an earlier question, Are we concerned about displacing a Federal worker in the process? I don't think we have much concern about that. We have plenty of activities to be done that we just have not been able to get to, and these folks would be able to help us quite a bit in that light.

I would certainly say that we would be willing to work to try to streamline a program once we know a little bit more about it and which way it is going. I think some of the YCC involvement has given us good lessons that we can build on. We have had other programs in the past like the YACC—Young Adult Conservation Corps—which gave us a little bit more momentum in our ability to do things, as we had an older group of youth to work with and they were able to do activities with power tools and a little bit more serious maintenance, which is what we have been concentrating on in the last few years.

The other advantage of that program was that it was a longer duration program, 9 months as opposed to just the summer 2 months. And that is another suggestion I would say is looking at the possibility of something longer than 2 months. Many of our activities associated with maintenance are taking place in the off months when folks aren't there, and that is when we can use a lot of help at that time.

Ms. ENGLISH. Thank you.

Mr. STAUFENBERGER. On the red tape, I think the thing we are most proud of at the Commission is that we accomplish most of what we accomplished in our first years with less than 10 staff, and that was we had to keep the red tape down and the money had to get out quickly. We worked very closely with the States. There is cost sharing with most of the Corps we are funding, state money, in some cases private money. A number of the Corps are non-profits, and so they have revenues coming from a variety of different sources.

I think I would agree with you that the Federal Government in terms of military installations and other things offers a lot more than just money, and some of the proposed programs, we have three programs that were authorized last year in the Defense Authorization Act that would take advantage of excess defense installations. But so far we have been non-red-tape, we hope.

Ms. ENGLISH. I am glad to hear that. Mr. Chairman, I have a follow-up question, if I might.

There is an excellent opportunity for a military facility in northern Arizona to be used as some kind of a Corps facility, and I look forward to working on that project. But in working on it in the past, and of course, I was at a State level and the military didn't listen to me quite as much as they do now, I have found that there wasn't a lot of excitement to include women in some of these
projects. So I encourage at least the agencies that are sitting before us today to include women in those projects, whether they be from military facilities or not.

Thank you.

Mr. ROBERTSON. If I could just respond to that. I believe last year we have been running about 43–44 percent women, and we will work on getting that up to 50 percent.

Ms. ENGLISH. That is good news, and we will be watching. Thank you.

Mr. VENTO. Anyone else want to offer a response?

Mr. MOFFITT. We have equally as good statistics.

Mr. VENTO. We are pleased to welcome Congressman LaRocco, an experienced, seasoned member of the Subcommittee from Idaho.

Congressman LaRocco?

STATEMENT OF HON. LARRY LAROCCO

Mr. LA ROCCO. Thank you, Mr. Chairman. You become seasoned and experienced after one term on this Committee, I might add. You get veteran's status very early here.

Mr. Chairman, earlier in the year Congressman Norm Dicks and I wrote to the Chief on January 6. We were concerned about new jobs in the forests with regard to restoration, rehabilitation, timber stand improvement, and thinning and pruning. And I would ask unanimous consent that I submit that letter and the Chief's response for the record. I think it adds to this hearing.

Mr. VENTO. Without objection, the letter will be added.

[The correspondence follows:]
Dear Chief Robertson:

During the last Congress, both the House Interior Committee and the Interior Appropriations Subcommittee gave much attention to changing management of the National Forest System. Because this trend is expected to continue, we hope you can provide some answers to help us make informed decisions during the 103rd Congress.

As you know, whenever forest management changes are proposed concerns are raised about the continued availability of forest-related jobs. Representatives of the Forest Service have indicated the need and potential for new jobs in forest restoration and timber stand improvement (TSI) activities, primarily thinning and pruning.

Additional jobs in forest restoration and TSI could help increase forest productivity through intensive management on areas already roaded; diversify the economies of rural communities; reduce the cost of fighting devastating forest fires; and provide opportunities for displaced timber workers.

We hope you can provide estimates on jobs available in timber stand improvement and forest restoration. What we need is solid supporting data. Therefore, we would appreciate your help in answering the following questions:

- Where do substantial opportunities exist to improve the vigor and quality of national forests through TSI and forest/watershed restoration?
- What is the potential for creating jobs through such activities, especially for displaced timber workers in specific areas?
• What are the estimated costs of these TSI and restoration activities?
• What are the estimated benefits of such activities in terms of:
  a) useful wood products.
  b) fish and wildlife habitat.
  c) forest health, -- resistance to insects, disease, wildfire.
  d) increased timber growth and improved long-term timber quality.
  e) the opportunity to save money on fighting fires.

We appreciate your assistance in answering these questions and look forward to your response.

Sincerely,

Larry Lakocco
Member of Congress

Norm Dicks
Member of Congress
Honororable Larry LeRocco
House of Representatives
Washington, D.C. 20515

Dear Congressman LeRocco:

Thank you for your letter of January 6, regarding the potential for additional jobs in timber stand improvement and forest restoration activities.

I will respond to your four questions in the order that you asked them:

1. The restoration of forest ecosystems that are functioning below their potential is essential to the environmental well-being of the Nation and the sustained contribution of natural resources to the economic vitality of the Nation. There are significant opportunities to invest in the restoration of National Forests and grasslands to enhance the long-term productivity of these ecosystems. Opportunities also exist to assist in the restoration of private lands through technical and financial assistance.

While forest ecosystems are generally in good condition, there is evidence of need to restore forest health in some areas:

a. In the South, the southern pine beetle and other pests are damaging forests. Southern pine beetle is favored by dense stands that need to be thinned.

b. In the West, major infestations of bark beetles occur in portions of California, Idaho, Oregon, Washington, and Alaska. Bark beetles also continue to pose a threat to other forests throughout the Rocky Mountains. Infestations of the western spruce budworm, Douglas-fir tussock moth, root diseases, and dwarf mistletoe also contribute to the deterioration of western forests. Some of these infestations are favored by dense stands that need to be thinned.

c. Range ecosystems, modified after years of overgrazing earlier this century, produce less usable forage than the land is capable of producing for wildlife and livestock, and need to be restored.

d. Riparian areas in the arid west are slow to naturally recover, and need to be restored.

e. Abandoned and inactive mines throughout the country contribute toxic substances into streams and rivers, and actions are needed to prevent additional damage.
2. The potential for creating jobs through forest restoration and timber stand improvement activities, primarily thinning and pruning, on Forest Service lands is significant. Forest Service lands and programs have the immediate capability to offer projects that will provide employment and assistance in helping themselves. Through temporary hiring and public contracts, jobs can be created to aid people and communities, and improve the health of our Nation's forests. Direct hiring of small work crews at the Ranger District level on a temporary basis could begin quickly with project funding.

3. Forest health restoration, maintenance, and monitoring actions need can be accomplished within existing authorities and policies currently in effect. Additional funding, currently being determined, would be needed. We will provide you with estimated costs for these activities as soon as they are available.

4. Restoring the health of our Nation's forests will have global benefits by increasing the ability of our forests to retain carbon; sustain the health of our forests and grasslands; provide more abundant clean air and water; provide safe breeding and transit zones for migratory wildlife; provide raw materials for people's use; conserve the Earth's biological diversity; and develop, demonstrate, and export environmentally sound technologies.

Restoration activities will have many benefits to Forest Service lands including: reduced fire hazard and the severity of fires that do occur; increased resistance of forests to insects and diseases; improved wildlife and fish habitats, including habitats for threatened, endangered, and sensitive species; improved watersheds and wetlands; improved timber stand conditions; restoration and maintenance of rangeland ecosystems; accelerated preparation and offer of timber salvage material; and implementation of projects to correct non-point source pollution to bring lands and facilities into compliance with the environmental requirements of the Clean Water Act, and the National Forest Management Act.

An increased emphasis on investments in restoration also presents a significant opportunity to build a natural resource management consensus among those interested in the management of the Nation's forests, and particularly the National Forests. Restoration will reap economic, spiritual, educational and environmental benefits. This is particularly true of rural communities that depend upon forests for their economic and environmental vitality. Improved and well maintained forest ecosystems provide the basis for rural communities to expand and diversify their economic base.

Congressman LaRocco, thank you for your interest in the forest restoration activities. If we may be of any further help, please let us know.

Sincerely,

Dale Robertson
Chief
Mr. VENTO. If the gentleman would yield to me briefly?

Mr. LAROCCO. Yes, of course.

Mr. VENTO. I note there was in the stimulus package last night reference to projects dealing with the Pacific Northwest and such rehabilitation and other projects. The gentleman maybe was going to mention that.

Mr. LAROCCO. Well, I think it is worth noting that the President brought that up. In my meeting with the President last Saturday we talked about these jobs because there are two levels and that is what I wanted to visit with the Chief about this morning.

It seems to me that there are opportunities for the Youth Conservation Corps idea and then true jobs for displaced timber workers. Sawyers and loggers who are on the ground and who can handle a big chain saw and who can operate machinery, those are not just minimum wage jobs but they are opportunities for the restoration of our lands and improvement of wildlife habitat and other things.

So I just wanted to get into a dialogue with you, Chief, a little bit. Maybe we could break that out a little bit because I think you have identified in your letter, and I know you don’t have instant recall of what I have before me, and I apologize for that. But we have corresponded on this issue and you have said that we can put people to work quickly, and so I would just like to have you respond to the types of jobs where we can have youth working and also where we can put displaced timber workers to work as well.

Mr. ROBERTSON. Well, we have tremendous backlogs of project work that we can do. I think high on my priority is the backlog of maintenance that deals with recreation and trails and facilities throughout the National Forest; and second, dealing with some of these ecological restoration projects like riparian zones, watersheds, fish and wildlife habitat improvement; and then, finally, some investments in our future in terms of productivity—reforestation, timber stand improvement, those sorts of things.

There's just almost unlimited opportunities out there to make investments in the future of the national forests. I believe that a lot of the people that you talk about, timber workers and others, are people that are ideally suited to do some of that work. And to the extent that we are involved in the stimulus package, and we are involved in it, we will take a hard look at unemployment in these communities with declining unemployment, or declining employment, I should say, where the Forest Service is located and put some priority on those areas.

Mr. LAROCCO. Well, that is good to hear, Chief, because I think under the sustainable economies concept out in the West, I think that would be helpful to us. And again, these are not make-work jobs. Because I think on what we call the roaded front—the already logged areas and the roaded areas—I think there is much that can be done.

As you know, on the Panhandle National Forest our main concerns are water quality, and where we have severe problems in just getting the cut out on the Clearwater Forest, and you are moving aggressively on that just to put your team together out there. But I think on the Clearwater, as well, that we can put some people
to work out there quickly, as you say, and hopefully we can even involve this Youth Conservation Corps.

Just to read to you what the Chief said:

The potential for creating jobs through forest restoration and timber stand improvement activities, primarily thinning and pruning, on Forest Service lands is significant. Forest Service lands and programs have the immediate capability to offer projects that will provide employment and assist communities in helping themselves.

So I think we have addressed this, and there is much to be done out there to correct some of the practices of the past. And the other thing is our drought is ending in the West, but this will help I think with regard to potential forest fires if we can get in and get some of that fuel off.

So that is all I have, Mr. Chairman. I appreciate the opportunity to enter into dialogue with the Chief. Thank you.

Mr. VENTO. I am pleased to recognize Congressman Williams, who is a long-time advocate of youth service programs. After our recent colleague Congressman Seiberling delivered the bill to the White House only to have it unsigned or at least vetoed, he picked up and was able to guide through the legislative process on the House side the program that now we are overseeing partly today.

Congressman Williams?

STATEMENT OF HON. PAT WILLIAMS

Mr. WILLIAMS of Montana. Well, you are very kind to recognize that, Mr. Chairman, and I am appreciative of it. As long as we are in that vein, let me say that the stumbling block for a majority, I think, in the Congress with regard to developing an American Conservation Corps or Youth Conservation Corps was this matter, a very important matter, of displacing permanent workers, others who could do these jobs on a permanent basis, and my role, which the chairman has kindly elaborated, was to try to adopt language which would prohibit substitution of existing work. The way I did that was go back to the old CETA prohibitions on substitution, and rounding off some of the edges we adopted those.

I mention that not to talk about my own role in this, but to say that we could have an enormous expansion of these programs without even brushing up against the edges of work substitution. The hard fact is, in my judgment, that America slept the last half of the 1970's, all of the 1980's, and in this first third of the 1990's with regard to the work that needs to be done on the public lands. We went into amnesia about it. We forgot about it.

There is, I will say again, a significant amount of work to be done throughout this country. Let me just delineate a few things out our way in Idaho, and my colleague is here, in the southwest. And, in Montana there are thousands of miles of trails to be cleared. There are new trails to be built, both chip trails and asphalt trails that are needed by the handicapped in America because they too deserve to get up and see and experience what many of the rest of us can more easily see and experience. There is brush to be cleared. There is fence to be built. There are bridges to be repaired and constructed. There are fires to be fought. There are logged areas to be reseeded. There are wildlife habitat areas to be reclaimed. Lookout towers to be refurbished. And the list goes on.
Just in my State of Montana, we could quadruple the work force of young people out on the land and only then begin to dent the backlog of need which is now two decades old. And if I am not incorrect, my sense this morning of the President's speech is that America feels that we are about to step across the threshold, beginning to do the unfinished work that needs to be done in this country with regard to public places, and public systems such as water and sewer and highway and bridges.

I encourage as best I can, Mr. Chairman, these good gentlemen that are before us—and it is always nice to see all of you—to be as aggressive as you can be within the various constraints in trying to assist the White House and to persuade the Congress to get to work on what is a genuine backlog of need in this country, and also to remind us that a lot of young people in this country are in a lot of trouble and we can combine the need with the trouble they are in and get both birds with the same stone here.

So I think that the American Conservation Corps and the Youth Service Corps are marvelous ideas. I am glad they are in law. Perhaps we need to make some amendments to it, but most of all we need to aggressively and vigorously pursue the backlog of work that needs to be done and bring on thousands of more young people to do it.

And, Mr. Chairman, I appreciate your leadership on this issue. Mr. VENTO. I look forward to working with the gentleman on this. If the gentleman would just yield briefly, I think the law is in place. I think what we do need to do is to convince the Administration to prevent the good intentions from falling between the cracks in terms of what needs to be done here, and to put some money into it.

I have additional questions. I want to recognize the new member from Utah, but first I want to recognize my colleague from Tennessee, Congressman Jimmy Duncan.

Congressman Duncan?

STATEMENT OF HON. JOHN J. DUNCAN, JR.

MR. DUNCAN. Thank you, Mr. Chairman. I did not get to hear the testimony, so possibly some of this was covered. But there presently is in effect a Youth Conservation Corps program that, I read in Chief Robertson's testimony, involved 1,200 young people, down from an all-time high of 14,000 and some participants. I have been supplied by staff some briefing paper or material which says that in the 98th and 99th Congresses there was apparently a pretty controversial bill introduced by Congressman Seiberling of Ohio which would have created an American Conservation Corps.

Now, this hearing today is supposed to be about an American Conservation Corps. Since Congressman Seiberling's bill was in the 98th and 99th Congresses and became very controversial, in fact the vote on it in the 99th Congress was 193 to 191 with 43 Democrats joining the opposition, what was the difference between the American Conservation Corps as envisioned then and the Youth Conservation Corps? Did the American Conservation Corps involve adults as well? What was the difference?

MR. ROBERTSON. Well, the basic provisions of the American Conservation Corps was unemployed people age 15 to 25, and YCC is
15 to 18. It would have gotten people from 18 to 25, so an additional group of people. YCC is limited to 90 days per enrollee in the summer and this would have been a year-round program and an enrollee could have stayed in the program for up to 22 months. It targeted a little different group of people, people with a much longer duration.

Mr. DUNCAN. In your testimony it says the Forest Service has participated in the Youth Conservation Corps camps program for 22 years. Are there actual camps someplace, or do they just work alongside of Forest Service personnel?

Mr. ROBERTSON. It is both. Originally, we had 64 residential camps that deal with many of the YCCs, but basically those camps now have either deteriorated or been passed on to other kinds of programs. So we only have one residential camp now and the rest of them are non-residential, you know, 4, 5, 6, or 7 YCC enrollees working on ranger districts, non-residential.

Mr. DUNCAN. Have they been passed on, you say, like to the Job Corps or other agencies?

Mr. ROBERTSON. Other agencies. If the facilities were still in good conditions, a lot of them have passed to State agencies that run various kinds of programs. So we have limited opportunity right now, probably 10 to 15 residential sites that we could use now with minimum up-front money. The rest would be, we got something like over 600 ranger districts, district rangers scattered throughout the United States and that is a very low-cost, highly effective way of just having YCC enrollees working with our rangers out there on the ground in the local community.

Mr. DUNCAN. Congressman Seiberling’s original bill in the mid-1980’s called for authorization of $225 million for this program. If the current YCC program was expanded from its 1,200 point where it is now to its all-time high of, say, 14,000 or 15,000, how much would something like that cost?

Mr. ROBERTSON. Well, in 1978 when we had 14,000, our budget, I believe, was $30 million. You know you have 12 years inflation, so you are probably looking at somewhere around $40 million or so for 14,000 now.

Mr. DUNCAN. And at that time that it was at that level was there a great demand? In other words, did you have any trouble filling those slots, or at the 14,000 or 15,000 were you turning people away? What was the situation?

Mr. ROBERTSON. Yes. We could have hired more YCCs even at the 14,000 level.

Mr. DUNCAN. How many more probably? Rough guess.

Mr. ROBERTSON. Well, I answered a question earlier that probably over a 2-to 3-year period of time I think we could double that 14,000 if we went all out, and the youth would be out there. So for 25,000 or 30,000. But it would take us 2 to 3 years to build up to that level.

Mr. DUNCAN. When you say all that, you mean to go into advertising and recruiting and all that sort of thing?

Mr. ROBERTSON. No. Recruiting is not a big problem. We work with the local school districts. Most are teenagers, so we work heavily with the local school districts and local agencies. It has not been a problem on recruiting.
Mr. DUNCAN. One more question. I know it is very difficult now to get a job with the National Park Service and the Forest Service and other Federal agencies. Now, how many applicants do you have each year for full-time professional positions now as opposed to how many openings occur each year?

Mr. ROBERTSON. Oh, it is probably 75 or 80 to 1, I would guess. We get lots of applications that we just don’t have jobs for. The demand of people who would very much like to have an exciting career in natural resource management, whether it is Park Service, Forest Service or Fish and Wildlife Service, is much greater than the jobs available. You are looking at many, many fold.

Mr. VENTO. Let me interject because I want to recognize Representative Shepherd before we go to vote.

Mr. DUNCAN. Okay. Thank you very much.

Mr. VENTO. Thank you, John.

We are pleased to welcome to the Committee Karen Shepherd from Salt Lake City, Utah, a new Member and one that is very interested in the topics before the Committee as her State is so greatly affected by them.

Welcome, Karen.

STATEMENT OF HON. KAREN SHEPHERD

Ms. SHEPHERD. Thank you very much, Mr. Chairman. I do come from an area that is greatly affected, and I am also a recently emancipated parent of teenagers. I suppose as an overall statement what I would like to say is that I can’t think of anything the young people of America need more today than an opportunity to serve in a way that is meaningful and teaches them something and puts them in touch with the land and their environment. I just think it is a profound need of the young people today, and you are in a perfect position to do that and I hope that your program grows.

I have been, in my history, the director of social services programs in our county of Salt Lake, and I worked with a lot of non-profit organizations like the YWCA, the Boys Clubs, the Girls Clubs, the juvenile court system, family counseling centers, all of whom—and the list goes on and on—all of whom are always looking for ways to plug the young people that they work with into activities which are truly enlarging for them. And I would like to hear, just very quickly because we have got about 1 second, if you have done that. I suspect you haven’t had enough money to do that. But if that is a possibility that you could work with all these other agencies.

Mr. ROBERTSON. The answer to that is yes. We do a lot of that, but I think as you point out we can do a lot more. We are in agreement.

You know, this thing has got to be a partnership effort. It has got to be with the State and local communities, the school districts, and the Federal agencies working together, and that is the philosophy of the Forest Service. It is how to put this together in a partnership arrangement where everybody is involved. In the case of the Forest Service, we are right with you on your philosophy.

Ms. SHEPHERD. Count on us to help you in Utah.

Mr. VENTO. Any further questions?

Ms. SHEPHERD. No. Thank you, Mr. Chairman.
Mr. VENTO. There is time. I mean I can walk quick. I don’t know about you.

Ms. SHEPHERD. Yes. I am going to run.

Mr. VENTO. I might just build on that last idea. I think the real problem today that I see is that there are so few opportunities for young people, or even for others that are displaced, to find a niche or a way to gain insights in the world of work or what it is to work in natural resource areas. We have, I think, almost a natural bridge in terms the type of work that takes place here to, gradually bring individuals in and at least get an insight into what is happening, especially since the urbanization of the West and the urbanization basically where individuals don’t have those insights that they might have had if they weren’t living in a more rural, farming or ranching type of environment.

This whole concept of apprenticeship and of trying to reach out and bring people into the natural resource setting and into the world of work is enormously enhanced by the type of programs we are talking about here.

One of the problems is that the American Conservation Corps didn’t become controversial until it was vetoed. It had passed in the Congress before that by 275 or 280 to 75. Then after it was vetoed there was an objective to support the President’s veto on the part of those that felt so inclined. We didn’t think it was controversial when it had been initially passed. There is always the tension between dollars. That occurs within the budget.

It seems clear now that the path that is being set by the Administration is a different path, the policy path with regard to national service with regard to these programs. I think there is a tremendous capability of these programs to dovetail with the goals that are being enunciated and the programs that are being planned.

I want to come back. I want to hold this panel because I have some specific questions on the program for you. We will stand in recess and I will return momentarily.

[Recess.]

Mr. VENTO. The Committee will resume its sitting.

We are apparently going to be interrupted by a series of votes, so it is important that we move along. I won’t take as much time as I would like to question some of the witnesses, so we can move things along and won’t take as much time.

If you have a pencil in your hand and you know something that you want to add about these particular issues, I think that first of the issues is displacement. Congressman Williams raised that question. The second is the role of volunteer programs that may offset the need for this particular program. You might want to comment about the volunteer programs in your agencies. The third is, and I guess this may be related to the question that Chief Robertson raised, the role of nonprofits. He mentioned the National Forest Foundation. I would like to know the magnitude of that involvement in dollars and/or “in lieu” type of services.

You did mention, Chief Robertson, the issue of a residential year-round type of presence versus and/or seasonal residential, and I think we need to know if we have year-round capacities. The Young Adult Conservation Corps had an age differential. That was an im-
important factor, and I would like to get your reactions, if any, to that.

Then finally, and this is related to the age differential issue, national service programs anticipate sort of a work for education; that is, you get the benefit and so you would have people that might come to you that have different skills. I mean actually using some of the skills. I think that Mr. Hartwig implied working with power tools, but perhaps if someone came from other than a technical college, they might have different skills. That was just something I wanted to know. If you haven't got a response to some of those, you may want to elaborate in writing. I thought maybe we could just get the highlights and then move to the next panel in terms of trying to conclude our efforts, at least in a formal hearing, today.

Let's start with Mr. Staufenberger.

Mr. STAUFENBERGER. On the displacement issue, our grants and our legislation requires consulting with local labor organizations.

Mr. VENTO. You have the CETA language in your legislation?

Mr. STAUFENBERGER. Yes, it's pretty much. Yes.

Mr. VENTO. Congressman Williams'. So that guides your granting.

Mr. STAUFENBERGER. I don't know, I would have to ask the general counsel, but I don't think we have had any complaints about this issue. So I am assuming we are not having a displacement problem.

Mr. VENTO. Well, you are early in the cycle yet, so that might be a factor.

Mr. STAUFENBERGER. Yes. In terms of the volunteer efforts, I think we view the stipended and service as complementing the volunteers. We don't see them as being exclusive of one replacing the other. So I don't see that as a major issue with our Subtitle C.

On the role of the nonprofits, a number of the Corps that we are funding directly or indirectly are nonprofit organizations, and I think that partnership of States, nonprofits and the Feds is working very, very well. We have not set up this large Federal bureaucracy. We are funding programs through the States and not directly operating these programs.

A number of the programs we are funding are residential. Certainly not the majority of them, but a number. In terms of the age, the only age change that we have had in our legislation has been lowering the summer age by one year from 15 to age 14. But the 16 to 25 age for the year-round seems a reasonable target for us at this point.

And mixing folks with different skill levels seems to be working very, very well. A number of our Corps have college kids working side-by-side with high school dropouts, so you have folks with different skills and that seems to be working well. When we have talked to the different Corps about this, they seem to think that both groups gain. The college kids gain something from working side-by-side with the non-high school graduates, and the high school graduates obviously gain something.

There is a provision in the legislation that all the Corps have to provide high school equivalency and high school training or education for those that don't have a high school diploma, so I think that is working.
Finally, most of the Corps I think that we are funding at this point are providing some post-service educational training benefits so that the students are earning something for education and training similar to what the President was talking about.

Mr. VENTO. That is very helpful. The Federal agencies are not able to participate in the National & Community Service Act. Are you concerned about the competition if the land management agencies were involved? Would that siphon away resources? Can you speak to that issue?

Mr. STAUFENBERGER. No, I don’t think so. I think the demand is high for both the services and for the participants who want to provide those services. And a number of our programs, the programs we are funding are doing work on park land and have relationships with the national parks and the forests.

Mr. VENTO. Mr. Hartwig, I gave you that sort of list, and I think that Mr. Staufenberger did a good job of summarizing his answers. Maybe you don’t have an answer to each one of my questions, and I understand that, at this time. So, could you proceed?

Mr. HARTWIG. Let me see if I can wander down from the list that you gave us to discuss at this time.

Displacement of full-time employees, I don’t see that as a major problem as long as there is funding commensurate with the number of folks that are going to be active in any future program. Our laundry list of activities of things that we have not been able to get to for various funding reasons over the years is quite lengthy, and we are not concerned at this level of activity that we are going to face that FTE use conflict in employment.

I would say conflict between youth groups and volunteers, I don’t see that as a problem. Either our volunteers are going to be there willing to give their time and effort for activities, some of which may not be the same types of activities that we would involve these groups in and some of which would be similar activities. There is always enough work to go around that we are still going to be in need of volunteer efforts.

As far as nonprofits, like most of the other Federal agencies that manage land, we do have a very good relationship with many nonprofits, both very local and national in scope, through our National Fish and Wildlife Foundation, there is an additional relationship there, and a North American waterfowl management group that is multi-nation oriented. We get quite a few opportunities to coordinate in both acquisition and management of lands, and in some minor construction activities.

Residential versus seasonal, I think you had earlier heard figures about the cost-benefit ratios. Just as a benchmark, our cost-benefit ratio doubled from about a return of 75 cents on a dollar when we had residential camps to about $1.50-$1.60 for every dollar with local area hired youth. That is something to think about. I don’t have an answer to that, but it is at least something to factor in.

Mr. VENTO. Do you have facilities that you were able to utilize?

Mr. HARTWIG. We do not have very many facilities today. We are basically operating out of a “come to work during the day and go home at night” basis, and that is one of the contributing factors to the cost-benefit ratio being as large as it is.
Mr. Vento. No. I understand that. And that is year round versus seasonal?

Mr. Hartwig. Year-round. Certainly, we would welcome year-round help of a similar nature to what we have had just in the summer months. As I had mentioned earlier, I believe that off-season in many respects is more beneficial to us than during the summer season when we have many visitors there.

As far as the age differential, I think a wider age group would certainly give us additional benefit. There are some activities, as mentioned before, that can be done by folks of a larger age bracket. Also, I think as you had indicated, when we get a larger age bracket we are dealing with folks that have had different types of history in their background. They have learned different trades or skills that could be applied on the refuge system.

Mr. Vento. And the national service is complementary in that it deals with other skills. I think you covered that. Incidentally, I might add, and you may want to expand on this, Mr. Hartwig, I think the concern about displacement, whether they are volunteer programs which are initiated and/or the YCC or the Youth Adult Conservation Corps or the ACC, really relate to a period of time when land management agencies in the 1980s were experiencing a cutback in terms of full-time equivalents. There is a significant cutback in the Forest Service and the Park Service. I don't know about the Fish and Wildlife Service. I don't think the BLM experienced quite the same cutback.

I think that was one of the major bases of concern at that time, so that may not be as acute right now.

Mr. Hartwig. I can understand that certainly, and we did face the same cutbacks. I think we are at a fairly substantial lower level, and hopefully there is no way but up, and so help from wherever, I think, would be—

Mr. Vento. That is a concern, anyway, that they not use a program of this nature, a training program, an education program, to in fact displace professionals in whatever land management agency.

Mr. Moffitt.

Mr. Moffitt. Mr. Chairman, I think my comments would be very similar to Mr. Hartwig's, and for the sake of time I won't go back through it.

I would like to point out that the National Park Service has an extremely large contingent of volunteers, and I see no conflict at all that would occur with an expansion of YCC or Public Service Corps or anything of that nature just based upon the type of work that our volunteers are doing. I think we have approximately 60,000 in the Park System right now.

Nonprofits do play a significant role in our programs now, and I don't see that there would necessarily be any conflict. The National Park Foundation this year is spending over a million dollars for our education programs to youth, and we could use ten times that amount of money in expansion of that program, a very good program.

Mr. Vento. In terms of the foundations, in terms of the nonprofits that are participating with you, you have a nonprofit counterpart in the Park Service that helps with such programs, if you
had a dollar amount that you knew they were actually contributing in the past or projected to do so in the future—a dollar amount that they are contributing to any of the youth programs. For instance, the Forest Service implied that the National Forest Foundation was helping fund some programs along these lines.

Mr. MOFFITT. We don’t have any funding like YCC programs of that nature, no, sir.

Mr. VENTO. That come from foundations.

Mr. MOFFITT. No, sir.

Mr. VENTO. Okay.

And, Mr. Hartwig, I trust you do not.

Mr. HARTWIG. Not that I’m aware of, Mr. Chairman.

Mr. VENTO. Okay. Well, if you become aware of it, perhaps you would share that with the subcommittee.

Mr. Robertson.

Mr. ROBERTSON. Mr. Chairman, I don’t think we have had a problem, or a displacement problem, especially at the level our program is now, and if additional funding came along for the YCC I do not foresee a problem. You know, I envision these various programs reinforcing each other. We have a senior citizens program, 5,500 senior citizens working for us; we have 109,000 volunteers; and even the national service programs, which might be college students, come back to work during the summer. I see putting these all together and using senior citizens—

Mr. VENTO. Is that the Green Thumb Program that you are referring to?

Mr. ROBERTSON. No. The senior citizens program—and I think the Forest Service is the only one in Government that has that—but it is a Department of Labor program to employ senior citizens, and they are integrated right in with our work force. We have about 5,500 of them. It is a regular program for employment of senior citizens.

I see combining senior citizens, college students that come to work for us in the summer, use them as staff people to help staff these YCC camps, and just kind of putting that all together and trying to minimize the cost of Federal employees, regular Federal employees, in running these camps.

So we don’t have a conflict. We have got a potential here of putting it all together, and in our experience in working with the 5,500 senior citizens that work for the Forest Service, they are most anxious to work with youth.

As far as age differential, in my view we need to expand beyond 18 years old. I mean there is another group of people from age 18 to 23, or 25, or whatever you want as an upper limit, that is just missing out right now. We badly need to have programs that would give us that additional flexibility.

In terms of the National Forest Foundation, this is a brand new foundation. The board of directors were just appointed in the last 6 months. I serve as a nonvoting member of the board of directors. At our first board of directors meeting, we had a good discussion with them about what are some productive things the foundation could do to work with the Forest Service. Their number one priority is, How can we establish this partnership between the youth of
the Nation and the national forests, and especially dealing with the youth-at-risk group, people who do not have much of a future unless something happens to them to turn around their life.

The National Forest Foundation is actually out raising funds right now. They are pilot testing three camps this summer. Their goal is to raise $1 million to help finance that and recruit youth at risk, and then give them an experience, and see if we can't turn around some lives of young people who are at risk. They very much want to and set in place a tracking system to see how we do. Can we turn some of these youth that are at risk and do not have much of a future into productive citizens that have a job?

So they have a plan to track that and to see how good we are, and can we do that. That is their objective, and I think it is a worthy objective. As somebody said, you know, you get two things done at one time: You turn lives of youth around, and you get a lot of very productive work done that needs to be done.

I'm really excited about that, and we need to do some more pilot testing. I'm a firm believer in pilot testing, monitoring things, evaluating, making adjustments, and I would like to see us get on that road to do that, and the National Forest Foundation's purpose is to help us do some early pilot testing.

Mr. VENTO. So what is the magnitude of that program in terms of cost?

Mr. ROBERTSON. About $1.2 million, of which they are going to raise $1 million from fundraising.

Now another idea I really like is partnerships. You know where I'm at: If you can't get partnerships, maybe you shouldn't do it. We have a Challenge Cost Share program, getting people to help us do conservation work on the National Forests. I think the Federal Government ought to throw out the challenge to State and local government, private sector, local communities, and even individual Americans. You can sponsor a youth with a $5,000 scholarship or a half of a scholarship to send a youth to one of these camps.

I would like to see us think about this Challenge Cost Share. You may want to call it something else. But challenge the rest of the American people to join us in doing something about the youth of the Nation getting conservation work done on the public lands. It's a winner, and we need to do that.

Mr. VENTO. Well, I appreciate all of your responses. I think I could add other questions about the nature of the apprenticeship idea within the land management agencies. This isn't just an experience for the young adults that are involved but really a first step in terms of an apprenticeship type of work where they end up actually working for the land management agencies or at least in some other conservation or environmental and/or research-based industry or even in the private sector. Looking at it in that particular sense, I think it would be important.

I also think it is true, based on the responses, that most of you interpret the mission or the charter either in the organic laws or in the policies that have been practiced as really having an educational responsibility to reach out to young adults and to the population generally in terms of its role. I think this is a very important aspect, and it is interesting to me that it appears that the De-
partment of Agriculture, of the land management agencies, has been most aggressive in terms of this responsibility. It may be because of reinforcement through the Department of Labor funds with senior citizens, as you have indicated, or more generous funding, or just a priority within the Department of Agriculture or the Forest Service for that, but it is evident to me. Now others have significant volunteer programs. It may just be that you have more work that lends itself to that.

These are the types of questions from which I am trying to arrive at a conclusion and to get the data on it at this hearing today. So if you want to add something to the record, I would certainly invite you to do so. It would be something that I would certainly look at, and we need to do it in a prompt manner in order for it to have an impact on the type of policy that is being crafted with regard to the National Service Program. I know you may be doing it with the Administration, but I hope you will keep us apprised of that, and if there is a need to modify or change the law, we would be most interested in looking at that to facilitate this type of program.

I have held you here long enough today, so I would just thank you for your responsiveness and your patience with the Subcommittee this morning and move on to the other panelists. Thank you all very much.

Mr. MOFFITT. Thank you, Mr. Chairman.

Mr. VENTO. We have a significant number of witnesses. Let me invite Joanna Lennon, director of the East Bay Conservation Corps, to join the second panel to testify at this time as she has a conflict in her schedule. We will also ask the second panel to come forward to make brief presentations and respond to questions that we may have: Mr. William Bailey, the past president of Chapter 113 of the National Association of Civilian Conservation Corps Alumni; Ms. Stephanie Alexander, a student at Ballou Senior High School, in Washington, D.C.; and Ms. Jessica Trott, a Corps member from the Maryland Conservation Corps.

Let me start with William Bailey, who is the past president of the Civilian Conservation Corps Alumni.

Mr. Bailey, I believe I have your testimony before me. It has been affixed to a brochure talking about Roosevelt’s tree army. Is that yours?

Mr. BAILEY. Yes.

Mr. VENTO. Welcome to the committee, and thank you for your effort to prepare a statement for us.

PANEL CONSISTING OF WILLIAM A. BAILEY, PAST PRESIDENT, MARYLAND CHAPTER 113, NATIONAL ASSOCIATION OF CIVILIAN CONSERVATION CORPS ALUMNI; STEPHANIE ALEXANDER, STUDENT, BALLOU HIGH SCHOOL, WASHINGTON, D.C.; JESSICA TROTT, CORPS MEMBER, MARYLAND CONSERVATION CORPS; AND JOANNA LENNON, EXECUTIVE DIRECTOR, EAST BAY CONSERVATION CORPS, OAKLAND, CALIFORNIA

STATEMENT OF WILLIAM A. BAILEY

Mr. BAILEY. Thank you for inviting me.
I would like to correct one thing. I am just chapter president for Maryland. Our national president is in our national organization in St. Louis. Lloyd Mielke is our national president, and there is a letter in the back of the statement there from him.

Mr. VENTO. Without objection, it will all be made part of the record.

I introduced you properly when I called you and then read it wrong when I introduced you.

Mr. BAILEY. Yes.

I would like to start with saying I was raised on a farm in Nebraska during a drought period in the Depression. When I finished high school, my father was on the WPA, so I qualified to be enrolled in the CCC. I served at Weeping Water, Nebraska, in a Soil Conservation Service camp. In there, we planted trees and did a lot of strip farming layouts and things like that for soil conservation.

When I left the CCC, I went in the Marine Corps, and then after World War II I got my degree in agricultural engineering and worked for the Department of Agriculture. I retired from Agriculture in 1985. Now I have my own consulting business in that area. I am telling you about this because life in the CCC affected all my life, and I'm sure it has for the other members also.

In the Cs, I went in there with no money, just a pair of overalls I was wearing, and they issued us clothes, gave us a medical exam, the first one I ever had in my life, and also a smallpox vaccination. So they started me out keeping me healthy. We lived in barracks, and we had about 200 people to the camp, about 50 of us in each barracks. So it was a good life for an 18-year-old.

We worked on farms for erosion control, and we planted trees along gullies to hold the soil, and then we surveyed and worked out the strip farming where we would have a strip of grass and then a strip of corn or wheat, and the grass slowed down the water flow and saved the soil and the water that came in. They do the same thing today by putting ditches around these same contours, and then they can farm across them.

Since I came from a farm, most of the crews at that time had horses and wagons. Each of the farmers would furnish us a team of horses and wagons so we could carry the fence posts and things like that, and since I came from a farm I was designated as our driver, and quite often I got a job working on other crews also as a driver.

Later on, I was assigned to the motor pool to help the caretaker of the trucks. I had never driven a car, so the first thing I had to do was learn how to drive so I could park the trucks and gas them up and things like that.

When we came in at night, we had some free time after supper, and we had an education program. I took typing and photography classes. I still use both of these. The typing came in handy as I was typing up this report on my word processor.

The thing that I really learned in the Cs was my own worth. They taught us that we could do things; we could see what we accomplished. I got $8 a month myself, but $22 went to my folks, so they could buy flour and sugar so they could eat.

To start new camps, if it is decided to do that, the military has a lot of surplus buildings, prefab buildings. Some they have in their
camps already, prefabs, that could be disassembled and moved to the Forest Service or whatever. They also have trucks and construction equipment, field kitchens, cots, and clothes, and so forth. So I am thinking it could be run very much like the old Civilian Conservation Corps that we were in.

The transfer of this equipment—I'm not sure how the cost would be handled, but that should be less than starting out fresh and getting contracts to build camps. The boys themselves could build the camps and have temporary quarters, maybe even tents.

There is a lot that I could say about the Corps and about what it has done for us that were in there, but I think I'll stop there. If there are any questions, I would be glad to answer them.

We are having a national reunion in the University of Maryland in July where we will have former members from all over the country. I would like to invite any of you to come out there to talk to these people, because I'm sure they would like to talk to you. Nearly all of them want to see another organization similar to the CCC to help the young men and women to do something useful.

[Prepared statement of Mr. Bailey follows:]
STATEMENT
MADE ON
FEBRUARY 18, 1993
BEFORE THE
SUBCOMMITTEE ON NATIONAL PARKS,
FORESTS AND PUBLIC LANDS
COMMITTEE ON NATURAL RESOURCES
812 HOUSE ANNEX ONE
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Statement by Bill Bailey, Past President of Maryland Chapter 113 of the National Association of CCC Alumni (NACCCA) before the Sub Committee on National Parks, Forests and Public Lands, February 18, 1993

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

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

HISTORY

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

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

1- The Army who clothed, fed, transported, took care of medical needs and furnished active and reserve officers to handle most of the "in" camp activities.
2 & 3- The Interior and the Agriculture Dept.'s were responsible for planning and organizing work to be performed in every State in the Union.

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

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

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

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

ACCOMPLISHMENTS

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

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

How can we measure the benefit to the United States as a whole for many projects completed as well as the increased worth of the 3 million men that completed these projects. Many forests were replanted and the trampled roads were improved. The accomplishments of the camp they were part of. The beauty of the gardens and roadways that were landscaped and planted by these young men are worth a lot. Just imagine what could be done to beautify our Interstate Highways. We could drive from one end of the country to the other through scenic gardens with the help of a new CCC program.

LOW COST START UP FOR A NEW CCC PROGRAM

As the military downsizes much leadership and manpower could set up camps around the country. The military has prefab buildings in storage or standing that could be disassembled on the bases and moved to the Parks and Forests for quick and low cost camps. They also have all the transportation and construction tools and machines needed to get a camp in operation. Tents and field kitchens could be set up by the military or enrollees for the enrollees to live in while building their own camps. Some of our NACCCA members think that closed military bases should be used for CCC camps but most are too big and in the wrong location. In the 30's all the enrollee's came from families on relief but this time all young men and women that need work and college financing should be included because after all most of the financing will come from their own families. There are many strong leaders available to head up this program such as FDR's grandson David Roosevelt or some retired Generals and Admirals such as General Norman Schwarzkopf. The basic camp knowledge that was proven to be feasible in the 1930's will still work today. Please give it a try for our lost souls in the cities and urban areas that need a pat on the back and food to eat. They will be eternally grateful - the same as we former members.
February 16, 1993

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

Dear Mr. Scott:

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

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

We recognize the Job Corps has provided vocational training for nearly one million youths over its 26 years of existence. However, I am sure that most of us realize that you cannot make a carpenter, bricklayer or computer operator out of everyone.

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

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

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

Sincerely,
Lloyd L. Mielke,
President

cc. Board of Directors
Oral statement by Bill Bailey;

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

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

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

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

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

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

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

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

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

Thank you for letting me tell a little of the benefits of this type of conservation program and I hope to see the day when today's young men can learn the same lessons I learned over 50 years ago.
Mr. VENTO. Does that conclude your statement, Mr. Bailey?
Mr. BAILEY. Yes, sir.
Mr. VENTO. We appreciate the invitation. We will take note of that. That is an important event and close to the Capitol, so maybe some of the Members that are interested in the topic will avail themselves of that.

Let me hear from the other people on the panel. We have Stephanie Alexander, who is a student at Ballou Senior High in Washington, DC.

Welcome, Stephanie.

STATEMENT OF STEPHANIE ALEXANDER

Ms. ALEXANDER. Good afternoon.
My name is Stephanie Alexander, and I'm 17 years of age. I am a senior who attends Ballou High School in Southeast Washington, DC, and I am here today to tell you about the many great things the Student Conservation Association has taught young adults in the metropolitan area.

I learned about the program through my mother's affiliation with the Student Conservation Association. This program has educated me and my peers to the fullest. Not only have I learned more about the environment, but I have encountered many interesting and diversified people, which has broadened my horizons. It has also developed our knowledge of the different careers that are present in the environmental field.

We have explored these different careers and challenged ourselves to see if we were capable of handling such rigorous service to the community as a whole. I have realized that the protection of our planet has to be enacted immediately because it affects all of us, not just the Indians or the Blacks but the whole planet, and the sooner the upcoming generation knows this, the sooner the changes can occur.

During the summer, the program provides jobs for the participants in the program. We are able to get a feel for what we had observed during the winter months to decide whether or not we had enjoyed it and if we would want to pursue it as a career. I spent six weeks in the summer at a national resource career camp at Chincoteague Wildlife Refuge with another seven participants from other student conservation associations.

The two weeks SDA spent at the national resource career camp were with other young adults from all over the United States. We learned about a vast majority of projects from the Forest Service who hosted the camp. They taught us about the effect of trees on our environment and how they go about preserving the forests to make it beneficial for the people. We built a dam to provide a better nesting area for fish during the winter months. Most of all, I had a chance to meet up with so many interesting people that will indeed stay very close to my heart.

In Chincoteague, Virginia, we worked with the Fish and Wildlife Service. I had a chance to see the famous wild ponies of the refuge. We visited laboratories, sand centers for preserving sand dunes, participated in the sanitation of the beach, and monitored experiments.
Through the program, I have decided to go into either environmental sciences or environmental law during my years in college. I'm grateful for the program because it has reached out to the younger generation and prepared us for the environment we live in today.

Mr. Vento. Thank you for your testimony. I think it answers some of the questions better than even the expert witnesses that appeared before you in terms of the specific experiences that you had. So that is very helpful.

We have also from the area here Jessica Trott, who is a Corps member from the Maryland Conservation Corps.

Welcome, Jessica.

STATEMENT OF JESSICA TROTT

Ms. Trott. Thank you.

I would like to thank you for the opportunity to speak to you on behalf of the Maryland Conservation Corps. I am here today to talk to you about what the Corps has done and will do for me personally, as I am very interested in conservation and a career in conservation.

I have found that throughout this year-long program doors have opened and opportunities to explore conservation jobs with the Department of Natural Resources have become more available to me. This program will also provide an educational opportunity for me to attend community college with a focus on wildlife management. Additionally, I have found opportunities to develop career skills, to improve socialization and the trust needed for working together as a team with my coworkers.

We are exploring various conservation, wildlife, and forest management practices along with developing citizenship with our community service and a better understanding of the environment. Among our job-related skills, we have worked with a seed geneticist in seed orchards with genetically superior trees, learned tree planting techniques, installed sand fences, and planted beach grass for shore erosion control and to provide a better nesting habitat for the piping plover.

We have also developed a better environment for native plant species, cleared boundary lines in the Pocomoke State Forest, learned how to run tractors, constructed animal habitat locations, built split rail fences, louvered boxes, and learned park maintenance.

As part of our training on our way to becoming successful young adults, we have received AIDS awareness, drug awareness, CPR, and chain-saw use, safety, and maintenance. Our life skills experiences have included money management, interpersonal communication, effective thinking and attitude for success, quality workmanship, and the work ethic.

Our year-round efforts in Maryland are partially funded by the Commission on National and Community Service. As part of the application of citizenship, we are undertaking 350 hours of community service. Some of my community service activities have included being co-leader of a Girl Scout troop and through several leadership training courses given by the Girl Scouts, they have taught me to be a more effective leader. I also enjoy singing in a
choral group that does presentations for nursing homes, community
groups, businesses, special events, and seasonal occasions.

Mr. VENTO. Thank you for your testimony. We will have maybe
a question or two. We appreciate you providing insight. It sounds
like you have been pretty busy with all of that activity.

Ms. TROTT. I sure have.

Mr. VENTO. Finally on this panel, I have invited Joanna Lennon,
who is the director of the East Bay Conservation Corps, to partici­
pate as she has a schedule conflict.

Joanna, welcome.

STATEMENT OF JOANNA LENNON

Ms. LENNON. Thank you. I really appreciate the opportunity to
switch panels.

I run the East Bay Conservation Corps that is located in Oak­
land, California. It is one of 80 corps now across the country, about
17 of which are State corps, and the rest are local corps. We were
one of the first corps to start in the country. We are now a $4.5-
million-a-year nonprofit. We serve 600 young people. It is a
nonresidential program which is quite diverse. We have about 150
young people that are in a year-round corps program. They do all
kinds of community service work on public lands and in the inner
city area. We have long-standing contracts.

Probably 50 percent of our work is fee-for-service contracts where
agencies pay us to do the work. We have long-standing contracts
with organizations like the East Bay Regional Park District, East
Bay Municipal Utility District, Alameda County Flood Control and
Water Conservation District, and the 36 cities in our service deliv­
ery area. We do a lot of work for public works departments, park
and recreation departments, and housing departments. In addition,
we do a lot of work in the inner cities. We do work in schools, work
for battered women's shelters, run day care programs in schools. So
it is a combination really of resource management kinds of work
and inner city work.

We have also done work for the Forest Service and the Park
Service. When the Klamath National Forest had a huge fire a cou­
ples of years ago, they started something called Operation Phoenix
where local corps in California sent young people on crews to spike
camps where they spent a month at a time in the national forest.
We had two of those young people come back really very fired up
about working in those agencies and are now permanent employees
in the forest.

We have had cooperative agreements with the National Park
Service. The Golden Gate National Recreation Area, which is one
of two urban parks in this country, is located in the Bay Area.
There have been cooperative agreements between the East Bay
Corps, the San Francisco Corps, and the Marin Corps to do a vari­
ety of different kinds of projects on National Park Service land.

I think what is unique about corps programs is that they really
serve a dual service. They do use development, but they do it
through the medium of community service, so it is really hitting
two major issues in this country with one kind of a program. We
really look at young people as resources that have a lot to offer.
There is an incredible amount of work that needs to be done. We
probably generate $2.5 million out of our budget through contracting with other agencies. It has never been a displacement issue. We have never come up against union issues, because we have worked very closely with unions since our inception to kind of line out projects that were reasonable.

We also run a large school-based program called Youth Engaged in Service, Project YES, where we serve 300 young people in the Oakland Unified School District, where we have corps members running environmental conservation programs in the schools that are also academically based. So we have teachers; we have developed a curriculum that is science-, math-, and English-based.

The young people do conservation work in the neighborhood of their schools, and there is a curriculum that matches what they are doing in the schools so that they might go out and do an urban creek cleanup and have a science curriculum that is based on what happens when you pollute a creek and what happens when that pollution goes into the bay and what are the ecological ramifications of that.

We also run a large learning center at the Corps, which we are negotiating now with the State of California to become a charter school where, in addition to the young people in our program who are mandated to 8 hours of education at least a week, we also run programs for welfare recipients, young people in a business club who are looking to gain a certain amount. They might need three months of math in order to get a job, and so they come to the learning center and participate.

I think what is really telling about these programs is that they are very strong partnerships between all different segments of the community to accomplish needed work in the community using young people, empowering young people to really believe that they can make a difference.

I think that so often in this society we dismiss young people and what they have to offer, and in reality there are so many major problems in this country which young people could really help to resolve, and I think that the 80 corps in the country and the Student Conservation Association, with whom many of our corps have done projects. We did the Yellowstone Rehabilitation Project after the big fire there, where corps sent crews from all over the country under the auspices of SCA and worked, I think it was for six months; crews worked a month at a time.

So I think that we have at least 10 years of experience just in the local corps field. Some of the larger corps, like the California Conservation Corps, have been in existence for 15 years. There is a corps in Ohio that has been in existence for quite a while. You have a wonderful corps in Minnesota that, I think, started in 1983 along with the rest of us that have been very active in trying to set the mandate for this movement across the country.

[Prepared statement of Ms. Lennon follows:]
NARRATIVE OF TESTIMONY

presented to

THE COMMITTEE ON NATURAL RESOURCES:
SUB-COMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS

by

JOANNA LENNON, EXECUTIVE DIRECTOR

EAST BAY CONSERVATION CORPS

February 16, 1993
It is my pleasure to present to the Committee my perspective on partnership options between urban conservation corps and the federal government. My presentation will focus on the East Bay Conservation Corps and its relationship with city, county, state, and federal agencies. This presentation will conclude with recommendations for creating a cost-effective linkage between existing federal programs and local conservation corps.

Summary: EBCC on the Cutting Edge of a National Movement
The East Bay Conservation Corps (EBCC) was in 1983 one of the first urban conservation corps to be established and has since served as a model for the Urban Corps Expansion Project. There are now over 70 urban conservation corps either in operation or being established in cities throughout the country. Ironically, EBCC in some ways has gone beyond the mold it set for other urban conservation corps. EBCC’s strong emphasis on service-learning, community service and comprehensive education goes far beyond the employment & training focus of most conservation corps today. The National and Community Service Act of 1990 reflects the values held by EBCC from its inception—that community service is an effective mechanism for promoting youth development and addressing many of the social and environmental problems that confront our cities, states, and the nation.

EBCC’s experience with service-learning and community service, linked with its close relationship with local, regional, state and national parks, places the Corps in a strong position with regard to the national conservation corps initiative. It is our belief that all issues, regardless of their scope, are local issues and that they are best resolved by engaging local youth. EBCC has demonstrated its capacity to address multiple priorities in comprehensive, innovative and cost-effective ways. The Corps welcomes the opportunity to work in partnership with federal agencies to enhance our natural resources, particularly youth.

Agency Overview
The East Bay Conservation Corps (EBCC) promotes youth development through community service and service-learning. By actively engaging young people in their education while addressing environmental and social issues, EBCC enhances participants’ academic, leadership and life survival skills, self-esteem, civic responsibility, and environmental awareness. Participants, ages 12 to 24, work on projects that define the environment in a social and community context as well as in the performance of conservation work in urban and wildland areas. EBCC project sponsors, groups served and sites include public schools, community-based agencies, park districts, water districts, and public works departments in the East San Francisco Bay counties of Alameda and Contra Costa. Over 90% of the EBCC’s participants are people of color and live below standard poverty levels.

Model Program
EBCC presents a compelling model for urban areas throughout the nation and has
tremendous replicability to the Urban Corps Expansion Project—a collaborative effort of Public/Private Ventures (Philadelphia) and the National Association of Service and Conservation Corps (NASCC) based in Washington, D.C. This Project is developing a five-year strategy to establish new urban corps and to build broad consensus in support of youth conservation and service corps as a national solution to serious social problems. As one of the nation's first and most successful urban corps, EBCC is providing critical leadership to this project. EBCC's Executive Director is a past president and a board member of NASCC and is an acknowledged leader in the national youth corps field.

EBCC has demonstrated that the corps model is an effective intervention strategy for today's alienated youth and young adult population and is a successful way to meet community service needs. EBCC has earned a national reputation for its outstanding education program and in 1985 was named a National Service and Learning Demonstration Site by the Remediation and Training Institute in Washington, D.C. In March of 1989, our Learning Center won recognition for being in the top ten percent of centers nationwide for best overall performance. Recently, the Corps won the "Take Pride in California" award (co-sponsored by the California Department of Parks & Recreation and American Express) and was presented a "Certificate of Special Commendation" by the Department of Parks and Recreation for outstanding achievements over the years. The Corps is currently a nominee to receive a "Take Pride in America" award.

In addition, the Corps has won national recognition as an excellent educational reform model and was one of six programs chosen by the Management Institute for Environment and Business as one of the best examples of a public/private partnership in the environmental field.

**Youth Service: A Natural Resource**

EBCC believes that young people are a precious natural resource. Our service-learning model actively engages youth in addressing many of the social and environmental problems facing their communities; in the process, they also improve their own academic, life and leadership skills.

To nurture and develop the skills, talents, and social values of our youth, EBCC has designed one of the most comprehensive education, training, environmental improvement and community service programs in the country. Our program and service components are as follows:

**Comprehensive Education & Corpsmember Development Program**

To meet corpsmembers' needs for a diverse range of educational skills, EBCC operates a comprehensive corpsmember development program. This program includes academic skills training, career education, lifeskills training, and counseling support.

To meet the needs of our underprepared youth and young adults, we established the Learning
Center, the cornerstone of our education program. Using state-of-the-art methods to administer individualized curricula, the Learning Center provides educational strategies to improve students' academic skills from grade levels one to twelve. Students begin based on their individual specific skill levels as determined by precise assessment tests. They progress at their own pace with guidance and support from trained Learning Center staff and certified teachers. This past year, Learning Center students gained over two and one-half (2.5) grades per every fifty hours of study—more than four times the national average. Our students' objectives are to pass the GED exam and to attain a 12.9 grade-level proficiency.

Reflecting the demographic shift in California, a growing number of our corpsmembers have limited English proficiency. To meet their needs, we offer English-as-a-Second Language (ESL) classes facilitated by trained staff. The Corps' ESL program is being integrated into our highly effective Learning Center system for streamlined delivery of services.

In addition to attending basic education or ESL classes, corpsmembers must complete a "core curriculum" of lifeskills workshops which include First Aid, Money Management, Time Management, Communication and Conflict Resolution and Goal Setting. Other workshops and education options offered include leadership training, men's and women's studies, carpentry, outdoor adventure, and job-holding sessions to promote retention. One of the Corps' primary objectives is to prepare participants for gainful employment as adults. As part of our expanding career development program, EBCC coordinates over twenty paid internships designed to expose corpsmembers to a variety of work environments and careers and to provide them with hands-on job training. Intern positions include semiskilled labor, office administration and education. In addition to serving the EBCC's 120 corpsmembers, the Career Development staff coordinates an employment and training program for another forty-six out-of-school youth annually. This program, called the "Business Club," provides the seventeen to twenty-one year-old participants with basic education classes, vocational skills training, case management, and job placement assistance.

The EBCC provides all participants with goal setting workshops, career counseling, and pre-employment skills training.

Counseling addresses crisis situations and other corpsmember concerns such as domestic violence, neglect and health-related issues. A large portion of the Counselor's referrals to numerous community resources are related to corpsmembers' increasing needs for emergency food and shelter. The Counselor also facilitates a significant amount of staff training. To further increase corpsmember retention, Counseling services are beginning to address corpsmember health needs such as vision care and comprehensive health examinations.

Project YES
Project YES is a comprehensive service-learning and community service program that operates in the Oakland Unified School District. Using a "cascading leadership" model, Project YES participants strengthen academic skills while discovering a sense of pride and
personal responsibility for their neighborhoods and cities through service-learning curriculum, recycling clubs, community service projects and educational field trips. Project YES clubs are involved in a wide range of activities including setting up school recycling centers, painting neighborhood murals, participating in city graffiti and litter abatement programs, building and maintaining park trails and planting community gardens. Project YES also runs an extensive summer program, employing college and high school-aged young adults to lead and mentor between 200 and 300 middle school youth.

Project YES works with the Oakland Unified School District (OUSD) at five junior high and middle school sites: Carter, Claremont, Frick, Roosevelt and Westlake. YES receives support from and collaborates with a wide range of public and private sponsors including: the City of Oakland Department of Graffiti Abatement, Department of Parks and Recreation, Office of Community Development, Office of Economic Development and Employment and Office of the Mayor; California Adopt-a-Beach Program; Candlestick Point State Recreation Area; East Bay Regional Park District; Museum of Children’s Art; Stanford University Volunteer Center; University of California, Berkeley; Wells Fargo Corporate Community Development Group; and Youth In Action of the San Francisco Conservation Corps.

Environmental Improvement & Community Service Work Program
Much of a corpsmember’s experience in EBCC is centered on the work program. Corpsmembers work thirty-two hours per week on various environmental and community improvement projects. Work is accomplished by a crew of six to twelve corpsmembers who are supervised by a trained site supervisor. Our projects improve natural resources, promote community services, increase public access, assist with disaster relief efforts, and beautify neighborhoods and recreational lands in Alameda and Contra Costa counties.

On the worksite, corpsmembers learn basic work maturity skills such as punctuality, dependability, cooperation, quality of work, acceptance of supervision, initiative and motivation. In addition, they learn transferable job skills such as tool usage, occupational safety, record keeping, and supervision as well as a range of technical skills including trailbuilding, fencing, carpentry, construction, masonry, painting, and landscaping.

Emergency Responsiveness
In addition to the ongoing environmental and community improvement work performed by our corpsmembers, the EBCC has proved its capacity to respond to disasters following the Loma Prieta earthquake and the East Bay Hills firestorm. In 1989, the Corps renovated a number of abandoned hotels and buildings and helped to convert them into emergency shelters and day care facilities for earthquake victims. EBCC corpsmembers also patrolled the Marina neighborhood in San Francisco to prevent looting. In 1991, the EBCC evacuated fire victims and worked with the Red Cross to set up emergency shelters and to assess the damage. Less than a week after the fire, EBCC crews began erecting erosion control structures in the burn area to prevent further damage caused by debris and silt runoff. Since
then, the EBCC has been working with various government and land management agencies, schools and homeowners associations to restore the fire-scarred hills and reduce the potential for future infernos.

Unique Entrepreneurial Focus
Unlike most non-profit, community-based agencies, EBCC not only develops programs for national replication, but also operates like a business. More than half of EBCC’s annual budget of over $4,000,000 is generated through fee-for-service contracts. Among the Corps’ sponsors are many of the cities and special districts in the East Bay area. Year-round and short-term EBCC crew sponsors view the Corps to be a highly effective and cost-effective resource for maintaining and preserving our precious resources as well as for mitigating damage caused by natural and human forces.

EBCC’s entrepreneurial approach is also reflected in the Education and Youth Development aspects of our operation. Our state-of-the-art Learning Center, which costs roughly $300,000 to operate annually, generates over $200,000 in fee-for-service revenue. We recently initiated a contract with the California Department of Transportation (CalTrans) to train candidates for jobs with contractors that will help rebuild the Cypress (I-880) Freeway that collapsed as a result of the 1989 Loma Prieta earthquake. EBCC’s involvement as an education service provider for the Cypress Reconstruction Project underscores the Corps’ unique position as an education reform program.

Special Relationship with Park Districts and Services
EBCC has developed a particularly strong partnership with the East Bay Regional Park District (EBRPD). The Park District sponsors an EBCC crew year-round to perform a variety of work at each of its fifty-one parks throughout Alameda and Contra Costa counties. EBRPD sponsors additional EBCC crews to perform seasonal work and special tasks, such as the urban interface fuel break project as part of the District’s fire prevention effort. EBRPD also supports other aspects of the Corps’ program such as by providing land for EBCC’s challenge ropes course and by funding the production of five murals in honor of Dr. Martin Luther King, Jr.

EBCC performs extensive work for most of the parks and public works departments of East Bay cities and counties. As municipalities and counties confront severe budget reductions, EBCC work crews offer a cost-effective way of accomplishing needed park maintenance, community improvement, and fire prevention work. In particular, EBCC works extensively with the Alameda and Contra Costa counties Public Works Departments and the cities of Oakland, Berkeley, Hayward, Union City, El Cerrito, Walnut Creek, and Richmond.

As a result of the East Bay Hills Firestorm, EBCC has developed particularly strong partnership with the cities and Oakland and Berkeley. Under the leadership of the Parks Manager for the City of Oakland, a Vegetation Management Consortium was formed to
coordinate fire prevention efforts. The Consortium members are the cities of Oakland and Berkeley, the East Bay Regional Park District, the East Bay Municipal Utilities District, the University of California, Berkeley, and the Lawrence Berkeley Laboratories. EBCC, with a $350,000 grant from the State Office of Emergency Services (FEMA Hazard Mitigation Program) is the implementation arm of the Consortium and has been invited by the Consortium Chairman to consider becoming a partner in the Vegetation Management Plan development process. This model collaborative places EBCC in a influential position as an urban conservation corps to impact policy formation.

Recommendations for Federal Partnerships with Local Corps
To date, all of the accomplishments of local conservation corps has been achieved with a very limited and indirect amount of federal funding. In just ten years, the urban corps movement has created a dynamic network of agencies throughout the country with the capacity to improve the environment and local communities while promoting youth development. For the federal government, local corps are a resource in an of themselves that could prove even more effective with direct federal support.

There are a number of federally funded programs that can support the operations of local conservation corps. For example, the Job Training Partnership Act (JTPA) is a source of funding for some local corps. Some aspects of the act, however, are very restrictive and limit the ability of local corps to serve JTPA participants without compromising their program structure. Perhaps a special title should be created that better enables local corps to administer JTPA contacts for at-risk youth. Other potential federal sources for urban conservation corps include public works funds, Department of Education grants, Pell Grants, Work Study funds, Department of Transportation grants, and grants from the Department of the Interior and the Department of Agriculture.

Just as federal funding agencies utilize established universities to serve as a national research network, the government should turn to urban conservation corps to create a national conservation corps network. On our own, we have developed the capacity to make a tremendous impact at a local level. With added federal support, the impact of our operations will be felt throughout the country.

Thank you for the opportunity to address the Committee.

Joanna Lennon
Executive Director
East Bay Conservation Corps

February 16, 1993
Mr. VENTO. Thanks for your testimony.

How is the East Bay Corps funded? Do you get a small grant from the State, or do you have more basic funding from the local East Bay area?

Ms. LENNON. The East Bay Conservation Corps is a nonprofit corporation with a board of directors. A majority of our funding comes from contracting out to do work with different land management agencies, with different municipalities. So, for example, we have an almost half-a-million-dollar contract with the East Bay Water District who pays for three crews to do resource management work, opening up water district lands to the public, opening up reservoirs for fishing, they build trails, put in picnic areas, et cetera. We have a long-standing contract with the East Bay Regional Park District, where we work in all 45 of their parks, doing everything from gabion construction to streamside riparian revegetation to fence building, et cetera.

Mr. VENTO. In terms of making these awards, in terms of contracts, do they recognize an educational component, or are they simply saying we want a certain amount of work done, and we are indifferent if it is done by ABC Ace Company?

Ms. LENNON. I think that, to be absolutely honest about that, they probably hire us because it is cost-effective to do so, but in addition, there is really a strong responsibility for public agencies to serve the people in their service delivery area. So it is a win/win kind of situation. It is cost-effective for them, but at the same time they are able to hire a lot of young people who live in the community to do the resource management work on their lands.

Mr. VENTO. You actually do the management and education programs themselves. I mean it isn't the Park Service or the other agency that is doing this, you are actually taking over that particular role yourself.

Ms. LENNON. That is right, and in fact, the selling point, I think, of corps is that because of the extensive supervision that they employ with their crew leaders and site supervisors—plus the structure of corps are set up so that corps hire experienced what they call work project coordinators who work with agency liaison to line out projects—so in reality we are able to provide a real needed service to park districts without employing very many of their personnel. So their personnel are free to do other things.

Mr. VENTO. These programs have evolved in terms of what they do. I listened to William Bailey talk about what he did with the CCC, and then we have two young women here who are talking about what they are doing in the 1990s.

You didn't even have any women in the CCC. Is that right?

Mr. BAILEY. That is right. No, we were too old for that.

Ms. LENNON. There were women. Yes, there were. I think there was a small number of women in the old CCC.

Mr. BAILEY. There were a few women. We have one in our chapter that was an education teacher in some camp.

Mr. VENTO. Well, I stand corrected. I guess I was reading my staff work here. We probably need to be properly informed.

But today it is obviously different not just in terms of the make-up of the YCC programs and the corps programs but in terms of what they are accomplishing. Needless to say, I don't know that
the goal was in the 1930s to necessarily provide an apprenticeship or develop an interest necessarily in a path to the world of work. But you actually went into the Department of Agriculture. Do you find that many of your colleagues, the alumni in the CCC, also went into various types of work related to resource conservation areas? I guess you were doing research on cotton.

Mr. BAILEY. Well, I think World War II interrupted that path. I have heard of some people staying in the Forest Service that were in camp. But between the war and the G.I. bill, most of us got a couple of good steps away from the CCC before we got our work. I don't know of too many who stayed in.

Mr. VENTO. In a natural resource or conservation role. That is interesting.

Stephanie, you said you intend to get into natural resources or environmental work. I think a telling point was that you thought environmental law would be a good role. How did you come to that conclusion? Have you seen a lot of conflicts where you think doing legal work would be interesting?

Ms. ALEXANDER. Most definitely, because I have an uncle who is an environmental engineer, and he told me how big corporations would take their waste to Mexico, and they would pay Mexico for the land that they would dump the waste in, and it would harm a lot of people, and I think that is so wrong. So I decided that if I could take a step and change that, it would definitely be worthwhile.

Mr. VENTO. Well, I won't get into how we are dealing with Mexico these days in terms of that issue. I have some pretty strong views on it. But it is interesting to hear how that has led you into an interest in a career path.

Jessica, you are now a high school student, or are you in college?

Ms. TROTT. I graduated high school. I want to go into wildlife management, to do surveys or help the wildlife.

Mr. VENTO. Have you begun your college classes yet?

Ms. TROTT. I will begin them in the summer.

Mr. VENTO. How much experience did you have working with the Maryland Conservation Corps?

Ms. TROTT. Since December 1.

Mr. VENTO. Since December 1. I don't know if this is seasonal, but it is obviously the winter season, according to what they say in Maryland. In Minnesota we call this a cool spring. [Laughter.]

Mr. VENTO. How long of an experience are you going to have?

Ms. TROTT. It will be a year-long program.

Mr. VENTO. So you are going to be able to do this for a year, and then you think you will be able to take some classes along the way?

Ms. TROTT. Right.

Mr. VENTO. Do you receive any type of college credit for any of the work you might do here?

Ms. TROTT. Well, we receive certification, like we got certified for CPR.

Mr. VENTO. You mentioned other educational components—I think a sign of the times, AIDS education, which is very important. Ms. TROTT. Right, and drug awareness.

Mr. VENTO. You don't necessarily get college credits then for what you are doing but other types of skills.
Ms. TROTT. No, not for this. We gain personal experience, and we will learn how to run different machines or learn how to do different things.

Mr. VENTO. Yes, you learned how to drive a tractor. That was very exciting, wasn't it?

Ms. TROTT. It was a lot of fun.

Mr. VENTO. That is really, I think, something today that doesn't necessarily happen. Where do you live in Maryland? In one of the suburbs around here?

Ms. TROTT. Salisbury.

Mr. VENTO. Oh, so you are out a little ways then.

Ms. TROTT. Right. The Corps, or my group, is in the Pocomoke State Forest.

Mr. VENTO. Okay. There are employment problems in and around Salisbury, though, are there not?

Ms. TROTT. Oh, yes.

Mr. VENTO. I hear that Campbell's Soup is leaving, sadly. Did I read that?

Ms. TROTT. Yes, about 400 people from that.

Mr. VENTO. What are other young people that graduated that are not in school now doing? Are they working or not?

Ms. TROTT. The majority do try to find work, or they are going to college—leaving the State, going to college.

Mr. VENTO. Is it very difficult to find work in and around Salisbury for young people like yourself?

Ms. TROTT. Unless you want to go into fast food or things like that.

Mr. VENTO. That is the big growth area, working at McDonald's.

Ms. TROTT. Right.

The educational part of the program is a really good opportunity.

Mr. VENTO. Well, those fast food jobs are important in terms of making a few bucks.

Do you receive compensation for this?

Ms. TROTT. Yes, we get minimum wage for 7 hours a day five days a week.

Mr. VENTO. I didn't ask Stephanie.

Did you receive some compensation for what you were doing?

Ms. ALEXANDER. Over the summer, yes, we did.

Mr. VENTO. Is this one of your first jobs, Stephanie?

Ms. ALEXANDER. Yes.

Mr. VENTO. How many hours a week were you working when you worked on the program?

Ms. ALEXANDER. In the summer, let's see. We would get up around 8 o'clock in the morning when we were at Chincoteague, and we would head for the beaches to build fencing. So we would probably get off around 4 o'clock. That was Monday through Friday.

Mr. VENTO. You lived near Chincoteague then?

Ms. ALEXANDER. We lived on the refuge in a trailer.

Mr. VENTO. Okay. So you actually had residential facilities there.

Ms. ALEXANDER. Yes.

Mr. VENTO. Do you live at home?

Ms. TROTT. Yes, I do.

Mr. VENTO. So you are not in a residential program.
Ms. TROTT. No.
Mr. VENTO. It is just a daily program.
Do quite a few come from your community or your area in Maryland that are working in the same role that you are?
Ms. TROTT. In Maryland, there are 40 corps members. There are two different groups in Western Maryland, Eastern Maryland, and there are two others; there is one in Rosaryville up here and one in Fairmont.
Mr. VENTO. That isn't very many, considering the number of young people, young adults like yourself, that might be interested in it.
How many do you have in the East Bay that are involved, Joanna?
Ms. LENNON. We have 600 just in the two counties, Alameda and Contra Costa.
Mr. VENTO. They are big counties, I guess.
Ms. LENNON. And we have a waiting list of 10 kids for every slot that we have, and that is just in two counties in one State.
Mr. VENTO. Do you think if we do what Clinton is asking us to do and try to utilize these programs, that we won't have any problems in terms of finding young adults to get involved?
Ms. LENNON. I don't think that will ever be a problem.
Mr. VENTO. Mr. Bailey, when you were in Nebraska, how large was the CCC in those days? The CCC was located in Nebraska?
Mr. BAILEY. Well, yes, I was in a camp at Weeping Water. There were several camps in Nebraska; I don't know how many.
Mr. VENTO. How many young people were in your camp with you?
Mr. BAILEY. Two hundred.
Mr. VENTO. Two hundred?
Mr. BAILEY. Right.
Mr. VENTO. And that was before they really got a big population in Nebraska, too.
Mr. BAILEY. Well, most of them came from Nebraska. We were right south of Omaha, so most of our camp came from Nebraska. Now some of the other camps were brought in from other States, but our camp was Omaha, Lincoln, and we got the Boys Town graduates, so nearly all of them were from there.
Mr. VENTO. I often, Mr. Bailey, have individuals and so forth suggest that they reestablish the CCC, but I think there probably is not an awareness of the Youth Conservation Programs and other programs that still exist today that are doing this. I think the difference is the number of participants, because at that time there were so many participants that it had a major impact in terms of helping and filling a need, and today it doesn't fill that need.
Mr. BAILEY. Right.
While I was working for Agriculture in Beltsville, we used the Forest Service YCC employees there. So I have had some of them working for me, which is a good program. It could be enlarged. It is mainly high school kids.
Mr. VENTO. I remember going through some statistics last year on the JTPA program, the regular jobs training program, the Jobs, Employment, and Training Act that replaced CETA back in the
early 1980s—1982, I think. That, of course, eliminated the Young Adult Conservation Corps, that particular law.

In any case, the amount of money that we fund—$2.5–$3 billion a year—meets 5 percent of the need of the JTPA program. So they have got 33 million individuals that would qualify for that type of employment and training opportunity, and we meet 5 percent of the need. That is $3 billion, so if you multiply that out, you get some idea, if you were going to meet that need, what you have to do. It is very significant. So we are nowhere near in terms of the objective of that program.

So often today I think that where you could be an apprentice and start out at a factory or in a plant, or doing other things, those sort of entry-level jobs today are the type of jobs that you were talking about, the service-related jobs, and that most private businesses have externalized these jobs, and they expect the individual that comes to the place of employment to be trained and ready to enter that job. It is really right down to the extreme.

Last week in my district, I visited with some employment specialists. They had a very large accounting firm that had moved its operation from out of Minnesota to Massachusetts, and the employees were trained to be mainframe computer operators. They were all in their 40s and had had 20 years of experience working on computers, and they were all laid off, and they went to Massachusetts and hired completely new people that worked with personnel computers, they didn’t have the need for the mainframe, so they were just kind of left on their own to try to find something to do.

Now many of them will probably do that, they will be successful, but there are always a number of people that are going to fall between the cracks and be out of the mainstream and dependent for a long time until they get back, because these businesses have externalized these costs. You know, half the education dollars for initially 10 or 15 years ago were spent by the private sector, businesses. They were willing to invest in young people, and older workers I might say, along the way to help them out. But the reality of the 1990s is that they are not willing to do that. At least it is an uneven thing; it isn’t obvious with every business, but it is generally the practice today.

So that is what we are really up against in these types of programs—to provide an opportunity for someone to get reestablished or to begin to find their way into a profession or a career and, at the same time, fulfill or retain some of the other values that we value as a nation.

No other of my colleagues have come back. I very much appreciate this panel’s testimony. It has been helpful. I hope that we can make this the best program possible for national service.

Mr. Bailey.

Mr. BAILEY. Yes. I didn’t hear the Forest Service or anybody mention it, but the Job Corps has some CCC camps in the forest. I don’t know how many of them. But they are run just like the old CCC. They call it the CCC, but it is Conservation Corps Camps now.

Mr. VENTO. Yes. Well, you know, the Job Corps program has a residential program in my area. They also have some on site where people do not stay overnight with the Job Corps programs. They
are dealing with a segment of people who have had difficulty. Just as the President last night talked about the boot camps, the Job Corps is sort of a step away from that. But maybe if we had more of these types of programs we wouldn’t need so many boot camps.

Mr. BAILEY. Boot camps don’t serve anything.

Mr. VENTO. Well, they are a holding pattern.

Mr. BAILEY. Just to tell somebody how to do something when you say something, just to teach them to jump.

Mr. VENTO. They have a different level of performance, so they aren’t the same thing. I think that maybe if we had more programs like this we would need less money spent on our major crime bill or on boot camps and so forth.

Mr. BAILEY. They are too tired to cause trouble when they are through. [Laughter.]

Mr. VENTO. That is the strategy, I guess, and maybe a different frame of mind.

Mr. BAILEY. Well, it helps. I mean the people who come into the camps do the work, and they see what they accomplish, and that changes their mind in a hurry.

Mr. VENTO. And I think all segments of our society, including the land management agencies and others, can do a lot in this vein.

I know we have a long list of witnesses, and I see one of your colleagues raising his hand. He wants to have some input here. If you want to come forward.

STATEMENT OF HARRY WILLIAM DENGLER, HYATTSVILLE, MD, MARYLAND EXTENSION FORESTER (RETIRED 1976)

Mr. DENGLER. Could I make a few comments? Can everybody hear me?

Mr. VENTO. You have got to give your name for the record here.

Mr. DENGLER. I’m Harry Dengler, and I’ll be 82 in May. I finished four years of college at Syracuse back in 1933 and went to work for the Forest Service in Wisconsin and Tennessee, and then I came to Maryland with the Soil Conservation Service as a forester.

I remember very, very distinctly that there was a Black CCC camp in Washington that planted all these beautiful azaleas out at the National Arboretum, and if any of you have gone to the National Arboretum in the spring of the year, this is one of the most beautiful things you ever saw. Those azaleas were raised by the CCC out at Beltsville, where Mr. Bailey is, and planted by the African American CCC camp here.

One of the interesting things that I observed with the CCCs was, all of these 200 CCC enrollees coming into the camps, puny, pimply, really no concept of anything in the world, and after a couple of months being there, the discipline, the pride that they had in themselves, the wonderful meals that they got were simple but wonderful, and an aspect that has been completely overlooked is the fact that most of these boys went into World War II, and they were probably the greatest force in a way, although the CCC camps had nothing whatsoever to do with Army.

One point I’ll just finish with. I was a forester in the CCC camp below Annapolis. In the spring of 1933, I believe it was, there was a tremendous flood in Washington. We got a call at 8 o’clock that
we might be needed to come to Washington, and be prepared. At 2 o'clock we got a call; the Potomac River had breached everything and was spreading all over the city of Washington. The Army Corps of Engineers had established a line—I can't remember now, because that is close to 60 years ago—but they had established a line that was a sort of a levee, or a breakwater, or what, and I never was so much amused in all my life. Incidentally, I believe I'm the only forester in Washington that ever had a police escort.

The line was breaking here when the water was coming up. I remember I was near the Treasury Building to the best of my recollection. We had CCC boys filling sandbags and making a dike and a dam. But the thing that amused me most—now this was the Depression days; most of the contractors and road builders and all of that had no work at all—but this line of sandbags along here needed reinforcing to keep the floodwaters back. And I never saw bulldozers so happy, pushing up the bushes, and the sidewalks, and the dirt, reinforcing these sandbags, and they knew that the more damage they did, the more work they would have. [Laughter.]

Thank you very much.

Mr. VENTO. The year the Potomac almost ate the Capitol, eh? Well, thanks for those comments—a little unorthodox. Please give your name to the clerk for the record.

Thank you all very much for your testimony. I appreciate it.

Mr. Bailey, let's just recognize the alumni here—in fact, one extemporaneously.

Mr. BAILEY. He was one of the staff for the camps.

Mr. VENTO. Yes. Thank you very much. Thank you all, and good luck with your experiences with the Maryland Corps, and the student at Ballou. Good luck.

We have five more witnesses. I think I will ask them to all come forward at this time and testify. We have Destry Jarvis, who is the executive vice president of the Student Conservation Association, which has been referred to by other witnesses; we have Emilio Williams, the director of the Technical Assistance Services of the National Association of Conservation and Youth Corps; Frank Slobig, director of policy and programs, Youth Services America; Larry Fonnest, director of the Minnesota Conservation Corps; and, finally, Doug Wheeler, the secretary of the California Resources Agency.

If you can find an extra chair, we will get started to conclude this hearing.

Welcome.

Does anyone have a time problem today?

[No response.]

Mr. VENTO. Okay. If you would each take about five minutes, make your explanation, and if I have any questions I will try to come back to you and elaborate on them. Let me know if you have any time difficulties.

Destry, why don't you begin.
PANEL CONSISTING OF T. DESTRY JARVIS, EXECUTIVE VICE PRESIDENT, STUDENT CONSERVATION ASSOCIATION; EMILIO WILLIAMS, DIRECTOR, TECHNICAL ASSISTANCE SERVICES, NATIONAL ASSOCIATION OF SERVICE AND CONSERVATION CORPS; FRANK J. SLOBIG, DIRECTOR OF POLICY AND PROGRAMS, YOUTH SERVICE AMERICA; LARRY P. FONNEST, DIRECTOR, MINNESOTA CONSERVATION CORPS, MINNESOTA DEPARTMENT OF NATURAL RESOURCES; AND DOUGLAS P. WHEELER, SECRETARY, RESOURCES AGENCY, STATE OF CALIFORNIA

STATEMENT OF T. DESTRY JARVIS

Mr. Jarvis. Thank you, Mr. Chairman.

It is a pleasure to be before you as the Committee embarks on what I think is one of the most important endeavors that it can engage in, in this Congress, which is to further what I believe is the national ground swell of interest in service and that of the President. I think to embody that in conservation service on the Federal public lands in particular is a way to allow both the young people of America to give back to their country and to fulfill what we all know is a tremendous need in carrying out projects and the backlog of natural resource and maintenance needs of the Federal public lands.

This convergence of interest in service and backlogged need and the interest in partnerships that is sweeping the country, I think, leads us to national service as an outlet and a solution to those problems. I do think, however, that legislative action is necessary to implement the kind of program of both the type and scale that is necessary for several reasons. One is that the backlog of demand is there, but, more importantly, none of the basic laws on the books now—the Youth Conservation Corps Act and the National and Community Service Act—are adequate to the task at hand.

I will skip over the references in my statement to what SCA is all about and the kinds of programs that we do, except to say that we have worked on public lands for all of the agencies that have been before this Committee today and a number of others. We have worked in every State in the country. We have worked in Puerto Rico on the habitat recovery of the endangered Puerto Rican parrot. We have worked in Alaska, and Hawaii, and every State in between.

We have had partnership agreements with the Park Service for 35 years, with the Forest Service for 25 years, and so on with the other agencies.

The founding principles of SCA have included that from our inception in 1957 our programs have all been 50/50 male/female, and our programs have always been cost-shared with the agencies. That is, we raise philanthropic funding to support the work that is done on the land. This year, we will raise about $2.5 million of private funding to match with the agency cost shares.

Let me skip ahead now to just talk about specifically what I believe is a framework for the legislation that I would hope this Committee would pursue. As I said, the National Community Service Act, the most recent law on the books, is inadequate. For all in-
tents and purposes, it omits the opportunity for service on the Federal public lands.

If you note section 126 of Subtitle C of that Act, the Federal agencies are only involved if the States either fail to act—and 49 of the 50 States have established corps—or choose to allow their work to be performed on Federal lands as opposed to State and local lands. There certainly are instances where that has happened, as Joanna Lennon and others have indicated, where Federal public lands fall within urban areas in particular or where there are particularly urgent projects, as in the case of Yellowstone or as in the case now of the hurricane recovery in Florida.

But by and large, the Federal land service component was left out of the National Community Service Act. It kept the title, American Conservation Corps, that this Committee had attempted to enact several times previously but provided no funding nor any direction specifically to service on the Federal public lands.

I think that legislation should be enacted that would be multifaceted, would have components for teenagers, pre-college, teenagers not college bound, in-college undergraduates, post-college, and seniors. All of these can be incorporated into meaningful service, accomplishing significant work, without competing with the Federal work force or the private sector contractors that also engage in work on the public land, and do so in a way that combines the benefit to the agency of service and work carried out and benefit to the individual both in terms of personal growth and development and the incentive of either working for minimum wage or college loan forgiveness, or pre-college credits or vouchers that can be applied to college, and simply in some cases the motivation of young people to decide to attend college once they have been through programs of this sort.

The more flexibility that any ensuing legislation can provide to a multifaceted program, the better. I think particularly taking advantage of organizations in the nonprofit world like SCA and like the 75 or 80 corps that exist is the way to go. I think our organizations are better prepared to manage young people and adequately prepared to manage the conservation service project.

I would suggest the Committee also consider a designated source of funding to, in part, pay the Federal share of the cost of this. One way to do that might be to adapt what was called the America the Beautiful passport, which was capturing entrance fees, and apply those monies in an earmarked account directed away from operations funds so as not to get caught up in the OMB against appropriation of designated funds, and apply that to the service program to fund at least a share of the costs of carrying out these projects on the public lands.

I think you will find both the nonprofit community willing to fund-raise to support this, I think you will find segments of the for-profit sector equally willing to provide funding to support this. In particular, I think the recreation industry, both the manufacturers and the retailers, are showing a tremendous interest in work and service and other conservation activities on the public lands. These resources can match Federal dollars and, I think, carry out more work than Federal appropriation alone can support.
I will just conclude, Mr. Chairman, by saying that the need is real, there are plenty of people ready to work, a tremendous number of projects, and it simply needs the inspiration and leadership that this Committee and the Congress and the President can provide to get it off the ground. Conservation service is only one piece of a National Service Program but a critical one.

Thank you.

[Prepared statement of Mr. Jarvis follows:]
STATEMENT OF T. DESTRY JARVIS
EXECUTIVE VICE PRESIDENT
STUDENT CONSERVATION ASSOCIATION
BEFORE
THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, & PUBLIC LANDS
ON
THE AMERICAN CONSERVATION CORPS & YOUTH CONSERVATION CORPS
ON FEDERAL, STATE, AND LOCAL PUBLIC LANDS
FEBRUARY 18, 1993

INTRODUCTION

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

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

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

These hearings are warranted, and ensuing legislative action is necessary because, 1) as never before, the public lands are in need of conservation service projects which cannot be carried out by federal employees or contractors for fiscal reasons, 2) because the youth of America are ready, willing and able to serve by the thousands, 3) and because neither of the two basic laws which authorize such service, the Youth Conservation Corps Act of 1972,
as amended, nor the National and Community Service Act of 1990, are adequate to the task at hand.

WHO IS SCA AND WHAT DO WE KNOW ABOUT SERVICE

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

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

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

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

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

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

SCA’s largest partnership is the Resource Assistant Program, in which predominantly college undergraduates volunteer in career-developing internships for 3-4 months at any time of the year. About 1200 such individuals served this entire array of agencies in
1992, for about 700,000 hours of service. In order to identify the
individuals to serve in the RA Program, we recruit on over 4000
college campuses throughout the year. The RA Program is
academically accredited for any participant through an SCA
agreement with Colorado State University.

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

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

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

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

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

In order to find participants for the high school program, we
recruit in over 20,000 high schools across America. Over ten years
ago, we began sending our recruiting staff into major urban high
schools to recruit face-to-face with urban youth and their parents
in order to assure a diverse applicant pool. This successful
recruiting method led to the establishment of SCA urban programs in
Seattle, Los Angeles, Tuscon, San Francisco, Denver, Chicago, Atlanta, New York, Washington, D.C., and other metropolitan areas, and resulted in very successful summer programs for urban youth.

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

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

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

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

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

I should also add as a historical footnote, that throughout the 1970s, SCA ran Youth Conservation Corps crews as a contractor to the NPS and USFS. In fact, the antecedents of the YCC Program can be traced to several SCA high school programs in Olympic National Park in the 1960s, which were visited by the late Senator Henry M.
Jackson, a principle author of the original YCC legislation. Senator Jackson told SCA leaders at the time that he was modeling the YCC legislation after the SCA, and even asked SCA if we wanted to be written into the legislation. SCA declined.

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

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

OPPORTUNITY AND NEED

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

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

Presidents Reagan and Bush failed to fund the Youth Conservation Corps or the Young Adult Conservation Corps for their 12 years in office, and with the exception of a few small vestiges of these
programs, they are essentially defunct. Even with new funding, I would argue that today's needs for youth conservation service on the federal public lands cannot be adequately served without amending the YCC Act.

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

A CONCEPT FOR A FEDERAL PUBLIC LANDS CONSERVATION SERVICE CORPS

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

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

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

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

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

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

* terms of service could range from a minimum of six-months when
working at minimum wage, up to two years when seeking college loan forgiveness or a college-tuition grant.

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

**FUNDING AND ADMINISTRATION**

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

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

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

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

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

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

* such fees, going to a separate pool of funds, and for a separate purpose, would be less likely to be offset against
appropriations for other agency programs by the OMB, a real problem in previous attempts to increase and make uniform public land entrance fees.

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

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

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

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

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

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

Thank you for the opportunity to testify. I would be happy to answer any questions.
Mr. VENTO. Thank you very much, Mr. Jarvis.
We have Emilio Williams, director of technical assistance services of the National Association of Service and Conservation and Youth Corps, with us.
Mr. Williams.

STATEMENT OF EMILIO WILLIAMS

Mr. EMILIO WILLIAMS. Thank you, Mr. Chairman. I'm pleased to be able to speak today on behalf of the National Network of Youth Conservation and Service Corps programs.

Given the new Administration's deep commitment to both national service and the environment, this is an exciting time for corps. We at the National Association of Service and Conservation Corps—NASCC—look forward to the active leadership and involvement of the Subcommittee and the discussion of how best to expand opportunities for young people to serve their communities and the Nation.

I would briefly like to address some of what we know about Youth Corps, where we are going as a movement, and then share our views on some relevant policy and legislative issues.

NASCC, the national membership organization for Youth Corps programs, exists to support and expand the network of some 80 State and local programs in 30 States. Last year, NASCC conducted a comprehensive survey that, for the first time, fully documents the activities under way in the youth corps field. Year-round State and local corps programs involved over 13,000 young people in the last year with another 4,500 serving in summer programs; 63 corps operating as of June 20, 1992, served a diverse cross-section of people at a total cost of $131 million, which included stipends and wages. Since June, 17 new corps have been launched, thanks to the grants from the Commission on National Community Service. It should be noted that less than 10 percent of the total funding for all the corps came from Federal sources. A complete break-out is attached to my written testimony.

Consistent with the priorities of this Subcommittee, corps continue in the great tradition of the Civilian Conservation Corps of the 1930s to do a great deal of conservation work that otherwise could not be done and, I might add, probably would not be done. Corps members still cut and improve trails, plant trees, build bridges, restore recreational facilities in local and State parks, and their roles, of course, have even expanded into urban areas—housing rehabilitation, recycling, and other environmental projects, as well as direct service to children and the elderly. Corps now help to conserve the fabric of our communities as well as our natural resources.

Four years ago, the Student Conservation Association and NASCC collaborated to assist in environmental restoration efforts. Corps members were among the first help on the scene after the earthquake in San Francisco, the fire storm in Berkeley Hills, the riots in Los Angeles, and the hurricane in Miami. Even this week, over 100 young people are involved from Pennsylvania, Maryland, Michigan, and New Hampshire in Florida working under the Greater Miami Service Corps to do restoration projects.
State and local corps programs have also pursued opportunities to cooperate with Federal land managers. One of the Subcommittee's new members, as you well know, Representative Karan English, Arizona, knows about one of them. She sponsored the enabling legislation which created that project. This corps program is an outstanding example of the Federal-State level cooperation.

We have also added a full description of that arrangement to the testimony. However, I think it is probably significant to pay special accolades to that joint partnership that took place between the Arizona Conservation Corps and the United States Forest Service Youth Conservation Corps in the renovation of some heavily used campgrounds in the Tonto National Forest.

NASCC and its members are thrilled, of course, with President Clinton's interest in enabling more young people to participate in national service programs. We want the Congress to know what we have been telling the President's advisors, that any national service initiative must build on the basis of existing State and local programs, and it must include opportunities for non-college-bound youth as well. Further, we believe that corps programs are among the best vehicles for providing young people with full-time service opportunities and numerous other benefits.

Corps are community-based, which makes them responsible to local needs. They are capable of rapid expansion. Based on what our members have told us in the recent months about their long waiting list both for participants and for work projects, the corps could easily double in size within 3-6 months if funding should become available. We look forward to working with the Administration and the Congress to advance the national service movement and, along with it, the growth in vitality of youth corps.

We are pleased that grants awarded last June by the Commission led directly to the establishment of some 17 State and local corps. However, the need to build State and local programs does not negate the need to expand youth service opportunities on Federal lands. We strongly support the revival of youth conservation corps in the national forests, parks, and wildlife refuges. We hope that when this occurs, provisions will be made to encourage the Federal land management agencies to involve State and local corps as well as national not-for-profit organizations like the Student Conservation Association.

There is a huge, unlimited amount of work to do, and there are obviously a number of young people who are anxious to do it. State and local programs seek those opportunities to provide labor-intensive resources and services in new venues. For instance, many corps are already poised to carry transportation projects, enhancement in trail projects, environmental restoration in wetlands, urban stream corridors, public works projects, even to undertaking environmental cleanup activities that would enable the redevelopment and beautification of some of our most scarred urban areas.

Full funding of ISTEA legislation and attention to corps in public works legislation would make such projects more likely. Between us, we believe that we can amass the vast cadre of young people to tackle the backlog of conservation and restoration projects that have accumulated in recent years. This would also expand the opportunity to provide environmental educational opportunities,
thereby creating a greater appreciation for the respect of natural resources and outdoor learning experiences.

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

In his inaugural address, President Clinton called the Nation to a season of service. For the 17,500 or so young people in the corps programs, that season has already begun.

Thank you very much for the opportunity to share our thoughts with you.

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

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

NASCC

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

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

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

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

Corps and Conservation

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

State and local corps programs are entrepreneurial in character and remain vigilant for opportunities to provide their labor-intensive services in new venues. For instance, many corps are poised to carry out transportation enhancement and trails projects funded through the Intermodal Surface Transportation Efficiency Act. Full
funding of this legislation would make such projects more likely. Other corps look forward to the next generation of environmental restoration projects in wetlands and urban stream corridors, to carrying out appropriate components of public works projects and even to undertaking environmental clean-up activities that would enable redevelopment or beautification of some of our most scarred urban landscapes.

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

Federal-State Cooperation

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

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

National Service

NASCC and its members are thrilled, of course, with President Clinton's interest in enabling more young people to participate in national service programs. We want the Congress to know what we have been telling the President's
advisors -- that any national service initiative must build on the base of existing state and local programs and that it must include opportunities for non-college bound youth. Further, we believe that corps programs are among the best vehicles for providing young people with full-time service opportunities and numerous other benefits. Among other things, corps are community-based which makes them responsive to real local needs. And they are capable of rapid expansion. Based on what our members have told us in recent months about their long waiting lists, for both participants and work projects, the corps could easily double in size within 3 to 6 months, if funding should become available.

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

Corps Programs on Federal Lands

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

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

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

In his Inaugural Address, President Clinton called the nation to a "season of service." For the 17,500 or so young people in corps programs, that season has already begun.
A MODEL OF FEDERAL-STATE COOPERATION:
The Arizona Conservation Corps

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

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

* Taps the experience of federal employees who have worked with human resource programs such as the Young Adult Conservation Corps (YACC) and Youth Conservation Corps (YCC);

* Enables federal employees to work full-time with the corps as loaned professionals, and part-time as volunteers;

* Overlaps with federal agency program thrusts in human resources, community involvement, partnerships, the use of volunteers, the use of job training funds, and continuing YCC programs;

* Builds upon the capacity of federal land-managing agencies including the U.S. Forest Service, the National Park Service, and the Bureau of Land Management;

* Takes advantage of geographic circumstances -- the high percentage of federally-managed land in the state; and

* Offers land managers near-term returns in the form of projects that the corps can complete, backlogs that the corps can help erase, revenue-generating campground development, and sound youth development programming.

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

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

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

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

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

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

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

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

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

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

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

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

State year-round corps programs are often:

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

State and local summer corps programs are often:

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

Year-round urban corps programs are often:

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

For more information about corps program diversity, contact NASCC.
SUMMARY OF SURVEY FINDINGS

INTRODUCTION

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

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

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

FACTS ON THE CORPS

NUMBER OF STATE AND LOCAL YOUTH CORPS PROGRAMS

<table>
<thead>
<tr>
<th>Reporting Corps</th>
<th>All Known Corps</th>
</tr>
</thead>
<tbody>
<tr>
<td># of State Year-Round Corps</td>
<td>12</td>
</tr>
<tr>
<td># of State Summer Corps</td>
<td>6</td>
</tr>
<tr>
<td>TOTAL STATE:</td>
<td>18</td>
</tr>
<tr>
<td># of Local Year-Round Corps</td>
<td>37</td>
</tr>
<tr>
<td># of Local Summer Corps</td>
<td>3</td>
</tr>
<tr>
<td>TOTAL LOCAL:</td>
<td>40</td>
</tr>
<tr>
<td>TOTAL CORPS PROGRAMS:</td>
<td>58</td>
</tr>
</tbody>
</table>

* NOTE: Two each in the states of Pennsylvania and Washington
GEOGRAPHICAL DISTRIBUTION OF CORPS PROGRAMS

# OF STATES THAT HAVE A STATE CORPS PROGRAM ONLY 7
(Arizona, Iowa, Maine, Minnesota, Montana, New Hampshire and Ohio)

# OF STATES THAT HAVE A LOCAL CORPS PROGRAM(S) ONLY 12
(Colorado, D.C., Georgia, Louisiana, Massachusetts, Michigan, Mississippi, Missouri, Nevada, New York, North Carolina and Texas)

# OF STATES THAT HAVE BOTH STATE & LOCAL CORPS PROGRAMS 8
(California, Florida, Maryland, New Jersey, Oregon, Pennsylvania, Washington and Wisconsin)

TOTAL # OF STATES WITH A CORPS PROGRAM(S) 27
(26 States and the District of Columbia)

LEVEL OF FUNDING AND SOURCES OF SUPPORT

<table>
<thead>
<tr>
<th></th>
<th>STATE YEAR-ROUND</th>
<th>LOCAL YEAR-ROUND</th>
<th>STATE &amp; LOCAL SUMMER</th>
<th>ALL CORPS</th>
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</thead>
<tbody>
<tr>
<td>TOTAL FUNDING:</td>
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<td>$ 45,431,235</td>
<td>$ 7,117,689</td>
<td>$131,441,678</td>
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<td>1.1%</td>
<td>14.4%</td>
<td>67.7%</td>
<td>9.3%</td>
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<tr>
<td>(JTPA &amp; CDBG)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>State Appropriation</td>
<td>85.7%</td>
<td>17.9%</td>
<td>11.7%</td>
<td>56.3%</td>
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<tr>
<td>and Contracts</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>County/City</td>
<td>1.0%</td>
<td>22.2%</td>
<td>2.8%</td>
<td>8.4%</td>
</tr>
<tr>
<td>Appropriation and</td>
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<td></td>
</tr>
<tr>
<td>Contracts</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Private</td>
<td>.3%</td>
<td>21.6%</td>
<td>6.2%</td>
<td>8.0%</td>
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<tr>
<td>Foundation, Corporate &amp; Individual</td>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Contributions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fee-for-Service</td>
<td>11.9%</td>
<td>23.9%</td>
<td>11.6%</td>
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<tr>
<td>100%</td>
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</table>
FACTS ON CORPSMEMBERS

FULL TIME POSITIONS

<table>
<thead>
<tr>
<th></th>
<th># of Slots</th>
<th># of Actual Corpsmembers</th>
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<tr>
<td>YEAR-ROUND PROGRAMS</td>
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<td></td>
</tr>
<tr>
<td>State</td>
<td>5,580</td>
<td>9,585</td>
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<tr>
<td>Local</td>
<td>2,396</td>
<td>3,699</td>
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<tr>
<td>TOTAL YEAR-ROUND FULLTIME:</td>
<td>8,576</td>
<td>13,284</td>
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<tr>
<td>SUMMER PROGRAMS*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>State</td>
<td>2,329</td>
<td>2,316</td>
</tr>
<tr>
<td>Local</td>
<td>1,622</td>
<td>1,791</td>
</tr>
<tr>
<td>TOTAL SUMMER FULLTIME:</td>
<td>3,951</td>
<td>4,107</td>
</tr>
<tr>
<td>TOTAL FULLTIME:</td>
<td>12,527</td>
<td>17,391</td>
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</tbody>
</table>

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

PART TIME POSITIONS

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

AVERAGE LENGTH OF STAY

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

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

POST SERVICE BENEFITS

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

### ALL CORPS

<table>
<thead>
<tr>
<th></th>
<th>African American</th>
<th>Asian</th>
<th>Caucasian</th>
<th>Hispanic</th>
<th>Native American</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Male</strong></td>
<td>22.1%</td>
<td>1.6%</td>
<td>24.1%</td>
<td>12.0%</td>
<td>1.4%</td>
<td>.3%</td>
<td>61.5%</td>
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<tr>
<td><strong>Female</strong></td>
<td>15.7%</td>
<td>1.0%</td>
<td>12.4%</td>
<td>8.1%</td>
<td>.9%</td>
<td>.4%</td>
<td>38.5%</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td>37.8%</td>
<td>2.6%</td>
<td>36.5%</td>
<td>20.1%</td>
<td>2.3%</td>
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### STATE YEAR-ROUND

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<thead>
<tr>
<th></th>
<th>African American</th>
<th>Asian</th>
<th>Caucasian</th>
<th>Hispanic</th>
<th>Native American</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Male</strong></td>
<td>15.2%</td>
<td>1.4%</td>
<td>28.3%</td>
<td>10.8%</td>
<td>2.0%</td>
<td>.4%</td>
<td>58.1%</td>
</tr>
<tr>
<td><strong>Female</strong></td>
<td>16.2%</td>
<td>1.0%</td>
<td>14.5%</td>
<td>8.3%</td>
<td>1.3%</td>
<td>.6%</td>
<td>41.9%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>31.4%</td>
<td>2.4%</td>
<td>42.8%</td>
<td>19.1%</td>
<td>3.3%</td>
<td>1.0%</td>
<td>100%</td>
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</table>

### LOCAL YEAR-ROUND

<table>
<thead>
<tr>
<th></th>
<th>African American</th>
<th>Asian</th>
<th>Caucasian</th>
<th>Hispanic</th>
<th>Native American</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Male</strong></td>
<td>36.1%</td>
<td>2.5%</td>
<td>12.9%</td>
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### STATE & LOCAL SUMMER

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Mr. VENTO. Thank you, Mr. Williams. We would like to hear from Frank Slobig, the director of policy and programs for Youth Service America. Mr. Slobig, welcome.

STATEMENT OF FRANK J. SLOBIG

Mr. SLOBIG. Thank you, Mr. Chairman. I have had the pleasure over the last decade of appearing a number of times before this Committee and share the frustration of having worked with the committee to pass the American Conservation Corps Act and then have it vetoed by a disinterested President. I now share with you the prospect of looking forward to a period of exhilaration and growth in the youth service field and take our cues in part from the President's challenge and his message last night.

Let me augment my prepared remarks with some observations on a briefing that I was privileged to attend yesterday by the White House Office of National Service in which Eli Siegel, its director, indicated that the President's budget message—and I have not yet seen the specifics of it—includes a $6 billion national service initiative over the next 4 years. The details of it, in great part, are yet to be worked out even for this current year.

However, as part of that briefing, a period of 15 or 20 minutes was spent brainstorming specifically options and opportunities that could be seized for this coming summer that would enable a fairly rapid build-up of activity. We have heard from a number of perspectives that the possibility for widespread absorption and expansion of existing programs is clearly a possibility, and I would urge this Committee, in its quick deliberations of its options and opportunities as it looks at the various programs over which it has jurisdiction, to look very carefully at ways in which some quick opportunities could be made to either redirect existing resources or give guidance to organizations that were here before us earlier of how they might possibly be able to contribute to a fairly quick first-step build-up of the Administration's new initiative.

We, among other things, at Youth Service America for the last 4 years have staffed a working group on youth service policy that the National Association of Service Conservation Corps and some 49 other organizations participate in. I have appended to my testimony a set of recommendations that went to the transition team in late November and have been the basis of discussion since then with the White House Office of National Service, and I would urge them for your consideration and deliberation as well as this Committee begins to look at options for the development of some legislation over the next term.

Particularly included in that basic set of recommendations are three fundamental principles. First, what we look at be goal driven; that we think in terms of critical community unmet needs that can be pushed as the driving force for what we organize around.

Second, we build on the existing decentralized network. We have heard very graphically and passionately from participants as well as administrators about the sound and solid work that is going on in States and communities all around the country, where the links with Federal resources and State resources by local, State, and
public and private nonprofit programs can be maximized effectively to build a better and bigger system of service across the country.

Third, we think big and bold and entrepreneurial. The Working Group on Youth Service Policy has strongly urged the Administration to set a goal of a million young people in national service by the end of the decade. It is achievable; it is possible. The groundwork and fundamental basis of program network is there to build on. We have heard the numbers of people standing in line for "x" number of slots, and it is not difficult to do the math and to see that we could take the existing programs and explode them geometrically in a relatively short period of time.

In terms of specific suggestions for this Committee, let me refer back to my testimony. First, it seems to me, in taking a fresh look at existing authorized legislation like the YCC legislation and other programs over which this Committee has jurisdiction, to look very carefully at how those can be crafted and clearly complementary to the Administration's national service initiative as its legislative framework takes place. Second, in a time of tight resources, to look for ways in which you can strongly urge and push and use your influence and even legislative capability to redirect resources either through specific set-asides of existing resources or simply by giving encouragement and direction to the Federal agencies that we heard testify earlier today about how they are using a modest amount of existing resources to continue to support YCC type programs in the absence of any dedicated authorized or appropriated resources.

There are a lot of examples of how to do this that have gone on in other States. Pennsylvania, for example, over the last 4 years, under the direction of now Senator Harris Wofford when he was secretary of industry and labor there, has progressively built up a very vibrant decentralized network of youth corps programs in all 28 service delivery areas across the State, using a combination of JTPA resources, some State resources, and some Federal funds through the National Community Service Act to do it, to create opportunities that are diverse in nature and in the composition of the program so that people from all ages and backgrounds can participate. They now have approximately 4,000 slots in Pennsylvania in the summertime that are programs to support many youth corps all across the State. Their projection for this coming summer is to double that to 8,000 slots. If you took that 8,000-slot example from Pennsylvania and extrapolated it to the rest of the country, you would have a summer program of youth corps in excess of 150,000 young people.

No other State is doing it the way Pennsylvania is doing it. No other State is thinking creatively, at least to my knowledge on any large-scale basis, about the way to tap into other resources. They have done it exclusively with JTPA money for all practical purposes. There probably are a variety of other pots of resources, Federal pots of resources, that go into the State of Pennsylvania and in every other State, that your Committee has jurisdiction over, that could conceivably be part of a redirected set of resources to do things in a different way. It seems to me the challenge is there on this whole theme of reinventing government to take what we have got and to do it in a more effective and creative way. They are doing it there; they are doing it in some other places.
Another example of the way in which resources were redirected in the last congressional session, working with the higher education committees in both the House and the Senate, legislation was passed in the Higher Ed Act that will change the nature of how college work-study funds are programmed beginning next school year. At least 5 percent of all college work-study funds—and that translates into $40-$45 million nationwide—starting next school year will have to be used for community service placements. A simple 5 percent set-aside on the college work-study funds enables that to happen. It gives you a precedent to think about in the ways in which you might want to think of how some other existing resource pots could be redirected.

Third, I found it interesting this morning and asked Dick Staufenberger when he left the room whether he and his three Federal colleagues—Mr. Moffitt, Mr. Hartwig, and Mr. Robertson—had ever been at the same table before. They had not. The Departments of Agriculture and Interior, by law, are ex officio members of the Commission on National and Community Service. In the last Administration, that meant nothing. There was no tangible participation on the part of those Departments collaboratively with the Commission on National and Community Service.

In the new Administration I think that will change, but you, in your capacity as chair of this important committee, it seems to me, in your discussions with Secretary Espy and Secretary Babbitt, simply sending that message that it is important for their agencies to sit down and collaborate and talk to one another and see how they can share resources and maximize their collaborative potential, is a role in which you can exercise your own bully pulpit chairmanship. I found it fascinating and interesting that the first time the four of them ever sat at the same table was this morning.

Finally, the National Community Service Act itself is up for reauthorization this year. It is likely to be subsumed into a much broader, more comprehensive Clinton Administration national service initiative. But whatever the framework of legislation is that comes forward with the Administration to drive their national service agenda, it seems to me the opportunity is now for you and your colleagues on this Committee that over the last decade have labored long and hard in support of Conservation Corps legislation to be part of a broadened constituency, particularly in the House, because, let’s face it, in 1989 and 1990 when the National Community Service Act passed, it passed in great part because of the impetus on the Senate side and not on the House side. And it is critically important that Members like yourself and Members that we heard from this morning—Ms. English, and Ms. Shepherd, and others here on this Committee—be part of an informed and energized and strong advocacy caucus within the House to push and support bold and comprehensive national service legislation.

I would urge you all in the coming months to get out and see programs in your districts, experience them, feel them, taste them, touch them. That is what converts people into passionate advocates for service. They are there in virtually every district that is represented on the Subcommittee, and we will be happy to work with your staff to help identify specific programs and opportunities in which you can engage young people and they can engage you.
The young people that were here this morning are just a pale reflection of the enormous energy and commitment that is out there across the country that is looking to you for vision and leadership and looking to you to listen and to share their dreams, and I urge you to do it.

Thank you very much.

[Prepared statement of Mr. Slobig follows:]
Testimony
by
Frank J. Slobig
Director of Policy and Programs
Youth Service America

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

on
Youth Conservation Corps

February 18, 1993
Good morning, Mr. Chairman and members of the subcommittee. My name is Frank Slobig, Director of Policy and Programs for Youth Service America. YSA is a national, independent, non-profit organization based in Washington, D.C. Our purpose is to promote the development of a national network of quality youth service programs in order that every young American from five to twenty-five has the opportunity to participate in contributing to the betterment of their community and country. We put a premium on participation by young people of all backgrounds serving together in organized, sustained programs that address critical community needs.

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

The youth community service arena is where I spend my time. Youth Service America is dedicated to building an ethic of service in America by striving to provide young people of all ages and backgrounds with opportunities to begin a lifelong commitment to community improvement and civic participation. We have tried doggedly and with a good deal of success to promote a big picture approach which tries to connect the natural resource communities and program network with the broader youth service field.
Programs like the Minnesota Conservation Corps, the Pennsylvania Conservation Corps, and the California Conservation Corps and other state and local conservation corps with a presence in the districts of many of this subcommittee’s members represent significant segments of the full time youth service field. Young people of very different backgrounds have responded to similar challenges. Whether its the "Serve, Earn and Learn" motto of the Pennsylvania Conservation Corps or the "Hard Work, Low Pay, Miserable Conditions" slogan of the California Conservation Corps, program participants share the sense of empowerment and accomplishment in tackling difficult tasks. They truly understand what full time youth service is about.

Participation in a year round or summer youth corps can be a transforming experience. There are philosophical and programmatic differences between effective youth corps and other traditional work experience programs. The former see young people as critical resources in a human resource and community development effort rather than at risk kids with multiple problems needing remediation. One focuses on strengths, while the other more often than not focuses on weaknesses. A young person who is fortunate enough to participate in a summer corps quickly realizes, "I am somebody. I can do something. People value the contribution I can make." Their own self-perception is transformed. There are no losers. They are all winners. The solidarity and 'esprit de corps' of the group bolster and support those experiencing some difficulty. The net impact can be dramatically different from most traditional individual placements. I am not prepared to provide sophisticated chi-square, regression analysis, or control group impact data, but I can speak convincingly as an informed youth service professional who has had a programmatic ear to the ground for the past twenty-five years. I can also speak passionately as the father of five children who have all been very involved in service programs.
My three older sons -- twenty, nineteen, and seventeen, have all participated in full-time youth corps. My oldest son, now a sophomore at Boston College, spent a year after high school in City Year in Boston. Most City Year participants are from the Boston area but about fifteen percent are from elsewhere. It is a program which unlike many others puts a premium on diversity. The basic challenge is a straightforward one. Okay, you have completed your junior or senior year, or even your dropout year, now what are you going to do for your "city year." Young people are challenged to dedicate a year of their life in giving back to the city. It is an urban Peace Corps appealing to a broad mix of young people of all racial, ethnic, and socioeconomic backgrounds to come together for the common good. For my oldest Justin, it was the most challenging, demanding, testing, rewarding year of his life. The post service scholarship made it possible to go on to Boston College.

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

The third source of insight to the youth corps experience is my seventeen year old high school senior, Zachary. He was one of the pioneer corpsmembers of the D.C. Service Corps pilot program the summer before last. D.C. Service Corps is now a year around program
that like City Year follows an academic calendar. They no longer have a summer component—a real limitation from my perspective. So this past summer, Zachary spent two and a half months with the Los Angeles Conservation Corps in an expanded summer program funded in part by the supplemental urban aid package. They were mostly all South Central black and brown young people. My son was the only white Anglo corpsmember. For many of the black and brown participants it was the first sustained contact they had ever had with a young white. It was an educational and rewarding summer.

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

- Enthusiastic support for the significant expansion of the youth service field through the National Service Trust, with the caution that any expansion build upon the broad range of high quality programs that exist today. Large influx of federal monies should not have the unintended effect of weakening national and local organizations that currently stand at the heart of the youth service movement.

- Any new plan should include support for building the infrastructure of national and community-based agencies so they may accommodate the massive influx of volunteers any expanded national service initiative would require.
• Any expanded national service plan must be
developed, implemented and run with significant
and ongoing input from young people themselves.
Young people should not only be doing direct
service; they should be involved in decision-making
and challenged to be the leaders not tomorrow, but
today. Young leaders who represent youth service
organizations, more than anyone, understand the
critical issues facing youth today. They should be
centrally involved in the discussion.

• While the emphasis on national service for high
school graduates, college students and out-of-
school youth is important, the Clinton initiative
must also include support for the efforts of
schools and community-based organizations
reaching students in elementary and secondary
schools to make service an integral part of growing
up.

• Youth service has enormous potential for dispelling
prejudice and building bridges of understanding.
Any expanded national service program should
provide a common and meaningful experience for
young people of all different races, cultures, and
socioeconomic backgrounds. Youth service is an
experience that encourages an ongoing respect for
diversity and offers the promise of a more tolerant
nation.

• A shared belief that service connects all
Americans to something greater, that a
commitment to helping others can heal our spirits,
strengthen our communities, and transform our
nation.
These are all points that this subcommittee should reflect on seriously as it contemplates its role in advancing the broader agenda of national service.

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

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

Second, in a time of declining resources look for ways to redirect existing funds to support the creation or expansion of programs. For example, in Pennsylvania over the last four years a network of summer youth corps has been created by dedicating an annually increasing amount of Job Training Partnership Act dollars. There are no doubt numerous authorized and funded programs under your jurisdiction that would lend themselves to similar approaches. You may, in fact, want to explore specific set asides in programs that could be used to contract with state or local youth corps to carry out required work. You have a precedent in the reauthorization of the Higher Education bill last session. Changes were made in the use of college work study funds that go into effect in school year 93/94 which mandate that at least 5% of all college work study funds have to be used for community service placements.
Third, the Secretaries of Interior and Agriculture are ex-officio members of the Board of the Commission on National and Community Service. In the past administration that meant very little in tangible terms. Why not communicate to Secretary Babbitt and Secretary Espy expressing your keen interest in exploring how departmental resources could be used to support youth corps and urging them to take an active and direct role in the work of the Commission.

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

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

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

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

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

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

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

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

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

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

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

1. Goal Driven.

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

We suggest four basic goals:

• Racial Reconciliation: A national system of youth service provides a means of bringing a dangerously divided America together around common experiences and aspirations.
• Citizenship: Youth Service provides a means of educating our young people so that civic participation and life-long community service becomes the common expectation and experience of every American.
• Community Rebuilding: Youth Service unleashes talents and energy to meet pressing local needs. It can help rebuild the physical and human infrastructures of neighborhoods and reconnect America’s youth to their communities.
• Youth Opportunities: Youth have been overlooked and underestimated in the last decade— Youth service provides them a means to earn their way back to prominence. Through youth service youth of all backgrounds — including the “forgotten half” — can gain the experience in teamwork, problem-solving and civic engagement that a world class workforce and effective citizenry demand.
Such a system must be open to ALL youth, including the non-college bound, the disabled and the disadvantaged. It must start very early so that the ethic of service is instilled in the earliest grades and the power of youth service captured for the very young.

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

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

The building blocks of such a system include:

- **The National and Community Service Act of 1990**: This landmark legislation funds full-and part-time service programs run by schools, colleges, local and state government, and non-profit organizations.

- **VISTA, Peace Corps**: Since the 1960s, VISTA and the Peace Corps have provided opportunities for service. Approximately 7500 youth serve each year.

- **National Youth Service Infrastructure Organizations**: Through the efforts of groups like Youth Service America, the National Association of Service and Conservation Corps, Campus Compact, the National Youth Leadership Council, the Campus Outreach Opportunity League and others that make up the Working Group on Youth Service Policy, a diverse network of national, state, and local organizations and programs have created a growing and vibrant, decentralized national service network.

- **State and Local Youth Corps**: Taking a cue from the Civilian Conservation Corps of the 1930s, local, state, and federally funded youth corps have emerged across the country providing full-time summer and year-round service opportunities to more than 20,000 youth each year.

- **School- and Campus-based Programs**: At the urging of a host of prominent educators, schools and colleges across the country have greatly expanded service-learning programs for students.

- **Youth Organizations**: Community based youth organizations, such as YMCA’s, Girl Scouts and 4-H have expanded their service focus in recent years and play a vital role during non-school hours.
Comprehensive and Bold in Scope; Entrepreneurial and Decentralized in Administration.

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

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

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

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

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

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

I might say in response that I understand that Mr. Siegel, who is directing this effort in the White House, asked Secretary Babbitt to identify someone in the Department and he volunteered himself.

Mr. SLOBIG. Right. He said that yesterday.

Mr. VENTO. I think probably it is just a different level of interest that exists, and I think that is something with regard to the Forest Service and/or the land management agencies where they have someone that really is identified. But it is a telling point when you don't get this type of collaboration, and things tend to fall between the cracks when that happens.

Let's hear from the last two individuals I invited to participate on this panel to expedite matters. We have Larry Fonnest, the director of the Minnesota Conservation Corps.

Welcome, Larry. It has been a while since we have had a chance to greet one another.

STATEMENT OF LARRY P. FONNEST

Mr. Fonnest. Thank you, Mr. Chairman. I appreciate the opportunity to appear here today to talk about the Conservation Corps movement.

As you noted, I am the director of the Minnesota Conservation Corps, which is a program of the State Department of Natural Resources. The Minnesota Conservation Corps, MCC, was established in 1981 and is one of the four longest-serving corps in the Nation. In its 12-year history, thousands of young Minnesotans have had the opportunity to serve, learn, and earn as they have worked to conserve the State's natural heritage.

MCC has a dual mission of providing productive natural resources work experience and service learning opportunities to its members. At the heart of the program's mission is the fast-held belief that young people are the resources to be developed and not the problems that are to be solved.

The Corps operates a residential summer program for 15- to 18-year-old boys and girls and a year-round component for 18- to 26-year-olds. Entry-level corps members earn the Federal minimum wage and are not eligible for benefits other than Workers Compensation. While the Corps is open to all of the State's young people, preference is given to disadvantaged youth, youth of color, females, and those who otherwise fall within Minnesota's forgotten half. The latter were identified in a legislative task force report as those youth 16–24 years of age who are unlikely to attend college and that are left behind in comparison to Minnesota's remembered half.

One of the Corps' important recruitment and programming initiatives centers on hearing-impaired youth. For the past decade, crews of hearing-impaired youth and their adult interpreters have been quietly at work in Minnesota State forests and parks. Their presence has enriched camp life with hearing and hearing-impaired youth and staff learning about and from each other. The initiative was honored at the 1993 National Association of Service and Conservation Corps Conference for exemplary programming and as a model for the corps community. The initiative helps to underscore
the unique adaptability of the corps model in meeting new challenges and its ability to embrace diversity.

MCC affords corps members the experience of success, providing a nurturing and meaningful service placement under competent leadership. Utilizing on-the-job formal and informal classroom sessions, corps members are provided training opportunities with an aim to developing their basic work behaviors, self-management, marketable skills, and self-esteem. Young adult corps members lacking a high school diploma are required to pursue a GED. Corps members also have advancement potential within the Corps. Many crew leader positions are filled by participants who have risen through the ranks. All such candidates attend the MCC Leadership Development Program in preparation for their new assignments.

The Minnesota Corps is a program in process. We were established, as I noted, in 1981 on a shoestring budget, and we have grown in fits and starts since that time, and not without budget cuts. In 1992, the program was considered for elimination by the Department of Natural Resources as part of an emergency budget-cutting strategy. Thanks to Governor Arne Carlson’s leadership and strong commitment to youth programs, bipartisan support in the State legislature, and a very vocal public, the MCC survived, but not without sustaining a $100,000 budget reduction. The Corps’ 1993 budget of $1.7 million is again facing potential reduction as Minnesota struggles with a revenue shortfall. At this time, the Corps receives no direct Federal funding.

MCC’s budget experience is not uncommon in the corps community. In the past 2 years, 4 State corps have been eliminated due to State budget shortfalls. Funding is oftentimes tenuous, and energy that would be better spent on corps member and project development is diverted to fundraising. The accomplishment of the Corps is considerable. In Minnesota, it is estimated that for every $1 invested in the program, $1.46 is returned in public service. In State fiscal year 1992, 307 MCC corps members worked 178,000 service hours, realizing accomplishments valued at $2.5 million.

To underscore the scope of the MCC’s work, I want to share with you the accomplishments of one of our signature projects. The Superior Hiking Trail follows the ridge line along the north shore of Lake Superior. MCC is the primary work force on the trail and has constructed approximately 100 miles of treadway and bridging. When completed, the trail will stretch 250 miles from the Canadian border to the city of Duluth. Spur trails are also being developed from the main trail corridor down to resorts and communities along the north shore. The Superior Hiking Trail is already having a significant impact on the tourism economy in that area of the State. In addition to working for the various divisions of the Minnesota Department of Natural Resources, MCC has established working relations with several Federal agencies, including the Forest Service, National Park Service, and the Fish and Wildlife Service. Using summer and young adult crews, MCC projects have ranged from stabilizing buildings at the historic Rabideau Civilian Conservation Corps Camp in the Chippewa National Forest, to site restoration and rehabilitation of erosion sites on the St. Croix Scenic Riverway, to timber stand improvement and Superior Hiking Trail construction in the Superior National Forest.
The Corps is also piloting an award-winning program in cooperation with the U.S. Fish and Wildlife Service's Minnesota Valley, Sherburne, Rice, and Tamarac Refuges. The Youth In Natural Resources Program is a direct spin-off of the MCC and is designed to interest youth of color between the ages of 15 and 18 in career and educational opportunities in natural resources management. Participants learn about numerous professional career options and corresponding educational requirements from DNR and U.S. Fish and Wildlife Service field staff. The youth then perform work projects associated with those professions. In any given week, a participant may be introduced to fish biology, then go out and perform a fish shocking project identifying and measuring specimens, and then visit the College of Natural Resources at the University of Minnesota to learn about campus life and preparatory course work.

In the summer of 1992, 76 youth and staff of color representing the Native American, Hispanic, African American, and Asian communities participated. The program operated in the Twin Cities of St. Paul/Minneapolis and the Mille Lacs and Leech Lake Reservations. The MCC's recent grant application to the Commission on National and Community Services would also have involved the Forest Service. The application had as its primary objective the establishment of a residential training academy at the Forest Service's vacated Isabella Ranger Station. The academy would have served as an intake and training center for all incoming young adult corps members. In exchange, three 6-person crews were to be permanently stationed there to assist Federal agents with projects in the Superior National Forest and the nearby Boundary Waters Canoe Area.

Having worked in other youth employment agencies and having worked my way up the MCC ranks from summer crew leader to the position that I now hold, I can attest to the real value of the corps experience. I am thoroughly convinced that the State and local corps have the potential for conserving the natural and human resources of our Nation. The single most limiting factor is the lack of stable and sufficient funding. What can make the difference is a Federal partner with a long-term vision and a commitment to our natural resources and to conservation corps.

I can envision a much closer working relationship with Federal land management agencies and State and local corps. That relationship, whether it is contractual in nature or a full partnership, represents a win/win formula both for our natural heritage and our youth. Hundreds of thousands of service hours of important resource work are going unattended to while vast numbers of our Nation's youth wait, wait for an opportunity to learn how to work, to be contributing members of their community, and to be called. I urge the Congress to issue that call to service and engage our young people in rebuilding and reinvigorating the Nation.

In closing, Mr. Chairman, I would like to extend an invitation to you personally to visit the Minnesota Conservation Corps this summer, and, again, I wish to thank you for this opportunity.

[Prepared statement of Mr. Fonnest follows:]
STATEMENT OF
LARRY P. FONNEST, DIRECTOR
MINNESOTA CONSERVATION CORPS
MINNESOTA DEPARTMENT OF NATURAL RESOURCES
BEFORE THE
UNITED STATES HOUSE OF REPRESENTATIVES
NATURAL RESOURCES COMMITTEE
SUB-COMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS
FEBRUARY 18, 1993
Mr. Chairman, thank you for the opportunity to appear before the sub-committee today in support of the conservation corps movement. I am Larry P. Fonnest, the director of the Minnesota Conservation Corps, a program of the Minnesota Department of Natural Resources (DNR).

The conceptual beginnings of today's conservation corps movement can be traced to William James' 1910 essay "The Moral Equivalent of War" and his call for a peacetime service force which would unite Americans in a common effort to preserve the natural environment.

Franklin Roosevelt's volunteer, "Tree Army", better known as the Civilian Conservation Corps (CCC), answered that call during the Great Depression. In proving James' theory sound, the CCC employed, trained, and educated some 3,240,000 disadvantaged young
men and, in the process, rebuilt the infrastructure of the nation. In addition to providing an opportunity to corps members and their families for a new lease on life, a sampling of the accomplishments of those young men underscores the tremendous contributions of the CCC:

- 63,246 buildings constructed
- 800 state parks established
- 3,900 historic structures restored
- 95,592 acres of trees planted in logged out areas
- 2,757,419 acres of forest treated for diseased trees
- 7622 impounding dams built
- 28,087 miles of foot/horse trails cleared

The list could go on.

With the onset of World War II, the CCC program was dismantled but, not forgotten. Twenty-eight years later, in 1970, the Federal Youth Conservation Corps (YCC) was established. It was a summer work program for 15 to 18 year old youth. The Young Adult Conservation Corps (YACC) followed in 1977 and was a year-round program for 16 to 23 year old men and women. Administered by the U.S. Departments of Interior and Agriculture and in cooperation with state governments, YACC emphasized enrolling disadvantaged youth while YCC, a much smaller and more middle-class program, did not.
The true value of these programs was not well known, due to limited public awareness. According to Thomas N. Bethell's 1984 essay, "Crippling the American Conservation Corps," the corps lacked a champion. "No one...in the Carter administration's (leadership) seemed to be directly in charge, nor did anyone seem (inclined) to tell its success stories to the public, the press, or influential members of Congress. Responsibility for projects was spread so haphazardly among so many federal and state agencies that no coherent evaluation ever took place."

The YCC/YACC programs employed 700,000 young Americans between 1970 and their demise in 1982. Careful evaluation of the programs shows a cost-effectiveness ratio of $1.25 in value of work accomplished for every tax dollar invested. That fact coupled with the personal growth of participants and the sense of self-confidence, team pride and accomplishment they received for having performed "real work" (as opposed to "make work" projects which had characterized other youth employment programs) demonstrated the tangible worth of the Corps.

The YCC/YACC fell victim in 1982 to the budget cutting of the Reagan administration. YACC was completely eliminated while the YCC continues today as a mere shadow of its former self.

Refusing to let a good idea die however, several state and local
governments, private individuals, and citizen groups mustered a groundswell of support behind the conservation corps ideal. Today, 58 state and local corps operate year-round and summer conservation/service programs. Like their predecessors, today's corps place heavy emphasis on: 1) cost-effectively performing needed natural resource work; 2) instilling in participants the skills and attitudes necessary for a successful employment transition and, 3) developing personal character and a sense of citizenship. Many also provide remedial education opportunities and post-corps tuition vouchers to encourage continued schooling.

The Minnesota Conservation Corps (MCC) was established in 1981 and is one of four longest serving corps in the nation. In its twelve year history, thousands of young Minnesotans have had the opportunity to SERVE-LEARN-EARN as they worked to conserve the state's natural heritage.

MCC has a dual mission of providing productive natural resources work experience and meaningful service-learning opportunities to its corps members. At the heart of the program's mission is the fast-held belief that young people are resources to be developed and not problems to be solved.

MCC operates a residential summer component for youth ages 15 to 18 and a year-round component for young adults ages 18 to 26. Entry level corps members are paid a stipend equal to the federal minimum
wage, and are not eligible for benefits other than worker's compensation.

While the Corps is open to all of the state's young people, preference is given to disadvantaged youth, youth of color, females and those who otherwise fall within Minnesota's forgotten half. The latter were identified in a legislative task force report, *Minnesota's Forgotten Half: A Human Resource Agenda*, March 1991, as those youth 16 to 24 years old who are unlikely to attend college and that are "... left behind in comparison to Minnesota's remembered half."

One of MCC's important recruitment and programming initiatives centers on hearing impaired teens. For the past decade, crews of hearing impaired youths and their adult interpreters have been quietly at work in Minnesota State Parks. Their presence has enriched camp life, with hearing and hearing impaired youth and staff learning about and from each other. The initiative was honored at the 1993 National Association of Service and Conservation Corps Conference for exemplary programming and as a model for the corps community. The initiative helps to underscore the unique adaptability of the corps model in meeting new challenges and its ability to embrace diversity.

MCC affords corps members the experience of success providing a nurturing and meaningful work/service placement under competent
supervision. Utilizing on-the-job and informal/formal classroom sessions, corps members are provided training opportunities with an aim to developing their basic work behaviors, self-management, marketable skills, self-esteem, reasoning and decision making skills, appreciation for the environment and service ethic/sense of civic duty. Young adult corps members lacking a high school diploma are required to pursue a G.E.D.

Corps members also have advancement potential within MCC. Many crew leader positions are filled by participants who have risen through the ranks. All candidates attend the MCC's Leadership Development Program in preparation for their new assignments.

The Minnesota Conservation Corps is a program in process. It was established in 1981 on a financial shoestring and has grown in fits and starts and not without budget cuts. In 1992, the program was considered for elimination by the Department of Natural Resources as part of an emergency budget cutting strategy. Thanks to Governor Arne Carlson's leadership and strong commitment to youth programs, bi-partisan support in the state legislature and a vocal public, the MCC survived but, not without sustaining a $100,000 budget reduction. The MCC's F.Y. 1993 budget of $1.7 million, is again facing potential reduction as Minnesota struggles with a revenue shortfall. The MCC receives no direct federal funding.

MCC's budget experience is not uncommon in the corps community.
Four corps were eliminated in the last two years due to state budget shortfalls. Funding is often times tenuous and energy better spent on corps members development is diverted to fund raising.

The work accomplishment of the corps is formidable. It's estimated that for every $1.00 invested in the program, a $1.46 is returned in public service. In state fiscal year 1992, 307 MCC corps members worked 177,749 service hours realizing accomplishments valued at $2.55 million.

To underscore the scope of MCC work, I want to share with you the accomplishments of two of our signature projects. The first is the Superior Hiking Trail which follows the ridgeling along the north shore of Lake Superior. MCC is the primary work force on the Trail and has constructed approximately 100 miles of treadway and bridging. When completed, the trail will stretch 250 miles from the Canadian border to the City of Duluth. Spur trails are also being constructed to connect local resorts and communities to the main trail corridor. The Superior Hiking Trails is already contributing significantly to the tourism economy of northeastern Minnesota.

The second signature project involves the MCC's river clean up campaign. Beginning in 1987, crews engaged in surveying waterways for illegal dumpsites within 300 feet of river and stream banks. To date, over 2000 river miles have been surveyed and some 1400 tons
of dump materials have been properly disposed of. Items removed have included everything from toilets to tires to chemical drums. Over a third of the materials collected have been recycled. With 93,000 miles of Minnesota rivers and streams to survey, MCC expects to be occupied with river cleanup for the foreseeable future.

In addition to working for the various division of the Minnesota DNR, the MCC also has established working relations with several federal agencies including the Forest Service, the National Park Service and the Fish and Wildlife Service. Using summer youth and young adult crews, MCC projects have ranged from stabilizing buildings at the historic Rabideau Civilian Conservation Corps Camp in the Chippewa National Forest, to site restoration and rehabilitation of erosion sites on the St. Croix Scenic Riverway, to timber stand improvement and Superior Hiking Trail construction in the Superior National Forest.

The Corps is also piloting an award winning program in cooperation with the U.S. Fish and Wildlife Service's (USFWS) Minnesota Valley, Sherburne, Rice and Tamarac refuges. The Youth In Natural Resources (YINR) program is a spin-off of the MCC and is designed to interest youth of color, ages 15 to 18, in career and educational opportunities in natural resource management.

Participants learn about numerous professional career options and
The youth then perform work projects associated with the profession. In any given week, a TINR participant may be introduced to fish biology, perform a fish shocking project identifying and measuring specimens and then, visit the College of Natural Resources, University of Minnesota, to learn about campus life and preparatory source work.

In summer 1992, 76 youth and staff of color representing the Native American, Hispanic, African American and Asian communities participated. The program operated in the Twin Cities of St. Paul/Minneapolis and, the Mille Lacs and Leech Lake Reservations.

The MCC's recent grant application to the Commission on National and Community Service would also have involved the Forest Service. The application had as its primary objective, the establishment of a residential training academy at the Forest Service's vacated Isabella Ranger Station. The academy would have served as an intake and training center for all incoming young adult corps members. In exchange, three six-person crews were to be permanently stationed there to assist federal agents with projects in the Superior National Forest and nearby Boundary Waters Canoe Area.

Having worked in other youth employment/development agencies and, having worked my way up the MCC ranks from summer crew leader to camp director to regional supervisor to the post I now hold, I can
attest to the real value of the corps experience. I am thoroughly convinced the state and local corps have the potential for conserving the natural and human resources of the nation. The single most limiting factor is the lack of stable and sufficient funding. What can make the difference is a federal partner with a long-term vision and commitment to our natural resources and conservation corps.

I can envision a much closer working relationship between federal land management agencies and state and local corps. That relationship, whether contractual or in full partnership, represents a win/win formula for our natural resources and our youth.

Hundreds of thousands of service hours of important natural resource work is going unattended to while vast numbers of our nation's youth wait. Wait for an opportunity to learn how to work, to be contributing members of their communities, to be called. I urge the Congress to issue that call to service and engage our young people in rebuilding and reinvigorating the nation.

Mr. Chairman, thank you for the opportunity to appear here today.
Mr. VENTO. Thank you very much for your testimony and your efforts in preparing it.

Finally, we will turn to Doug Wheeler, secretary of the California Resources Agency.

We very much appreciate your presence, Doug, as I know you probably have a busy day.

**STATEMENT OF DOUGLAS P. WHEELER**

Mr. WHEELER. Thank you, Mr. Chairman. I am pleased to have the invitation to appear before this Committee again this time in my capacity as secretary for resources in California, which responsibility includes oversight for the California Conservation Corps, and I welcome this chance just to spend a few minutes with you on the issue of the Corps and its programs and the relationship of the ongoing work of the California Conservation Corps to the issues that are being discussed here today and the opportunities that we see on the horizon.

As you may be aware, the California Cs is the oldest and the largest of the Nation's conservation corps. It was modeled after the effort we heard described here this morning—the original CCC in the thirties—has existed since 1976, and we regard it as one of the State's most valuable innovations both in service to youth and in conservation accomplishment. I think more than anything, its motto sums up our attitude and the Corps' attitude toward its mission. The motto is well-known among corps members and among many of us who have come to know and admire the Corps, simply stated, "Hard work, low pay, miserable conditions, and more." It is the "more" that I think continues to attract participants to a program which, over its 16-year life, has performed 35 million hours of resource conservation and enhancement work in California, these embracing a broad range of activities exposing young people not just to natural resource management opportunities but to efforts which have to do with response to the many emergencies which our State has endured and continues to endure.

It is important to note that our program is distinguished from others perhaps by the fact that about 75 percent of the some 1,800 youth who are served annually by the Cs are housed in residential programs where we have the opportunity to provide not only conservation opportunity but an education opportunity and an living environment which in many cases is substantially and markedly different from that which they have otherwise experienced. Another 30 percent or so are not in the residential program but report on a daily basis to their assignments from their own homes.

You have heard already from a representative of one of California's nine local conservation corps. It is a partnership that the State corps enjoys with those local corps. Together, we represent service opportunities for about 2,500 young Californians every year, a combined budget of $70 million, $50 million of which is the budget for the State program, $20 million for those nine local corps.

It is also important to note that Governor Wilson has assigned to our corps responsibility for the development of the CalServe program for youth across the State, which program is being funded by the Commission and, in fact, which has already received Commis-
sion funding in the order of $3.5 million. Another CalServe proposal is pending in the order of $10 million.

It is important to talk about finances. As you have already heard, they are a problem for all of us at not just the State level but we know at the Federal level as well. That $50 million represents a very important priority of my department and of Governor Wilson's administration in a time when State funding is very, very difficult to come by. Increasingly, the California Corps, as the local corps, has had to rely on reimbursements for projects, and we see a continued trend in that direction.

I cannot help but relate the experience of the Corps recently in shifting from a dependency on our general fund to those reimbursables. It is very much the same situation you have heard described here by the local corps which rely almost entirely on that source now for their sustenance. But that difficulty that we have all encountered over the last few years has not kept us from being able to respond to emergencies, and in fact, our mission for the Corps has been broadened somewhat from the natural resources responsibility lately to cope with some of the issues that arise in California seemingly on a continual basis.

You have heard a description of our involvement with the fire at Oakland. It was possible within a few days to send a dispatch crew of South Central L.A. residents to assist with that effort following the riots in Los Angeles last spring. Those young people from that community acquitted themselves amazingly well very quickly in meeting a very real need within their own community. That is something different than the typical experience, the conservation experience, of the Corps but one which, I think, tends to demonstrate their flexibility, their availability and the cost-effectiveness of the work they have done.

I want to touch, too, on one other special program, the Back Country Program, because it relates to the work of the Corps in California as partners with the Federal agencies, and that, in turn, relates to our concern about funding for these programs. We have in the Back Country Program cooperative relationships with all of the Federal land managers in California, but notably with the Park Service and the Forest Service. You may know that those agencies account for about 40 percent of the land area of our State.

It is a wonderful opportunity for a six-month summer experience in which members of the California Conservation Corps, under contract with those Federal land managers, actually set up camp in one of those parks or forests, do work that is detailed for us by the Federal agency, and in most instances, it may surprise you to know, except for the in-kind support we receive, we are not reimbursed for those expenditures, and in fact, over time the Back Country Program has cost us about $600,000 on an annual basis. That was true in 1992; we received reimbursements of $100,000 from the Forest Service for that work and nothing from the Park Service except for its in-kind support. Here is obviously a way in which, through the budgets of those Federal land management agencies, the Committee and the Congress might better support the work of the State and local corps.

Over time, of the $50 million that I described as the annual budget, only about 53 percent has been General Fund. That num-
ber is such that we now must require 47 percent from reimbursables. It is very important that we receive this additional assistance from the Federal Government, as much as we enjoy and appreciate being its partners.

I have heard a lot about the cost/benefit ratio and the expense involved in these programs. Ours is a very important number, and I think it is one that has attracted the involvement of the Federal agencies. We estimate that for every dollar invested in California Corps and California Corps work, Federal participants are enjoying benefits on the order of $1.77.

So I can't help but agree with the other panelists you have heard and the others you have heard earlier today that this is an important opportunity. There is ready, willing, and able an infrastructure to expand very quickly, very effectively, this service to the young people not just of California but of the Nation, and we certainly stand ready to provide that assistance.

[Prepared statement of Mr. Wheeler follows:]
Mr. Chairman, thank you for providing me with the opportunity to testify before the subcommittee today regarding the State of California's youth conservation corps program and the valuable work performed on federal, state and local lands. I am Douglas Wheeler, Secretary for the Resources Agency in California, with the responsibility for overseeing the administration of the California Conservation Corps, along with the departments of Forestry & Fire Protection, Parks, Conservation, Fish & Game, Water Resources and Boating & Waterways.

The California Conservation Corps--the CCC--is the oldest and largest of all conservation corps across the nation. Modeled after the Civilian Conservation Corps of the 1930s, California's program was started in 1976 to bring together the state's most valuable resources: its youth and its environment. The CCC's mission is to develop youth through work, service and education. Its motto is "Hard Work, Low Pay, Miserable Conditions...and More!"

Since the program started 16 years ago, the CCC has accomplished over 35 million hours of resource conservation and enhancement projects in California. These hours represent a broad range of activities for federal, state, and local agencies, as well as a statewide emergency response workforce for fire fighting, floods, earthquakes, pest infestations, oil and toxic spills, and more.

The CCC is open to all young women and men between the ages of 18 and 23, who are willing to work, are California residents, and who are not on probation or parole. They voluntarily join for one year; however, they may leave or be fired at any
time. They receive minimum wage—$4.25 per hour—while paying for a portion of the cost for their room and board. About 70 percent of the operation is residential where corps members are housed in CCC facilities, and 30 percent is non-residential for those who live at home and report to work each day. These operations are in both rural and urban locations throughout the state.

In addition to the CCC’s operation, California is also fortunate to have nine local, nonprofit conservation corps. The majority of these programs are located in urban areas and all are non-residential. Local corps serve their communities in human service projects, as well as environmental projects. Combined, the CCC and the local conservation corps currently provide 2500 annualized corps member positions for California’s youth. The state and local corps have a combined budget of $70 million—$50 million state corps and $20 million local corps.

Because of the CCC’s history, expertise and technical knowledge, Governor Wilson designated it as the lead department for preparing and implementing the state’s comprehensive CalServe proposal to the Commission on National and Community Service. In this capacity, the CCC and a widely diverse group of statewide representatives of youth programs, education providers, volunteer organizations, senior organizations and private enterprise, cooperatively met and worked together for over a year to form a comprehensive state plan to address the needs of California’s youth. With the Commission funding, California is implementing a $3.5 million expansion of its existing programs and infrastructure, and has resubmitted a proposal for over $10 million to the Commission for an even stronger and broader network for 1993/94.

The American Conservation Corps, Subtitle C of the National and Community Service Act, will build upon California’s programs in both urban and rural areas. Numerous partnerships have begun. This means new conservation corps programs, expanding existing corps in new creative and innovative ways, and supporting programs of regional or statewide significance.

It is with the CCC’s comprehensive residential and nonresidential corps models that the needs of youth are being met in California, along with a diversity of
environmental and human service work projects. The CCC helps equip young adults to transition into the working world through its unique residential program. Prospective corpsmembers submit their application and go where the program needs are throughout the state. It is an amazing discovery for an African-American male from the inner streets of Los Angeles, after having worked and lived in the Sierras, to say to his supervisors that he wants more for his life than the streets of L. A. This is an everyday occurrence in the CCC and emphasizes the importance of the residential operation—to take youth out of an often hostile and unproductive environment and let them learn for themselves their individual value and the contribution they can make to their communities. The residential environment provides an opportunity for youth to learn, live, and work with a representative spectrum of California's youth.

The non-residential component also allows youth, who are not able to leave the local community, the opportunity to do meaningful work. In both components, the success of the program has been the experiential training received through the combination of work and education the CCC calls "work/learn." Corpsmembers who were once dropping out of school are turned on to learning again after joining the program. The work is varied, meaningful, and productive. Crews are widely used for statewide emergencies, responding to fires, floods, earthquakes, and other disasters that might occur. And, the education is provided at the appropriate learning level for each individual corpsmember.

One of the CCC's premier opportunities for corpsmembers is its Backcountry Program, which occurs on federal lands. For the last 13 years, CCC crews have performed valuable trail construction and maintenance, meadow restoration and other important environmentally sensitive projects. The corpsmembers live and work in the backcountry for six months (April through September) in tent camps, often miles from the nearest road, and hike miles each day to their work site in California's national parks and forests. The CCC provides the labor force and supervision for the program, while the federal sponsor provides the needed materials, technical supervisors, tools, and supplies to support the work and the crews.
The CCC has enjoyed this long-standing partnership with its Backcountry Program sponsors. The in-kind support provided by the National Park Service (NPS) and the U.S. Forest Service (USFS) in past years is greatly appreciated, and has helped sustain a valuable program benefitting NPS, USFS, as well as corpsmembers.

Considering California's fiscal situation, however, the CCC has increasingly relied upon sponsor labor reimbursements to continue carrying out the program's mission. In regard to the Backcountry Program, the CCC commits about $600,000 to support the program and made a concerted effort to receive labor reimbursements from NPS and USFS for the 1992 season. The department was able to receive $100,000 from USFS, but the NPS was not able to reimburse the CCC. The CCC is concerned about the continuation of the program if additional reimbursement commitments are not available.

This same scenario is playing out with all of the federal agencies requesting CCC crews. The CCC's state General Fund share is shrinking and must rely upon its sponsors in 1993 for 47 percent of its funding.

As we enter the new era of reinventing government with less subsidy from the state General Fund, the CCC must become more entrepreneurial and more self-sufficient. In short, the CCC must start to charge for the services they previously provided for free or minimum cost. For example, two years ago 70 percent of the CCC's $56 million budget came from the state General Fund. This year, only 53 percent of the $50 million is General Fund. That means that $.47 cents of every dollar is now earned for services provided to public agencies. Over the last five years, the CCC has carried out 6,334 projects; over 1,000 of these projects were for federal agencies. For a typical year, this equates to over $4 million in services provided, but only $115,000 has been received in reimbursements. It is essential that the CCC be able to recover nearly 50 percent or $2 million in the future if it is to sustain the valuable services that it has been providing on federal lands.

The principal agencies served by the CCC include the NPS, USFS, U.S. Fish and Wildlife Service, Bureau of Land Management, and the Bureau of Reclamation. The major categories of work include trail construction and maintenance, stream
clearance and rehabilitation, emergency fire fighting, tree planting and maintenance, and fish and wildlife habitat improvement. Considering the large percentage of land that is federally managed in California, the CCC is a cost effective partner for federal agencies. In a past study on the value of work performed by corps members, for $1.00 invested in the program, a $1.77 is returned in benefits. With this rate of return, federal agencies nationwide should use the services of corps programs to the greatest extent in carrying out their resource protection needs.

Thank you very much. I am available to answer any questions you may have.
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<td>Sample Project: Pinridge Ranger District Hand Piling Project</td>
<td>20,000 hrs</td>
<td></td>
</tr>
<tr>
<td>Projects: El Dorado Fire Hazard Reduction</td>
<td>12,000 hrs</td>
<td></td>
</tr>
<tr>
<td>: Fire Fighter Internship</td>
<td>11,000 hrs</td>
<td></td>
</tr>
<tr>
<td>US FISH AND WILDLIFE SERVICE</td>
<td>11,266</td>
<td>0.6%</td>
</tr>
<tr>
<td>Sample Project: Humboldt Bay Wildlife Refuge Development</td>
<td>6,200 hrs</td>
<td></td>
</tr>
<tr>
<td>US MILITARY DEPTS</td>
<td>16,957</td>
<td>1.2%</td>
</tr>
<tr>
<td>Sample Project: Oakland Site Hazard Reduction</td>
<td>5,000 hrs</td>
<td></td>
</tr>
<tr>
<td>US DEPARTMENT OF INTERIOR</td>
<td>72</td>
<td>0.0%</td>
</tr>
<tr>
<td>USDA-Soil Conservation Service</td>
<td>38</td>
<td>0.0%</td>
</tr>
</tbody>
</table>

**TOTAL FEDERAL HOURS:** 1,465,281

(*six years*)

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**Major Categories of Federal Work**

- Trail Construction and Maintenance
- Stream Clearance and Rehabilitation
- Emergency Fire Fighting
- Tree Planting and Maintenance
- Preventative Emergency Work (Fireline cutting, Control burns, Slide stabilization, Snow removal, & Site hazard reduction)
- Fish & Wildlife Habitat Improvement
CCC Project Hours
1990 - 1992

Legend
- Federal
- State
- Local

(47%) (16%) (37%)
PUBLIC SERVICE CONSERVATION WORK HOURS
by Major Resource Category

2.5-3 Million Work Hours Annually

- 24% Reforestation, Forest Improvement
- 23% Parks & Recreation
- 16% Construction and Rehabilitation
- 2% Energy Conservation
- 2% Landscaping
- 3% Helitack
- 4% Fire Hazard Reduction
- 4% Fish & Wildlife Conservation
- 6% Emergencies
- 7% Training
- 9% Conservation of Soil and Water

(Total work hours exclude in-center work)
Mr. Vento. This is part of the stimulus and investment package that the President has talked about, and as such, I think that where some had been concerned in the past with costs, if they think they can do better than a $700 reduction in deficit change in 5 years, it would be very interesting to see them come forward. But he has actually made a big commitment, as you said, $6 billion, to this program.

I think, Mr. Slobig, in terms of challenging the Committee and me specifically—and the reason I wanted to have this hearing specifically was because I felt that the dimension dealing with the conservation aspect of it and the land management agencies was something that was not well understood. I think that they, in essence, received some credit for what the Conservation Corps is doing. Of course, they are limited by law, and there is very little funding that comes directly through to the agencies.

Mr. Wheeler, your comments about the fact that the Forest Service reimbursed you something—that obviously came out of the $2.5 million. They have a ceiling of $3 million, apparently, that they can spend on this sort of activity. The Park Service spent less than that and apparently in this instance were not able to give you any funds directly but in kind, as you indicated.

But the real purpose was to find out where the authorization was in terms of the National Community Service Act and to try to put in place or to understand more and then to take a positive direction and build upon what has been done. We certainly don't want to lose that which has been in place.

It is clear to me that there are a lot of conservation projects that could fit within the scope of this new national service concept. As I understand it, it sounds as though there is going to be a good response. So often the good intentions don't make it into enactment because of a lack of funding or a lack of interest in the utilization. But there is, I think, enough of an experience in the past decade to build upon to eliminate some of the misconceptions in terms of displacement and in terms of other problems that exist.

How many individuals did you say, Mr. Wheeler, you serve on a seasonal basis?

Mr. Wheeler. It is on an annual basis because our corps members serve for a year. Eighteen hundred within the State corps and then an additional 700 in the local corps, annualized.

Mr. Vento. In Minnesota, we had a slightly reduced budget, Mr. Fonnest. How many did you serve?

Mr. Fonnest. We served approximately 307 in fiscal year 1992.

Mr. Vento. Do we have local conservation programs? Didn't we have a group in the Twin Cities at one time? That was all part of the Young-Adult Conservation Corps. We don't have that any more. That was repealed in 1982. I remember they were doing tree planting. But these programs are located in urban areas? Suburban areas? Or all over the State?

Mr. Fonnest. The Minnesota Conservation Corps is scattered throughout the State, that is correct. There is a program that you may have in mind called Twin Cities Tree Trust?

Mr. Vento. Yes.

Mr. Fonnest. They are out of St. Louis Park, and they are still operating. They are basically a summer youth employment pro-
gram, using JTPA funds. However, they don’t have an educational component beyond the job, tool training and the like.

Mr. VENTO. Mr. Slobig, you commented about the JTPA funds. We don’t have jurisdiction over that; Pat Williams’ subcommittee does in Education and Labor.

Mr. SLOBIG. I know.

Mr. VENTO. So I have to be somewhat cautious about what we are doing. But I think you are correct in the sense that the idea was good, and I think there was a lot of frustration in the House after we passed ACC again, after it was vetoed, by a close vote, and then it didn’t materialize in a different program. We thought maybe the momentum would take care of itself, but it didn’t. The end result was that the land management agencies that perhaps had the biggest potential for the utilization of this were excluded.

I note specifically, Mr. Williams, you are concerned, and others here, that we try to build on the existing types of programs that we have; in other words, making direct appropriations perhaps to land management agencies would not be, by itself, helpful. Is that correct?

Mr. EMILIO WILLIAMS. That is correct, sir.

Mr. VENTO. You would rather see these dollars be channeled through and then contracted. In other words, you could put together a proposal within a national forest or park area of Fish and Wildlife Service—whatever the land management agency—and then apply to have that particular program funded. Is that your concept of what you would like to see done?

Mr. EMILIO WILLIAMS. Either through application or some level of direct appropriation where that is coordinated to local and State corps so that they do have those opportunities.

We have infrastructures that are set up that, for example, would not take two or three years to do some of the work. So we would not want to get caught up and involved in reinventing the structure and how to implement that process when many of those things already exist, and perhaps a 2–6 month period, because we do have staff and we do have the mechanisms set up. It would probably take a lot longer if the money had to go through unnecessary channels and approvals once again.

So whatever types of appropriations or items could exist where there is a little bit more direct access to substantiate that level of partnership between Federal agencies and the corps would be helpful.

Mr. VENTO. You obviously have a number of projects on national lands now that you actually are accomplishing, as Mr. Wheeler is in California as well.

Mr. EMILIO WILLIAMS. Yes, we do.

Mr. VENTO. Well, Destry, your statement is a real outline of the problem and some solutions which I think are creative. The issue with regard to the allocation of entrance fees for that purpose is a very creative thought for the Park Service and one we will pay attention to. I think in the short run, developing the entrance fees, the increase, and so forth, would be something that I will have to look at very carefully to see whether or not they want to make those types of changes. I think there is enough momentum in terms of dollars behind this that I might spend a lot of energy in trying
to restructure that particular aspect and miss the major area of emphasis that needs to be brought about in terms of change here. I don't know; I haven't seen the entire statement.

In fact, Congressman Miller is holding a briefing right now on the overall budget and the stimulus package issue that I have been invited to, and so I'm going to thank you all very much for your testimony and run off down there and see if I can learn anything more about what might be present in that package, specifically as it affects this program and some others.

I appreciate the effort you have made in the preparation of these statements. I regret that my colleagues have either left for the day as we have no more votes and/or are meeting other responsibilities. But your statements and, I think, the focus of this have served the purpose that I intended—to put us back into the position of looking at the policy and reviewing it so that we can give it an orientation toward the Federal land management agencies and conservation efforts in terms of this national training program. That is my goal and one that you share.

Most of you, incidentally, are involved in other than just conservation work in terms of service, but this represents clearly, from what was stated, in terms of the grants made, the biggest percentage of opportunity for national service in your experience. Is that correct, Mr. Wheeler?

Mr. WHEELER. Yes, you are correct. It is the California Conservation Corps that remains the essential function of the organization.

Mr. VENTO. Mr. Slobig, can you comment on that?

Mr. SLOBIG. In terms of Federal grants made by the Commission on National and Community Service, it is basically a one-third/one-third/one-third split. The Conservation Corps programs receive by a mandated split that is in the law 30 percent of the funds.

Mr. VENTO. What would you say the capacity is in terms of filling need? I mean you work in this particular area. You know, I'm not the expert.

Mr. SLOBIG. In terms of the absorptive capacity of the programs that are out there?

Mr. VENTO. Yes.

Mr. SLOBIG. Well, it is enormous. You could geometrically expand the existing program network relatively quickly.

Mr. VENTO. In comparison to other areas of national service in terms of the format, you all work with youth programs. Obviously, you may have a bias in terms of these types of programs.

Mr. SLOBIG. In terms of the recommendations that were made by the Working Group on Youth Service Policy of a goal of a million young people in service by the end of the decade, 300,000 of those were specifically in expanded State and local-based youth corps programs.

Mr. VENTO. A conservation type of approach.

Mr. SLOBIG. That is right.

Mr. VENTO. Conservation versus working in hospitals or working in other types of settings in terms of community service.

Mr. SLOBIG. That is correct.

Mr. VENTO. That is specifically what I am trying to understand. My subjective view would be that there may be more opportunities in this area than in some other areas which require a more sophis-
ticated type of administration. We don't have the experience in those other areas. They are very interesting thoughts, but I don't know that we had the experience that we have had with this program that we could replicate this type of experience in other areas. That is my concern.

Obviously, the more you do residential, the more expensive it is, as has been indicated here; the year-round; changing the age. Are there any other observations that you have to make before I bring this to a conclusion?

If not, thank you very much. The meeting stands adjourned.

[Whereupon, at 1:27 p.m., the subcommittee was adjourned.]
Dear Mr. Secretary:

On February 18th, the Subcommittee on National Parks, Forests and Public Lands held an oversight hearing on the American Conservation Corps and Youth Conservation Programs on Federal, State and Local Lands.

I would like to thank Assistant Director David Moffit of the National Park Service and Deputy Assistant Director Bill Hartwig of the Fish and Wildlife Service for testifying at the hearing. I am submitting the following questions which concern matters discussed at the oversight hearing. I would appreciate responses to these questions from both the National Park Service and the Fish and Wildlife Service since each agency has different conservation corps programs and needs. Considering the high level of interest and activity in youth service programs in Congress and the Administration, I would appreciate a response in a timely manner.

Thank you for your attention to this request.

Sincerely,

Bruce P. Vento
Chairman, Subcommittee on National Parks and Public Lands
FOLLOW-UP QUESTIONS FOR NATIONAL PARK SERVICE AND FISH AND WILDLIFE SERVICE

1. CAN YOU ESTIMATE THE RATE OF RETURN FOR THE YCC IN TERMS OF DOLLARS SPENT AND VALUE OF THE WORK PERFORMED FOR THE PAST FIVE AND TEN YEARS FOR YOUR AGENCY?

2. ASSUMING THE PROVISION OF ADEQUATE FUNDING, WHAT IS THE CAPACITY OF THE YCC PROGRAM TO EXPAND WITHIN YOUR AGENCY? WHAT WOULD BE THE MAXIMUM FEASIBLE NUMBER OF PARTICIPANTS FOR THE YCC IN YOUR AGENCY THIS SUMMER AND THE NEXT FOUR YEARS? IF THE CONSERVATION CORPS PROGRAM IN YOUR AGENCY WERE TO BE EXPANDED, HOW WOULD SUCH AN EXPANSION BEST BE PHASED IN AND WOULD YOU RECOMMEND ANY CHANGES IN AUTHORIZING LAW?

3. WHAT BENEFITS AND DISADVANTAGES WOULD YOU SEE TO RAISING THE 15-18 YEAR OLD AGE LIMITATION FOR PARTICIPANTS IN THE CURRENT YCC? WHAT DIFFERENT PROJECTS COULD BE DONE BY COLLEGE GRADUATES OR OTHER INDIVIDUALS 18 TO 25 YEARS OLD WHICH ARE NOT BEING DONE BY 15-18 YEAR OLDS? WOULD YOU SUPPORT RAISING THE AGE LIMITATION TO ALLOW 18-25 YEARS OLDS TO PARTICIPATE?

4. WHAT BENEFITS AND DISADVANTAGES WOULD THERE BE TO EXPANDING THE YCC TO A YEAR ROUND PROGRAM? WOULD YOU SUPPORT SUCH AN EXPANSION?

5. DURING THE HEARING, EMPHASIS WAS PLACED ON PARTNERSHIPS WITH STATE AND LOCAL CONSERVATION CORPS AND OTHER ENTITIES TO LEVERAGE ADDITIONAL FUNDING AND REDUCE BUREAUCRACY. CAN YOU DESCRIBE CURRENT CONSERVATION CORPS PARTNERSHIPS AND WAYS SUCH PARTNERSHIPS COULD BE EXPANDED IN THE FUTURE? TO WHAT EXTENT DO STATE AND LOCAL CORPS DO FEE FOR SERVICE WORK ON YOUR AGENCY'S LANDS AND HOW COULD YOU EXPAND CONTRACTING TO STATE AND LOCAL CORPS FOR WORK ON FEDERAL LANDS?

6. ON MARCH 1ST, PRESIDENT CLINTON PROPOSED A $7.4 BILLION NATIONAL SERVICE PLAN WHICH WOULD CONSIST OF PRE AND POST COLLEGE STUDENTS REPAYING GOVERNMENT LOANS THROUGH VARIOUS TYPES OF COMMUNITY SERVICE.

   -- DOES YOUR AGENCY HAVE AN INTEREST IN PARTICIPATING IN THIS PROGRAM AND IF SO HAVE YOU BEEN ASKED TO OR HAVE YOU VOLUNTARILY PARTICIPATED IN ITS DEVELOPMENT?

   -- WOULD YOUR AGENCY BE ABLE TO ENGAGE PRE OR POST COLLEGE STUDENTS IN MEANINGFUL NATURAL AND HISTORICAL CONSERVATION WORK ON THE PUBLIC LANDS?

   -- PLEASE DESCRIBE VARIOUS WAYS WHICH YOUR AGENCY COULD INTERFACE WITH THE NATIONAL SERVICE PLAN. I WOULD BE INTERESTED IN YOUR THOUGHTS ON BOTH AN AGENCY-BASED PROGRAM AS WELL AS MODELS WHICH PLACE MORE EMPHASIS ON STATE AND LOCAL CORPS DOING PROJECTS ON FEDERAL LANDS.
Honorable Bruce F. Vento  
Chairman, Subcommittee on National  
   Parks, Forests, and Public Lands  
Committee on Natural Resources  
House of Representatives  
Washington, D.C. 20515

Dear Mr. Vento:

Enclosed, in response to your letter of March 4, 1993, are answers prepared by the National Park Service to your followup questions concerning the hearing on the American Conservation Corps and Youth Conservation Programs.

We appreciate the opportunity to provide this information.

Sincerely,

Herbert S. Cables, Jr.  
Acting Director

Enclosure
FOLLOW-UP QUESTIONS FOR NATIONAL PARK SERVICE

1. **Question:**

Can you estimate the rate of return for the YCC in terms of dollars spent and value of the work performed for the past 5 and 10 years for your agency?

**Answer:**

The past 5 years the rate of return for the Youth Conservation Corps (YCC) was $1.51 for each dollar expended. The value of the work performed during those 5 years was estimated at $12,116,582 at a cost of $8,034,739. The past 10 years the rate of return was $1.50 for each dollar expended. The value of the work performed during those 10 years was estimated at $35,267,853 at a cost of $23,571,025.

2. **Question:**

Assuming the provision of adequate funding, what is the capacity of the YCC program to expand within your agency? What would be the maximum feasible number of participants for the YCC in your agency this summer and the next 4 years? If the Conservation Corps program in your agency were to be expanded, how would such an expansion best be phased in and would you recommend any changes in authorizing law?

**Answer:**

We would increase the number of YCC enrollees from approximately 700 to 4000. We would step-up our recruitment efforts and hire 2000 enrollees for the summer 1993; we would hire 3000 for the summer of 1994; we would hire 4000 for the summer of 1995; and maintain the 4000 enrollees for the balance of the 4-year period. We would hire additional staff to plan and implement the YCC program activities and to supervise the enrollees. We would recommend no changes in the present authorizing legislation.

3. **Question:**

What benefits and disadvantages would you see to raising the 15-18 year old age limitation for participants in the current YCC? What different projects could be done by college graduates or other individuals 18 to 25 years old which are not being done by 15-18 year olds? Would you support raising the age limitation to allow 18-25 years olds to participate?
Answer:

Other than expanding the population from which enrollees are chosen, we see no great advantage in raising the age limit for the YCC. We do, however, see some benefit in a program that would allow for a higher level of skills to be developed and more substantial conservation type work projects instead of those more labor intensive projects conducted by the YCC program.

4. Question:

What benefits and disadvantages would there be to expanding the YCC to a year-round program? Would you support such an expansion?

Answer:

The benefit to expanding the YCC to a year-round program would be 1) the needed employment of youth, and 2) to accomplish needed conservation projects by the host agency. The only disadvantage would be if the younger enrollees 15-18, see the program as an alternative to staying in school. We would not recommend such an expansion.

5. Question:

During the hearing, emphasis was placed on partnerships with State and Local Conservation Corps and other entities to leverage additional funding and reduce bureaucracy. Can you describe current Conservation Corps partnerships and ways such partnerships could be expanded in the future? To what extent do State and Local Corps do fee for service work on your agency's lands and how could you expand contracting to State and Local Corps for work on Federal lands.

Answer:

The National Park Service has developed partnerships with several groups for the purpose of conservation activities. The following is a brief description of these partnerships:

Marin Conservation Corps, Marin County, California

The Marin Conservation Corps has conducted numerous projects over the past 5 years in the Golden Gate National Recreation Area (GGNRA). Projects have ranged from habitat restoration to recycling to bridge construction. Total corpsmember hours on GGNRA projects over the past 5 program years is 62,000, at a cost (borne by a variety of agencies, not necessarily directly by GGNRA) of $845,000.
San Francisco Conservation Corps, San Francisco, California

The San Francisco Conservation Corps (SFCC) has enjoyed an extremely close working relationship with GGNRA. SFCC has completed projects on all facilities within the Recreation Area, including historic preservation involving coastal batteries, trail construction on Alcatraz Island, and dune restoration, totaling 65,000 corpsmember hours with a dollar value of $895,000, less than half of which was borne by GGNRA.

SFCC has also worked, under a Chevron USA grant, on damaged meadow lands in Yosemite National Park and on fire-scarred lands in Yellowstone National Park.

Montana Conservation Corps, Bozeman, Montana

The Montana Conservation Corps launched a project in its first year of operation that involved a crew of eight Blackfoot Tribe members on reclamation projects on portions of the Continental Divide Trail in Glacier National Park. Also involved in the partnership were the Glacier Park Associates. Corpsmembers carried out 2,500 hours of service in Glacier during the summer of 1992.

Washington Conservation Corps, Olympic Peninsula, Washington

Washington Conservation Corps (WCC) has recently responded to two large oil spills that affected the Olympic National Park seashore. WCC corpsmembers worked thousands of days in total doing beach cleanup and oiled wildlife collection. WCC also carried out a major campground renovation in fall 1992. Young people from 10 different countries worked a total of 48 corpsmember-days on the campground.

WCC is currently negotiating larger projects for work on backcountry trail improvements -- a top priority in Olympic National Park. WCC also sent two crews to the Yellowstone Recovery Project jointly managed by NASCC and the Student Conservation Association in 1988.

City Volunteer Corps, New York City, New York

City Volunteer Corps (CVC) has carried out two projects for the Gateway National Recreation Area (GNRA), and is in the planning stages for much more extensive projects to begin this summer in partnership with National Park Service and New York City Audubon. In a 200-hour project, CVC carried out beach cleanups at GNRA; corpsmembers also surveyed the debris washing up on beaches to catalog the incidence of debris hazardous to shorebirds and marine life. In a 100-hour project, CVC members set up and dismantled exhibits,
directed traffic, and made educational presentations for the public at the Eco-Fest, and environmental and cultural exposition.

California Conservation Corps, California

The California Conservation Corps (CCC) is the largest corps in the nation, and has a concomitant extensive record of cooperation with the National Park Service. Over the past 16 years, the CCC has worked in National Park Service installations including Redwood, Yosemite, Sequoia-Kings Canyon National Parks; Cabrillo, Lava Beds, Muir Woods, Joshua Tree National Monuments, Point Reyes National Seashore, Alcatraz-GGNRA, and Santa Monica Mountains National Recreation Area, and has contributed 650,000 hours of service to the National Park Service. Nearly 500,000 hours of that total came through CCC's Backcountry Trails program, where corpsmembers spend several months working out of backcountry camps. All told, the Backcountry Trail program has restored or built 1,789 miles of trail for the National Park Service in California.

Colorado Conservation Corps, Grand Junction, Colorado

In its first summer of operation, a Colorado Conservation Corps crew in Grand Junction undertook a 7-week project on the Colorado National Monument. Nine corpsmembers contributed a total of 2,200 hours of road work, fence repair, building maintenance, and trail work. Commission on National and Community Service grant funds of $8,000 were matched with Monument supplies and materials funding of $5,700. The project was operated by The Resource Center, a job training provider agency for Southwestern Colorado.

6. Question:

On March 1, President Clinton proposed a $7.4 billion National Service Plan which would consist of pre and post college students repaying government loans through various types of community service.

-- Does your agency have an interest in participating in this program and if so have you been asked to or have you voluntarily participated in its development?

-- Would your agency be able to engage pre or post college students in meaningful natural and historical conservation work on the public lands?

-- Please describe various ways which your agency could interface with the National Service Plan. I would be interested in your thoughts on both an agency-based
program as well as modes which place more emphasis on State and Local Corps doing projects on Federal Lands.

**Answer**

Yes, the National Park Service does have an interest in participating in a National Service Plan and have been requested by the Secretary's Office to submit some preliminary data.

Yes, the National Park Service would be able to engage pre and/or post college students in meaningful work experiences within the system.

It is difficult to describe at this point how the National Park Service might interface with the National Service Plan, since the plan is still being formulated.

It is important to keep in mind that in most of our parks there is limited housing available so that any major expansion of either partnerships or agency-based programs will be costly to start-up. We believe that there is a benefit with both types of programs and do not necessarily favor one over the other.
Mr. F. Dale Robertson  
Chief, Forest Service  
Department of Agriculture  
14th and Independence, S.W.  
Washington, D.C. 20090-6090  

Dear Chief Robertson:

I would like to thank you for your testimony at our February 18th Subcommittee oversight hearing on the American Conservation Corps and Youth Conservation Programs on Federal, State and Local Lands.

Your testimony was helpful and informative. I am submitting the following questions which concern matters discussed at the oversight hearing. Considering the high level of interest in youth service programs in Congress and the Administration at this time, I would appreciate responses in a timely manner.

Thank you for your attention to this request.

Sincerely,

Bruce D. Vento  
Chairman, Subcommittee on National Parks, Forests and Public Lands
FOLLOW-UP QUESTIONS FOR FOREST SERVICE

1. CAN YOU ESTIMATE THE RATE OF RETURN FOR THE YCC IN TERMS OF DOLLARS SPENT AND VALUE OF THE WORK PERFORMED FOR THE PAST FIVE AND TEN YEARS FOR THE FOREST SERVICE?

2. ASSUMING THE PROVISION OF ADEQUATE FUNDING, WHAT IS THE CAPACITY OF THE YCC PROGRAM TO EXPAND WITHIN YOUR AGENCY? WHAT WOULD BE THE MAXIMUM FEASIBLE NUMBER OF PARTICIPANTS FOR THE YCC IN YOUR AGENCY THIS SUMMER AND THE NEXT FOUR YEARS? IF THE CONSERVATION CORPS PROGRAM IN YOUR AGENCY WERE TO BE EXPANDED, HOW WOULD SUCH AN EXPANSION BEST BE PHASED IN AND WOULD YOU RECOMMEND ANY CHANGES IN AUTHORIZING LAW?

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DOES YOUR AGENCY HAVE AN INTEREST IN PARTICIPATING IN THIS PROGRAM AND IF SO HAVE YOU BEEN ASKED TO OR HAVE YOU VOLUNTARILY PARTICIPATED IN ITS DEVELOPMENT?

---

WOULD YOUR AGENCY BE ABLE TO ENGAGE PRE OR POST COLLEGE STUDENTS IN MEANINGFUL NATURAL AND HISTORICAL CONSERVATION WORK ON THE PUBLIC LANDS?

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PLEASE DESCRIBE VARIOUS WAYS WHICH YOUR AGENCY COULD INTERFACE WITH THE NATIONAL SERVICE PLAN. I WOULD BE INTERESTED IN YOUR THOUGHTS ON BOTH AN AGENCY-BASED PROGRAM AS WELL AS MODELS WHICH PLACE MORE EMPHASIS ON STATE AND LOCAL CORPS DOING PROJECTS ON FEDERAL LANDS.
Honorable Bruce F. Vento  
Chairman, Subcommittee on National  
Parks, Public Lands, and Forests  
U.S. House of Representatives  
812 O'Neil House Office Building  
Washington, D.C. 20515

Dear Mr. Chairman:

Enclosed is our reply in response to your letter of March 4, 1993, on the Youth Conservation Corps hearing of February 18. We have also enclosed a copy of the Natural Resource Jobs and Training Capability Task Force Report that is referenced in our reply.

Please call Thelma Strong of the Legislative Affairs Staff at (202) 205-0580 for further information.

Sincerely,

[Signature]

Chief

Enclosure
1. **QUESTION:** Can you estimate the rate of return for the YCC in terms of dollars spent and value of the work performed for the past 5 and 10 years for the Forest Service?

**ANSWER:** From 1988 to 1992, the Forest Service spent an average of $2.32 million with the work valued at $3.2 million. From 1983 to 1992, we spent an average of $2.88 million a year with work valued at $3.82 million. We estimate that our average rate of return for the last 5 years has been $1.48 for every dollar invested and $1.35 for the last 10 years.

2. **QUESTION:** Assuming the provision of adequate funding, what is the capacity of the YCC program to expand within your Agency? What would be the maximum feasible number of participants for the YCC in your Agency this summer and the next 4 years? If the Conservation Corps Program in your Agency were to be expanded, how would such an expansion best be phased in and would you recommend any changes in authorizing law?

**ANSWER:** Based on a jobs capability study recently completed within the Forest Service, the YCC, under existing authorities, could provide 90-day work opportunities for approximately 35,000 youths between age 15 and 18. The maximum number of participants that we could put to work this summer is 14,000 enrollees. A phased-in expansion for the next 4 years is displayed below. A key element to the expansion would be decisions on residential versus nonresidential camps. We anticipate that most supporting services such as residential supervision, meal preparation, etc., required in the operation of residential facilities would be contracted.

- **1993:** 14,000 participants
- **1994:** 20,000 participants
- **1995:** 27,000 participants
- **1996:** 35,000 participants

A workable phase-in would be to expand up to the 14,000 this summer and gradually increase the number of youth by having them in the program year-round.

Although we do not advocate major legislative changes to the YCC program, we strongly support new legislation for a conservation corps program such as the American Conservation Corps or the Young Adult Conservation Corps that would maximize employment opportunities. New legislation would include the following:

- Ability to include youth up to age 25.
- Extension of participation for youth not in school to year-round.
- Place stronger emphasis on basic academic skills, leadership, and service to the community.
- Include language that would permit crews to work on all public lands (Federal, State, county, and city).
- Provide for placement of participants at end of program.
Provide post-service benefits, with clear guidelines for use of benefits, such as for repayment of existing student loans, tuition for additional college courses, or for repayment of expenses incurred for apprenticeship programs.

Include exemption from Fair Labor Standards Act (FLSA) for overtime and work hours at residential camps.

Consider the option of a stipend versus wage per hour worked.

Authorize the use of buildings and property owned by nonprofit organizations for use on camp facilities.

3. QUESTION: What benefits and disadvantages would you see to raising the 15-18 year old age limitation for participants in the current YCC? What different projects could be done by college graduates or other individuals 18-25 year old which are not being done by 15-18 year olds? Would you support raising the age limitation to allow 18-25 years old to participate?

ANSWER: The YCC program is over 20 years and is well known throughout the Nation as a summer "youth" program. Therefore, we would not suggest raising the age limit above the age of 18. However, as previously stated, we would support legislation for a conservation program that would include young adults up to the age of 25. Some of the benefits and disadvantages of doing so would include the following:

- Older participants would not be restricted by child labor laws for certain projects, especially those that would require longer work hours. Participants over age 18 could operate power tools, drive government vehicles, work on firefighting crews, prescription projects, archaeological, wildlife, and construction projects.

- Participants over age 18 would also require less supervision, and in many cases, could serve as crew leaders.

- An advantage as well as a disadvantage in raising the age limit would be the amount of turnover in the 18-25 year olds, who would be seeking higher education or longer term jobs.

- Another possible disadvantage would be the supervision of co-ed residential facilities. We do not foresee this as a major problem since the Forest Service also has residential Jobs Corps centers that require the same amount of attention.

College students could be used in almost all of the Agency's programs, both natural resources and the administrative support areas. Opportunities range from ecosystem restoration (watersheds, riparian, wildlife and fish habitat, and stream improvements), recreation and trail maintenance, prescribed burns, wildland fire prevention, rehabilitation of facilities at recreation sites, replacement of roads and bridges in cooperation with the counties, as well as serving as interns in information processing, contracting, budgeting, fiscal and accounting, and engineering.
4. QUESTION: What benefits and disadvantages would there be to expanding the YCC to a year-round program? Would you support such an expansion?

ANSWER: To increase youth participation to 35,000 by 1996 would mean expanding the YCC to year-round. If the Forest Service had legislation that provided for a longer term conservation program, we would leave the YCC legislation basically “intact.” Some of the benefits of a year-round would include the following:

- Geographic locations and climate in areas such as the Southeast and Southwest would allow crews to work from up to 8 months to year-round, in some cases.
- A longer program would provide a better chance for the youth to gain additional work experience, complete educational requirements to receive a GED, and better qualify for educational loans. Also, the longer work period would allow better economic opportunities for the unemployed and improve skills of participants.
- The Forest Service would get a significant amount of conservation work accomplished.

Some of the disadvantages would include the following:

- Closing certain residential camps due to weather conditions.
- The year-round program would limit opportunities for 15-18 year olds because of school requirements.
- Considerable facility investment startup costs involved in yearlong residential camps would be needed.

The Forest Service would support a year-round program for other conservation programs such as the American Conservation Corps or the Young Adult Conservation Corps.

5. QUESTION: During the hearing, emphasis was placed on partnerships with State and local Conservation Corps and other entities to leverage additional funding and reduce bureaucracy. Can you describe current Conservation Corps partnerships and ways such partnerships could be expanded in the future? To what extent do State and local Corps do fee for service work on your Agency’s lands and how could you expand contracting to State and local Corps for work on Federal lands?

ANSWER: A wide variety of partnerships currently exists where participants are willing and eager to join forces to address the unemployment for disadvantaged and risk youth. There are commitments from State and local governments, primary and secondary educational institutions, local businesses, community-based Job Training Partnership Act (JTPA) arrangements, and many private nonprofit organizations.

The most recent partnership venture to serve youth is with the National Forest Foundation (NFF). Beginning this summer, the NFF will raise funds from private sources to fund three forest youth camps. Another strong partnership with a private nonprofit organization is the Student Conservation Association (SCA) where we served over 500 students during 1992.
The Forest Service benefits from excellent cooperative partnerships where State conservation corps exist. Activity has not been as great in the Southeast, due to the limited amount of funding. This provides an opportunity to develop partnerships with all of the 75 State Conservation Corps where we do not currently have operational partnerships.

To date, there have been limited "fee for service" plans implemented in most Regions. As the Forest Service role in serving rural communities progresses, there should be numerous opportunities for multi-partnership endeavors between local public, business, and private nonprofit organizations.

The following example illustrates our current situation with "fee for service."

"A crew of eight enrollees plus two crew leaders in the Northwest Youth Corps works under agreement with the Payette National Forest in Idaho for $5,300 a week. This is approximately 90 percent of their cost. These costs include wages, three meals a day, camping equipment, vehicle costs, insurance, and other administrative expenses. Because of the minimum availability of funds, our use of their crews is limited. With additional funds, we could increase our level of participation. Corps participants are well trained and with high quality work performance that requires a minimum amount of supervision from Forest Service personnel."

6. QUESTION: On March 1, President Clinton proposed a $7.4 billion national service plan which would consist of pre- and post-college students repaying government loans through various types of community service.

-- Does your Agency have an interest in participating in this program and if so have you been asked or have your voluntarily participated in its development?

-- Would your Agency be able to engage pre- or post-college students in meaningful natural and historical conservation work on the public lands?

-- Please describe various ways which your Agency could interface with the National Service Plan. I would be interested in your thoughts on both an agency-based program as well as models which place more emphasis on State and local corps doing projects on Federal lands.

ANSWER: Yes, the Forest Service definitely wants to participate in the National Service Plan.

The Forest Service was invited to give testimony at public hearings in Minneapolis, Los Angeles, and Washington, D.C. a few months ago. The Forest Service participated in all three, and shared current experiences at the Los Angeles hearing on providing expanded job opportunities in the post-riot Los Angeles situation. In addition, Forest Service staff have participated in the development of several concept papers and in a Congressional seminar to get feedback from youth, etc., as the National Service Plan evolved.

There are pressing infrastructure needs for recreation and natural resource conservation work on the National Forests. Participants in the National Service Loan Forgiveness Programs could serve in conservation and
environmental endeavors. Further, youth should be allowed to earn credits toward student loans and tuition vouchers, serving first in a Corps Program.

Many rural areas in several States have chronic employment problems with youth and no Conservation Corps to serve them. This is just one example where fast startup would suggest an agency-based program. The Forest Service has decades of experience in managing multiple human resource programs that serve all ages, both on the National Forests and increasingly in surrounding communities through expanded partnerships.

The basic operational model of partnerships with State Conservation Corps to complete environmental and conservation projects on National Forest land exists. The effort needs to be expanded in all States where Corps exist. Depending on local community situations and decisions regarding residential versus nonresidential, the opportunity exists to explore options for "fee for service" and contracting.
In Reply Refer To: FWS/LS

Honorable Bruce F. Vento
Chairman, Subcommittee on National Parks, 
Forests and Public Lands
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

Enclosed are the U.S. Fish and Wildlife Service responses to the questions transmitted with your letter of March 4, 1993, requesting additional information on the American Conservation Corps and youth conservation programs on Federal, State and local lands.

I hope this information is helpful. Please let me know if we can be of further assistance in any way.

Sincerely,

Deputy Director

Enclosure
Question 1: Can you estimate the rate of return for the YCC in terms of dollars spent and value of the work performed for the past five and ten years for your agency?

Answer: In the past five years (1988-1992) the cost/benefit ratio was 1.62. In the past ten years (1982-1992) the cost benefit ratio was 1.41.

Question 2: Assuming the provision of adequate funding, what is the capacity of the YCC Program to expand within your agency? What would be the maximum feasible number of participants for the YCC in your agency this summer and the next four years? If the Conservation Corps Program in your agency were to be expanded, how would such an expansion best be phased in and would you recommend any changes in authorizing law?

Answer: With adequate funding, the Fish and Wildlife Service has the capacity to expand the YCC program by a factor of six over present levels. The Service has employed 500-600 enrollees in recent years. Up to 2000 enrollees could be utilized in 1993, with that number increasing to 3000 over the next four years. Changes in age limits and providing for a year-round program would be helpful.

Question 3: What benefits and disadvantages would you see to raising the 15-18 year old age limitation for participants in the current YCC? What different projects could be done by college graduates or other individuals 18 to 25 years old which are not being done by 15-18 years old? Would you support raising the age limitation to allow 18-25 years old to participate?

Answer: Yes, the Service would strongly support raising the age limitation. Currently, YCC enrollees are limited both in the time frame they can work (mid-summer) and the equipment (small hand tools) they are allowed to use. These limitations restrict YCC projects to relatively simple items. Older participants would be able to work on much more substantive projects while acquiring increased vocational skills.

Question 4: What benefits and disadvantages would there be to expanding the YCC to a year-round program? Would you support such an expansion?

Answer: Mid-summer is often not the best time to undertake projects, and a year-round program would allow field stations to more effectively utilize YCC enrollees. However, unless the age limitation is raised, many YCC enrollees will be limited to the length of time they can work due to educational commitments. We

U.S. FISH AND WILDLIFE SERVICE
RESPONSES TO QUESTIONS FROM CHAIRMAN VENTO
IN FOLLOWUP TO THE FEBRUARY 18, 1993, HEARING
CONCERNING YOUTH CONSERVATION PROGRAMS

Question 1: Can you estimate the rate of return for the YCC in terms of dollars spent and value of the work performed for the past five and ten years for your agency?

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Answer: Mid-summer is often not the best time to undertake projects, and a year-round program would allow field stations to more effectively utilize YCC enrollees. However, unless the age limitation is raised, many YCC enrollees will be limited to the length of time they can work due to educational commitments. We
would support both a year-round program and raising the age limitation. This would also provide a number of opportunities for interacting with colleges and universities in work/study and internship programs.

Question 5: During the hearing, emphasis was placed on partnerships with State and local conservation corps and other entities to leverage additional funding and reduce bureaucracy. Can you describe current conservation corps partnerships and ways such partnerships could be expanded in the future? To what extent do State and local corps do fee for service work on your agency’s lands and how could you expand contracting to State and local corps for work in Federal lands?

Answer: In the past, the Service has made limited use of such partnerships. The Service is interested in pursuing partnerships with State and local conservation corps in areas where these organizations are cost effective and where mutual or complementing priorities exist.

Question 6: On March 1st, President Clinton proposed a $7.4 billion national service plan which would consist of pre and post college students repaying Government loans through various types of community service.

-- Does your agency have an interest in participating in this program and if so have you been asked to or have you voluntarily participated in its development?

-- Would your agency be able to engage pre or post college students in meaningful natural and historical conservation work on the public lands?

-- Please describe various ways which your agency could interface with the national service plan. I would be interested in your thoughts on both an agency-based program as well as models which place more emphasis on State and local corps doing projects on Federal lands.

Answer: Yes, the Service would be interested in participating in this program. We have had no involvement at this time. The Service would be able to provide meaningful post-college work in several activities, including maintenance and construction, historical and archeological work, as well as biological, land management and outdoor recreation activities. The Service would utilize the personnel involved in the National Service Plan to accomplish high priority projects that are currently not feasible due to funding or personnel limitations.
February 17, 1993

Honorable Bruce Vento
Chairman, Subcommittee on
National Parks and Public Lands
Room A-812, House Annex 1
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for conducting the subcommittee hearing on the American Conservation Corps and Youth Conservation Programs on federal, state and local lands.

This is an important subject, and one that is particularly important to the Golden Gate National Recreation Area (GGNRA) in my district. For years, the GGNRA and the San Francisco Conservation Corps have worked hand in hand on numerous natural resource projects.

With the addition of over 1,400 acres to the GGNRA when the Presidio Army base closes in 1994, the demand for native plant and resource restoration will be even more important to maintain the natural areas of the GGNRA.

Last year, Representative George Miller and I introduced legislation (HR 5525) which would establish a native plant nursery demonstration project as part of a "Corps to College" program. This program would educate at-risk youth in the restoration and management of plants and natural areas at the GGNRA and allow them to participate in courses to further their education. We plan to introduce this legislation again in this Congress and look forward to your subcommittee’s consideration of this important project.

Because I will not be available to participate in the hearing, I ask that you include my statement in the hearing record. Thank you, again, for conducting this hearing and for your support of youth conservation programs in our national parks.

best regards,

Nancy Pelosi
STATEMENT OF REPRESENTATIVE NANCY PELOSI
BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS AND PUBLIC LANDS
FEBRUARY 18, 1993

MR. CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE, I AM PLEASED TO OFFER MY STATEMENT ON BEHALF OF THE IMPORTANT CONTRIBUTION MADE TO OUR NATIONAL PARKS AND PUBLIC LANDS BY THE CONSERVATION CORPS.

THE SAN FRANCISCO CONSERVATION CORPS HAS A LONG HISTORY OF WORKING SUCCESSFULLY ON MANY NATURAL RESOURCE PROJECTS AT THE GOLDEN GATE NATIONAL RECREATION AREA (GGNRA) WHERE PLANT REMOVAL, EROSION CONTROL AND TRAIL BUILDING AND MAINTENANCE HAVE BEEN ACCOMPLISHED.


IS DESIGNED TO GIVE POST-HIGH SCHOOL LEVEL CORPS STUDENTS COLLEGE EXPERIENCE AND ENVIRONMENTAL EDUCATION. THIS GROUP WILL FORM THE NEXUS OF FUTURE CREWS THAT WILL SPECIALIZE IN PROJECTS SUCH AS REVEGETATION WITH LOCALLY COLLECTED AND PROPAGATED NATIVE PLANT MATERIALS AND MANAGEMENT AND PROTECTION OF ENDANGERED SPECIES AND SENSITIVE HABITATS.

THE PRESIDIO PROJECT WOULD BECOME THE CENTRAL FOCUS OF THE "WORK/LEARN" COMPONENT FOR CORPS MEMBERS LEARNING ABOUT ECOLOGICAL RESTORATION. THIS INNOVATIVE PROGRAM WOULD PROVIDE SEVERAL SOCIAL AND ENVIRONMENTAL BENEFITS, INCLUDING: 1) AT-RISK MULTICULTURAL YOUTH WOULD LEARN ABOUT AND HOPEFULLY DEVELOP AN AWARENESS OF THE IMPORTANCE OF THE NATURAL ENVIRONMENT; 2) THESE STUDENTS WOULD LEARN CAREER SKILLS IN THE EMERGING FIELD OF ENVIRONMENTAL RESTORATION TO ENHANCE THEIR EMPLOYABILITY AFTER LEAVING THE CORPS; AND 3) THE COMMUNITY WOULD BENEFIT FROM THE EDUCATION AND EXPERTISE THAT COULD BE RETURNED IN THE FORM OF TRAINED WORKERS WITH THE CAPABILITY TO PROVIDE A FULL RANGE OF ECOLOGICAL RESTORATION SERVICES TO THE COMMUNITY.

THE GGNSA WOULD SERVE AS A NATIONAL MODEL FOR HARNESING THE ENERGY AND ENTHUSIASM OF YOUTH IN THE CAUSE OF ENVIRONMENTAL EDUCATION AND THE RESTORATION OF DAMAGED ECOSYSTEMS IN OUR NATIONAL PARKS. THIS LEGISLATION WAS INTRODUCED LAST YEAR WITH THE SUPPORT OF CHAIRMAN MILLER AND I LOOK FORWARD TO WORKING WITH THE SUBCOMMITTEE TO MOVE THIS PROJECT FORWARD AS A MODEL FOR OTHER UNITS OF THE NATIONAL PARK SYSTEM.
AS THE WILLIAM T. GRANT FOUNDATION REPORT STATES, "THERE ARE ALSO THOUSANDS OF YOUNG MEN AND WOMEN WHO ASPIRE TO WORK PRODUCTIVELY BUT NEVER QUITE 'MAKE IT' TO THAT KIND OF EMPLOYMENT. FOR THESE MEMBERS OF THE FORGOTTEN HALF, THEIR LIVES AS ADULTS START IN THE ECONOMIC LIMBO OF UNEMPLOYMENT, PART-TIME JOBS, AND POVERTY WAGES. MANY OF THEM NEVER BREAK FREE." THE CORPS TO COLLEGE PROGRAM OFFERS HOPE TO MANY YOUNG PEOPLE WHO WOULD OTHERWISE JOIN THE "FORGOTTEN HALF."

THE YOUTH CONSERVATION CORPS SERVES A VITAL FUNCTION IN OUR SOCIETY AND, I BELIEVE, THE RETURN ON THIS INVESTMENT IN OUR YOUTH IS WELL WORTH THE EFFORT AND FEDERAL SUPPORT. OUR FUTURE DEPENDS ON THE CONTRIBUTION WE MAKE TOWARD THE DEVELOPMENT AND EDUCATION OF OUR YOUNG PEOPLE.

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, THANK YOU FOR CONDUCTING THIS HEARING TODAY AND FOR YOUR CONTINUING SUPPORT FOR YOUTH CONSERVATION PROGRAMS IN OUR PARKS AND PUBLIC LANDS. I APPRECIATE THE OPPORTUNITY TO SUBMIT MY STATEMENT BEFORE THE SUBCOMMITTEE TODAY. THANK YOU.
March 3, 1993

Bruce Vento, Chairman
Subcommittee on National Parks, Forests and Public Lands
812 House Annex I
Washington, D.C. 20515

Re: Oversight Hearing on American Conservation Corps and Youth Conservation Programs on Federal, State and Local Lands

Dear Chair Vento:

On behalf of the East Bay Regional Park District Board of Directors I commend you and your Committee members for holding this hearing at a time when many public agencies are experiencing diminishing financial resources and greater public demand for services. The EBRPD, a multi-county, open space and park district in the San Francisco East Bay area, operates 49 regional parks, recreation areas, wildernesses and preserves totaling 75,000 acres and 1,000 miles of trails. EBRPD has a strong track record of working in partnership with public and private entities to achieve mutually beneficial goals. The Conservation Corps Program, which is compatible with President Clinton’s goals to produce jobs and preserve the environment, is an example of such a partnership.

The East Bay Conservation Corps (EBCC) has worked with the District since 1983. Starting as a joint effort with the YMCA, the EBCC has evolved into an independent agency working on compensatory and matching fund bases. Corpsmembers range in age from 18 to 24. They come from a variety of racial and ethnic groups, reflective of the diverse nature of the Bay Area in Northern California. Their work at the District has included such labor intensive jobs as trail work, fence construction and repair, erosion control, tree planting and irrigation installation, vegetation management and stone work. They have been extremely well received and supported throughout the years they have worked at the District. Most paid project work is accomplished in two-week intervals. In 1992, the EBCC completed 31 of these projects plus an additional ten weeks of a major vegetation management fuel break effort for a total of 18,814
crew hours. EBCC crews also contributed 4,056 hours of unpaid project work at the parks. The District budgets monies annually from our General Fund and additional work is funded from a number of sources including FEMA grants, donations to the Regional Parks Foundation, and District property tax revenue (see Appendix A).

The District has worked with the California Conservation Corps (CCC) since 1984 on various maintenance projects such as trail work, fence construction, fuel reduction work, erosion control, marsh and creekbed restoration. This agency is similar in structure and goals to the EBCC. The work of the CCC has also been favorably received and supported by the District. Especially helpful has been the availability of the CCC on short notice to assist in emergencies, such as oil spills and windstorm damage. In 1992, the CCC completed seven weeks of paid work totaling 3,015 hours. They annually contribute about 5,000 hours of unpaid labor throughout the park system as well. Funding for this community organization comes from the Park District's property tax revenue (see Appendix A).

Both of these community-based youth organizations could be utilized even more widely around the District to supplement the work of our permanent park staff. Because of the increasing impingement of the urban interface on our parks and open space, there is a critical need to expand the District's vegetation management program and to increase trail development and maintenance resources as the District continues its acquisition of parkland and trail corridors. These efforts require labor-intensive work. Any increased funding to and other support for these community resource groups would be most beneficial to the environmental and economic health of our community.

Sincerely,

Jocelyn Combs, President
Board of Directors

JC:sv
### APPENDIX A

#### EBCC PROGRAM COSTS TO EBRPD

<table>
<thead>
<tr>
<th>Year</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>1992</td>
<td>$304,671</td>
</tr>
<tr>
<td>1991</td>
<td>257,394</td>
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<td>1990</td>
<td>207,440</td>
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<td>1989</td>
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<td>181,260</td>
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<td>1987</td>
<td>217,050</td>
</tr>
<tr>
<td>1986</td>
<td>----</td>
</tr>
<tr>
<td>1985</td>
<td>7,955</td>
</tr>
<tr>
<td>1983-84</td>
<td>no fee charge</td>
</tr>
</tbody>
</table>

Since 1987, monies are for one year-round contract crew, two additional summer crews and various capital project efforts. These crews average 55% of what the District's park staff would cost to complete the work.

#### CCC PROGRAM COSTS TO EBRPD

<table>
<thead>
<tr>
<th>Year</th>
<th>Cost</th>
</tr>
</thead>
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<tr>
<td>1992</td>
<td>$34,863</td>
</tr>
<tr>
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<td>----</td>
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<tr>
<td>1990</td>
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<tr>
<td>1985-1989</td>
<td>no fee charge</td>
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</table>

For the first five years, the Park District contributed $10,000 annually to a CCC residential/work center in exchange for unpaid labor at numerous parks. Since 1990 to the present, monies paid are for capital project work. As with the EBCC, the crews average 55% of what the District's park staff would cost to complete the same work.