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HEARING
BEFORE THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
NINETY-SECOND CONGRESS
SECOND SESSION

ON

CHRISTOPHER M. MOULD, OF THE DISTRICT OF COLUMBIA,
TO BE AN ASSOCIATE DIRECTOR OF ACTION

SEPT 20 1972

Printed for the use of the Committee on Labor and Public Welfare



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NOMINATION

WEDNESDAY, SEPTEMBER 20, 1972

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in room 4232, New Senate Office Building, Hon. Harrison A. Williams, Jr., chairman, presiding.

Present: Senators Williams, Pell, Cranston, Javits, Dominick and Schweiker.

Committee staff present: Stewart E. McClure, staff director; Robert E. Nagle, general counsel; and Eugene Mittelman, minority counsel.

The CHAIRMAN. The Committee on Labor and Public Welfare is meeting this morning to hear testimony on a nomination submitted by the President.

Our nominee is Mr. Christopher M. Mould, of the District of Columbia, to be an associate director of ACTION.

Welcome to the committee, Mr. Mould.

STATEMENT OF CHRISTOPHER M. MOULD, OF THE DISTRICT OF COLUMBIA, TO BE AN ASSOCIATE DIRECTOR OF ACTION

Mr. MOULD. Thank you very much, Mr. Chairman.

The CHAIRMAN. Senator Schweiker will make some opening comments.

Senator SCHWEIKER. Thank you, Mr. Chairman.

I am very pleased to present to our committee Mr. Christopher M. Mould.

Mr. Chairman, I have his biography that I would like be made a part of the record, and I will read it.

The CHAIRMAN. His biography will be made a part of the record. (The biography of Mr. Mould follows:)

RESUME

CHRISTOPHER M. MOULD

Date of Birth : December 12, 1936
 Place of Birth: Erie, Pennsylvania
 Marital Status: Married (Nan Birmingham) - two daughters (10 years & 8 years)

Education:

Elementary and Secondary education in Philadelphia schools.
 Graduated from William Penn Charter School in 1954.

College

Graduated from Princeton University with an A.B. degree in Politics, 1958.

Graduate Education

Graduated from the University of Chicago Law School with a Doctor of Law Degree in 1961. (full tuition scholarship 3 years).

Professional Career:

July 1, 1971 - Present:

1. Acting Associate Director for Domestic and Anti-Poverty Operations, ACTION (U.S. Government).
 Appointed by President Nixon July 1, 1971, as Acting Associate Director for Domestic & Anti-Poverty Operations for new agency ACTION which administers Peace Corps, VISTA, SCORE/ACE, Foster Grandparent and Retired Senior Volunteer Programs. Responsible for administration and management of 100 Washington staff, 200 plus field staff in 50 states, Puerto Rico, Virgin Islands, and the Pacific Trust territories, and a current annual budget of approximately \$80 million. Responsible for programs involving in excess of 20,000 volunteers.

November 1969 - June 30, 1971:

2. Director, U. S. Office of Voluntary Action
 Appointed in November 1969, by HUD Secretary George Romney as first Director of this Office which was the staff arm of the Cabinet Committee on Voluntary Action. While Director, was instrumental in formation of the National Center for Voluntary Action, establishing express policy in seven Cabinet departments for the first time on the utilization

and encouragement of voluntary resources in public programs, and development of projects in credit counseling, German measles eradication; federal program counseling for voluntary organizations, East Pakistan relief, and child development. Responsible for staff of 14 with \$350,000 operating budget.

(March 1971 - June 1971) - Chairman, Inter-Agency Task Force, planning implementation of President Nixon's Reorganization Plan No. 1 of 1971. Named Chairman by President's Office of Management and Budget and Joseph H. Blatchford, Director, Peace Corps. Contributed Administration presentation of Reorganization Plan to House and Senate Government Operations Committees, U. S. Congress.

May 1969 - November 1969:

3. Senior Consultant on Governmental Relations, Office of the Secretary, U. S. Department of Housing and Urban Development, to assist in development of federal aspects of the National Program for Voluntary Action. Full-time consultancy on loan from the National Urban Coalition to Secretary Romney and Max M. Fisher, Special Consultant to the President of the United States.

September 1967 - May 1969:

4. Served as one of original organizing staff members of the National Urban Coalition with title of Associate National Coordinator (September '67 - March '68). Became Executive Assistant to the Chairman when John W. Gardner became Chairman (March 1968). Final position was Director of National Relations (October '68 - May '69). First two positions involved a wide variety of activities including speaking, organizing of local coalitions, conduct of orientation conferences, fund-raising, drafting of publications and position papers, lobbying, personnel recruitment, as well as public and board of directors relations. As Director of National Relations was charged with developing and nurturing Coalition relations with national organizations such as the AFL-CIO, U. S. Conference of Mayors, N.A.M., the Urban League, etc.

July 1965 - September 1967:

5. Served with the Community Relations Service, a division of the U. S. Department of Justice, beginning as a conciliation specialist and, from February to September 1967, as Chief, Federal Programs Division. The principal assignment was representing the federal government in attempting to negotiate and conciliate breakdowns in community relations, of a racial

and civil rights character, in local communities. Assignments included Chicago (during Dr. Martin Luther King's campaign there in 1966), Milwaukee, Gary, New York City, Americus, Ga., Philadelphia, Newark, etc. During 1967, was coordinator of the Justice Department's participation in the Model Cities Program.

June 1961 - June 1965:

6. Associated in the practice of law with the Chicago law firm of Smith, Clinch and Powers (since merged into firm of Winston, Strawn, Smith and Patterson). Engaged in general practice with special emphasis on corporate, tax, trust, estate and real estate matters.

Admitted to Practice:

Illinois Supreme Court
Federal District Court of Northern Illinois

Member:

Illinois State Bar Association
Chicago Bar Association

Community Activities:

- Member, Washington Advisory Committee, National Board, Y.M.C.A.
- Founding member of Legal Aid Clinic program of the Church Federation of Chicago
- Founding member of the Woodlawn Organization (Chicago, Ill.)
- Former Vice President of Trustees, First Presbyterian Church of Chicago
- Former member, Board of Directors, Neighbors, Inc., a District of Columbia group supporting residential racial integration and community improvement
- Former adviser to Board of Directors (with respect to human resources development) of the U.S. Jaycees (Received "Jaycees Presidential Award of Honor", 1969)
- Former citizen adviser to the American Public Welfare Association

National Judge, 1970 National Clean Up Campaign

Deacon, Northminster Presbyterian Church, Washington, D. C.

Home Address: 1423 Hemlock Street, N. W.
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The CHAIRMAN. Thank you, Senator Schweiker.

That is a fairly full biography that you have submitted for the record.

Do you have a statement, Mr. Mould?

Mr. MOULD. Mr. Chairman, I do not.

I do appreciate the opportunity to be here before the committee, and I look forward to working with it.

The CHAIRMAN. I understand as Associate Director, you will continue to be in charge of the domestic antipoverty operations?

Mr. MOULD. Providing I am confirmed; yes, sir.

The CHAIRMAN. You have been in ACTION since its inception on July 1, last year?

Mr. MOULD. That is right.

The CHAIRMAN. I wonder if you could tell us something about the changes that have been brought about, both administratively and substantively?

Mr. MOULD. Well, there are a variety of programs which I think the chairman is aware of within the umbrella of domestic operations.

They are grouped essentially in four areas, and they are: SCORE, which we acquired from the Small Business Administration, where the retired businessman serves as volunteer counselor to small businesses.

The second is the older American volunteer programs, the grant programs acquired from HEW, the Foster Grandparents Program and the Retired Senior Volunteer Program. (RSVP)

Another grouping is for VISTA, the fourth grouping is ACTION education programs, which includes the national student program and the university year for ACTION program.

These are all within domestic operations.

We were faced with establishing a field structure to conduct these programs when ACTION came into being, because we did not acquire through the 1971 reorganization any field structure. So we worked mightily in the last 13 months in assembling a field staff, organizing staff in the standard 10 field regions.

I think another principal development in the period of the 13 months has been a major expansion in our older American volunteer programs.

We took over these programs from HEW. The Congress saw fit last winter to increase our appropriation.

In the case of the foster grandparent program, Congress increased our spending level from \$10 million to \$25 million, and RSVP was increased from \$5 million to \$15 million.

Now, in terms of how that money is put to work through grants at the local level to facilitate senior citizens becoming involved in community service, those dollars represent a potential expansion of an enormous scale—

The CHAIRMAN. What was the jump in the Foster Grandparent Program?

Mr. MOULD. It jumped from approximately \$10.7 million, which is the fiscal 1971 figure, to a figure of \$25 million for fiscal 1972.

The CHAIRMAN. That was the appropriation?

Mr. MOULD. That is correct.

The CHAIRMAN. How did that compare with the budget request?

Mr. MOULD. The budget request was \$10.75 for fiscal 1972, and then at the time of the White House Conference on the Aging held

last December, the President recommended an expansion of the program, and Senator Kennedy and others quickly moved on the floor of the Senate to see that the increase happened right away in fiscal 1972.

The CHAIRMAN. In other words, the Congress responded to the President's suggestion immediately?

Mr. MOULD. That is correct.

The CHAIRMAN. As a matter of fact, it was the next day?

Mr. MOULD. That is correct. It was most immediate, so we have been faced with a major expansion in the organizational work involved.

We feel that, for example, when the \$15 million for the retired senior volunteer program is fully effective at the community level, as many as 75,000 senior citizens can be involved in community service work.

The CHAIRMAN. Now, as an administrative matter, you say you inherited no field structure, is that the way you described it?

Mr. MOULD. Correct.

The CHAIRMAN. Let us take the program specifically. The Foster Grandparents Program, how did you proceed at the outset to administer this program?

You must have incorporated some existing bureaucratic mechanism.

Mr. MOULD. The way the program was conducted, prior to creation of ACTION, it had been centrally administered, and the Administration on Aging has no field staff of its own, but instead had relied on part-time assistance from the Social and Rehabilitation Services Administration, in the standard 10 Federal regions.

At the time of the merger, we acquired in the field a few positions, but no persons, because there were no field persons to be transferred.

All we acquired in the field was the VISTA portion of the OEO regional offices. So at the outset, our field presence in the 10 regions was simply the program staff associated with VISTA separated out from the OEO regional offices. We immediately started to staff-up, around the VISTA program people, and we added management people: regional attorneys; grants and contracts administrators as you know. for grant programs; and so forth.

The last 12 months we have been administering the grant programs on a centralized basis of necessity until we can get the staff on board and trained in the particular programs.

We expect to decentralize the Foster Grandparent Program and Retired Senior Volunteer Program about January 1, so the obligational authority will be lodged with the regions.

Now, we have also been working with the State agencies, which play a very important role in developing prospective grantees within the given States.

The CHAIRMAN. Where is the regional office that covers Pennsylvania and New Jersey?

Mr. MOULD. New Jersey is covered under our region 2, headquartered in New York, which is for New York State, New Jersey, Puerto Rico, and the Virgin Islands.

Pennsylvania is covered by region 3, which is based in Philadelphia.

The CHAIRMAN. I would like to see a response that a region is located in Trenton. It never happens. It is always in Philadelphia or in New York.

We fought the battle and got a little recognition in the Small Business Administration and in one or two others.

Mr. MOULD. Of course, this is set outside of the bounds of ACTION.

It is an OMB determination. I cannot understand, for example, why Puerto Rico is part of New York based regional office service areas.

The CHAIRMAN. Now, on the Foster Grandparent Program, because I know how magnificently it responds to people's needs that are served by this program, in terms of the Foster Grandparents themselves, the numbers that have been brought into the program, do you have anything as to a rough figure?

Mr. MOULD. Yes; I do.

With the money we hope will be available this year, which will be \$25 million for that program, that should enable us to field about 11,000.

It is important to point out a distinction between Foster Grandparents and RSVP.

The Foster Grandparents work 4 hours a day, 5 days a week, at \$1.60 per hour, so the money needed for that program is greater than the money needed for RSVP, where the only payment is for out-of-pocket expenses associated with the volunteer service.

This expense includes transportation, meals, uniforms, if they are appropriate, related to the job.

The CHAIRMAN. The Foster Grandparents are at the minimum hourly rate, which is the minimum wage?

Mr. MOULD. It happens to be the minimum wage. It is not specifically pegged to the minimum wage. The regulations require we set that amount, but we are not bound by the minimum wage.

The CHAIRMAN. It is my understanding and experience that that is not the reason why the people want to be in the program, but they could not be in the program if they did not receive that minimum amount.

Mr. MOULD. That is right, because by law, the Foster Grandparents, in order to be eligible, must be 60 years of age, and must be of low income, and the hourly rate is pegged at a level so that with the work level of 20 hours a week for a full year, the aggregate benefit does not start cutting into the social security benefits.

If it went over \$1,680 a year, it would start to diminish the social security benefits.

The CHAIRMAN. Well, there was a bill introduced yesterday, many of us are on it, that raises that to \$3,000. In view of the principal sponsorship, I have a feeling it might be law before this session is out, so that would raise it.

Where there have to be arbitrary cutoffs of time spent, because of that arbitrary ceiling under social security, such a change would help the program as well as help the income of older people.

Mr. MOULD. That is correct.

The CHAIRMAN. I wonder if you could stand by.

Senator Cranston is busy on the floor, but he wants to inquire of you, too.

Mr. MOULD. I would be happy to.

The CHAIRMAN. Do you have anything, Senator Schweiker, of Mr. Mould?

Senator SCHWEIKER. I have some questions from Senator Javits. Senator Javits hoped to be here, but he is on the floor, so for Senator Javits, I would like to ask some questions.

First, what priority do you assign the antipoverty portion of your title as opposed to the general designation of domestic operations? Those who have worked so hard in the VISTA program, which is now a part of the new agency, are concerned that we may turn direction from the antipoverty focus to the larger issues which do not bring as much immediate benefit for the poor.

For example, the environmental issue is not seen as vesting to the poor; that is, to go to the more basic needs for food, clothing, and so forth.

What would be your response to that?

Mr. MOULD. It is a very valid question.

I would attach personally a great deal of importance to the anti-poverty aspect of my role.

I think proportionately, I have spent 60 to 70 percent of my time in the last 13 months in the job focusing on VISTA, and how we can improve and strengthen it.

My own feeling is that VISTA has never really had the chance to show and achieve its full potential, although that is at the same time not to be attributed to any particular way it was administered in the past.

We think it is susceptible to being improved and strengthened. I think the authorizations provided in the economic opportunity bill will enable us to do that, and we are proceeding on that course.

It will apparently allow some increase in the level of VISTA volunteers in the field, and I will do everything in my power to see that VISTA remains strong and viable, and will serve the poor.

I think it is also important to point out that VISTA is not the only program within domestic operations addressing poverty.

As I indicated earlier, the ACTION agency did initiate a program called university year for action.

That was within the VISTA authority, and we referred to it as being VISTA in higher education.

I think you are familiar, Senator, that students from the universities and colleges who are enrolled as volunteers under the sponsorship of the university or college, spend the full year in the community, in the same manner as a volunteer from VISTA does, working with the poor, enabling them to address themselves to poverty. In addition to that, we have many more volunteers directly working on problems of poverty. In the case of Foster Grandparents, because of the income eligibility requirements, that program in part serves to help the problems of the poor.

I think there is no question that among the missions of the agencies addressing problems of poverty is No. 1. I would see no change in that, and I want to seek no change in that.

Senator SCHWEIKER. The second question is, what importance do you attach to the involvement of the poor themselves in determining their future as opposed to having solutions handed from the top down, as it were? In that regard, I notice you have been associated with the Woodlawn organization in Chicago, a community self-help organization of poor people.

Mr. MOULD. I was associated with the Woodlawn Organization in its organizational phase. That is a correct characterization. I feel very strongly and fundamentally that top-down programing is not what this country needs, and in my journeys to communities around the country have that confirmed to me every day.

We are intent on creating highly decentralized program administration on the domestic side of the agency, and in the case of VISTA, we are stressing that it is not our job to go into the community and say you must do the job in this way, and that we will assign a volunteer to do what we think you need.

Instead, we seek out from the spokesmen in the poverty community an indication of what the community thinks the need is, and try to build our response accordingly.

I point out that we have also given special stress to locally recruiting VISTA volunteers, instead of relying strictly on national recruitment pools.

Historically somebody in Oregon might have been recruited and sent to Florida, but now approximately 45 percent of our volunteers in VISTA are recruited in the community where they will serve, and over 45 percent of those are poor persons. I think this is a healthy development. It has been well received in the community, and it makes a much more effective program.

Senator SCHWEIKER. What can you do to get the private sector involved in a larger scale?

I notice that you served as one of the staff members of the National Urban Coalition, which of course started out with that focus.

Mr. MOULD. That is a difficult question, Senator, for this reason. As I see it, we do not believe that the Federal Government in the form of ACTION or any other form, ought to put out its arms and try to embrace all of the well motivated private philanthropical and voluntary service that goes on.

Our principal aim is to play a facilitating role or function.

I think SCORE is an excellent program which relates the private sector to our programs.

We are also working, for example, with an organization called VITA, Volunteers in International Technical Assistance, which has a U.S. division, and this involves over 6,000 private persons who are experts in sundry fields, whose services are available to render technical assistance to projects in the communities.

We are calling on those skills regularly, and I would hope we could explore a variety of different ways to involve the private sector.

We certainly on a continuing basis want to consult with educators and community leaders, Government officials, and so on, to find ways in which we can seek out to solve problems in which we can identify, and in which they can participate.

Senator SCHWEIKER. The last question from Senator Javits, you have experience in the practice of law.

I know in the past there have been programs that have supplemented the legal services program in respect to providing legal assistance.

What do you see as the role of your domestic operations, vis-a-vis the legal services program now?

Mr. MOULD. Senator, VISTA is still furnishing many of the lawyers who serve in the legal services program sponsored under the Economic Opportunity Act.

I would have to say at this point, we do not have a firm position as to whether that is the right role or the wrong one.

I would say more importantly, we are discovering many additional kinds of roles, other than those traditionally associated with legal services offices, in which lawyers can play a very important part.

Consumer education would be an example, or advising persons, let's say, from the Foster Grandparents Program, as to their legal rights, particularly with regard to benefits, and that sort of thing.

We are starting very shortly in Chicago, for example, a program called Project Ethnic Fund, where we are stationing full-time VISTA volunteers in so-called ethnic communities in the Chicago area to do outreach work to find elderly persons who may not speak English, who may speak other languages, who are not aware of what benefits might be available to them, should they need food stamps, welfare, or medicare, and so on.

I think again it is a case where we can have lawyers involved where we have community design centers where lawyers from VISTA are serving to help revise housing codes. They can be in design centers in the poverty communities, and they can help develop low-income housing packages, which again, as you are well aware, takes a great deal of legal input. I think there is a healthy array of opportunities for lawyers within what VISTA does.

I have a question in my own mind whether VISTA ought to be the prime source of lawyers for the legal services program.

Senator SCHWEIKER. Thank you very much.

That is all I have, Mr. Chairman.

The CHAIRMAN. If you could wait for Senator Cranston, we would greatly appreciate it.

Mr. MOULD. I would be happy to.

The CHAIRMAN. We might be interrupted with a vote, but we would appreciate your standing by.

Mr. MOULD. I would be glad to wait, Mr. Chairman.

(Short recess was taken by the committee.)

The CHAIRMAN. We will now return to the nomination of Christopher Mould.

Senator CRANSTON. I appreciate very much your staying. I am sorry I was unable to be here earlier.

I would like to ask you to describe your personal philosophy of ACTION with regard to volunteer service and the role ACTION should play in the implementation of that policy.

Mr. MOULD. I think that it is a multiple mission.

Speaking of the agency, certainly on the domestic side, the programs have their legislated objectives, and we fully intend to follow out those objectives.

I think the predominant mission on the domestic side, as the legislation now stands, addresses poverty.

That is of deep interest to me, and it is the reason I am delighted to be nominated for this position.

Senator CRANSTON. What is the relationship of the Associate Director of Policy and Program Development to the line responsibility of the Director of VISTA?

Mr. MOULD. There is no direct relationship.

The Associate Director for Policy and Program Development heads a division which is separate from the domestic operations division for which I am the nominated, Associate Director.

The Director of VISTA reports to me.

She is Mrs. Newman.

Senator CRANSTON. What is her line of responsibility?

Mr. MOULD. Her line of responsibility is substantial. She has authority concurrent with mine to administer the VISTA program. She determines the allocation of available volunteer slots among the field.

She reviews the proposed new VISTA projects, and decides whether or not to approve them or disapprove them.

Senator CRANSTON. When did she actually get that authority?

Mr. MOULD. She received that authority approximately 3 months ago.

I could check that. Approximately 3 months ago.

She also serves as the Acting Associate Director when I am out of town.

Senator CRANSTON. Does she have concurrent responsibility in relationship to selection and programing?

Mr. MOULD. Yes; she does.

Senator CRANSTON. Training?

Mr. MOULD. Yes. There is a training office, which is a support office, but she does determine the training element in VISTA.

Senator CRANSTON. What is your personal philosophy regarding the role of VISTA volunteers in the communities they serve?

On this point, should they be agents of change, or should their role be limited to provide service to the community?

Mr. MOULD. I feel they should be agents of change.

One of the means of doing that may be service, but I think the focus should be on change, as change is what the program is all about.

Senator CRANSTON. What specific institutional steps have been taken by ACTION to assure that volunteers will have significant input and influence in the development of policies affecting their service?

Mr. MOULD. In the majority of the regions there are regional councils made up of VISTA volunteers that meet with regional directors and exchange views on the range of concerns they may have.

Mrs. Newman, the Director of VISTA, has also just completed about a month and a half journey to all 10 of our regions and has made it of foremost priority to meet with as many volunteers as possible in all of those regions

Mrs. Newman and I have on several occasions met with representatives of the National VISTA Alliance, which purports to speak for a good number of volunteers.

We expect to continue that. There is pending actual legislation which would provide for an Advisory Council to the ACTION Agency across the board.

I would hope that membership on that Council, when the legislation passes, would include volunteers and the poor.

Senator CRANSTON. Do you think that should be specified in legislation to insure that remains a policy?

Mr. MOULD. As the legislation is proposed, the Council would be Presidentially appointed, and I would leave to the President's judgment who should best be on the Council.

Senator CRANSTON. In regard to the Councils, you were referring to earlier, could you supply for the record a list of those that have actually been set up, accompanied by the names of those VISTA volunteers, and a description of how the selections are made?

Mr. MOULD. I would be happy to do that.

Senator CRANSTON. And also when they were constituted.

Mr. MOULD. Yes, sir.

(The information referred to follows:)

ACTION/VISTA (NATIONAL OFFICE)

SUBJECT: Consultation with VISTA Volunteers

TASK FORCE

- The Acting Associate Director for Domestic and Anti-Poverty Operations convened in the Fall of 1971 a Task Force on Volunteer Support including Volunteers from three regions which made extensive recommendations which are being largely implemented.

TRAINING PANELS

- The Headquarters office has included one Volunteer representative on each technical review panel for the purpose of selecting contractors for the training of Volunteers in all ten regions.

NATIONAL VISTA ALLIANCE (NVA)

- Chris Mould and Connie Newman have met on numerous occasions with representatives and the Board of NVA and expect to continue such contacts.
- NVA representatives have commented on the new VISTA Criteria and Guidelines by request of Connie Newman.

VOLUNTEERS

- Since July 1971 Headquarters representatives have met with groups of Volunteers in every region for the purpose of discussion of all aspects of VISTA policy.

REGIONAL MECHANISMS FOR GETTING VIEWS OF VOLUNTEERS

All ACTION Regional Offices are conscious of the need to obtain and act on the views of Volunteers not only regarding matters of Volunteer welfare, but also for ideas and issues about training and program matters.

All Regions report widespread informal contact wherein program people regularly seek out Volunteers for advice and suggestions on local conditions and program improvement ideas as they make their on-site visits in the states or as Volunteers visit the Regional Office either incidentally or with specific problems.

At least two Regions make use of a regular system whereby all Volunteers report, not only what they are doing, but also on what they are thinking. At least two others open up their Regional newsletters on an unrestricted basis for submission of Volunteer views.

Seven Regions report some system, either existant or planned, whereby Volunteer representatives selected by their peers regularly meet with Regional personnel for discussion of a broad, unrestricted array of issues.

REGION I - BOSTON

A lengthy questionnaire is sent to all Volunteers 30-90 days subsequent to their field assignment, covering specific areas such as training, Volunteer task, supervision, etc., yet allowing Volunteers to wax eloquently on broader issues.

Region receives 60% return; forms are tabulated and summaries distributed to supervisors.

REGION II - NEW YORK

Informal, thru NVA (National Volunteer Alliance) at least once a month in a meeting lasting an hour or two. Volunteers bring their concerns, the Regional Offices present its issues of interest to them.

Bob Lichtenstein, Ms. Pat Conway (ex-VV), Ann Berrill (until she resigned) are usual participants. Regional Office has asked the NVA to inform them of their method of selection - it seems to be informal. NVA communicates to other Volunteers results of the meetings. Regional Office doesn't know how.

REGION III - PHILADELPHIA

Presently informal; Regional Director has had a request for monthly meetings with NVA, but instead plans to get either a representative for each project or two for each state plus NVA representatives and meet with them quarterly.

REGION IV - ATLANTA

Series of four area conferences held this past summer:

- a. North Carolina and South Carolina
- b. Kentucky, Tennessee
- c. Alabama, Mississippi, Georgia
- d. Florida

Regional staff, sponsors, supervisors, state and local government representatives and a Volunteer delegate from each project in area participated.

Volunteers were asked for views on broad program and support issues and submitted written recommendations at end of conference.

Idea of Regional Volunteer Council was discussed at these meetings and Region is awaiting response from Volunteer delegates.

REGION V - CHICAGO

Six VISTA Area Representatives are elected annually by all Volunteers in their geographic area. They meet monthly in Chicago alone as well as with Regional Director.

Joe Richardson
Eric Arriess
Jurgen Peterson
Candice Pemble
Eunice Jackson
one vacancy

REGION VI - DALLAS

Personal contact with Volunteers on project - Regional Director's visits. There is no council. When Volunteers come into the Regional Office for any purpose, Regional staff take advantage of that to meet with them. An advisory council of Dallas Volunteers, Clark Johnson (now terminated), Dan Skelton (now terminated) and two others was called at one time. The Dallas group was recognized because no travel funds were necessary for them to be gathered.

REGION VII - KANSAS CITY

Volunteers elected "caucus representatives". One of these was invited to each monthly staff meeting by the Regional Directors. Different Volunteer invited each month. One would get input of other Volunteers. At the staff meeting he would make remarks, ask questions and offer opinions. The remarks would then be put in a newsletter and comments from other Volunteers solicited for the newsletter.

The Region has an "open door" policy toward Volunteers. None has even been refused the opportunity to talk to any staff member and Volunteers on request are brought into the Regional Office to present views.

Within a month a total of twelve Volunteers representing each training class since January, 1972 and each staff will be selected by program officers (to insure a proper spread of states and training classes). They will be brought in for a full discussion of training program policy.

REGION VIII - DENVER

A total of eight Volunteers are elected by all Region VIII volunteers as members of a "task force".

Region pays to have this group come in quarterly to meet Regional Director, VISTA Coordinator, Program and Training Deputys and program people.

Idea of this group originated with the Volunteers in the Region.

Regional VISTA Newsletter - monthly. Two way communication. VISTAs are offered space. All who have submitted articles have had it printed in the Newsletter.

Will also have a State Director and program officer in each state capitol and they are expected to know each VISTA by name and be available to them.

Regional policy is that they want Volunteers to have open access to staff.

Present members of task force of Volunteers of Denver Region:

Colorado	- Tom Ensor Jim Donohue
N. & S. Dakota	- David Weber
Montana	- Debbie Silva (vacant)
Wyoming	- Sophie Calvey
Utah	- Mary Lou Shefsky Tony Bartholmeow

REGION IX - SAN FRANCISCO

State Program Directors and officers, having been outstationed for the past several years, gather information and opinions directed from Volunteers and supervisors which is then fed back into the Regional Office.

Volunteers submit quarterly Self-Assessment Forms, including comments on project support issues.

REGION X - SEATTLE

No formal organization. The Regional Director tried the council idea but felt it was non-productive.

Informally, the Regional staff makes it a practice to individually talk to Volunteer during on-site visits and/or to gather Volunteers from an area for an exchange of views whenever they are in that area.

Mr. MOULD. I might also point out that we had occasion this spring to award new training contracts for training to VISTA volunteers.

Of course, there are selection panels which review the bids submitted by the competing contractors, and we did include on our initiative volunteer representation on the panel.

They helped review all of the bids. That was extremely helpful to us.

Senator CRANSTON. Do you feel that ACTION, which is charged by Congress with a specific responsibility for the provision of human services, especially on a person-to-person basis, has a special responsibility to deal in a particularly sensitive and compassionate manner with its employees and volunteers in order to set an example for the way volunteers should provide services?

Mr. MOULD. Yes; I would say so.

Senator CRANSTON. As acting Associate Director of ACTION, you had direct responsibility for the regional offices, isn't that correct?

Mr. MOULD. The domestic operations regional offices, they do report to me; yes.

Senator CRANSTON. As you look back on personnel matters regarding the regional offices—specifically those we discussed at hearings this spring and specifically regional office 9—would you say the special responsibility of ACTION for compassionate and sensitive treatment of employees was fully adhered to by ACTION?

Mr. MOULD. I would say I think that the instances you are referring to, were less than a model, and I would hope they would not recur.

Senator CRANSTON. I hoped you would concede to that.

If you were to do it over, I assume it would happen differently?

Mr. MOULD. I guarantee it.

Senator CRANSTON. During the May 12 hearing of the Special Subcommittee on Human Resources, you testified that the 17 employees involved in the personnel difficulties in region IX would be provided alternative employment opportunities with ACTION.

Could you please tell us what the status of each of those people is now?

Mr. MOULD. I could give you a brief summary. I would like to submit an accurate accounting for the record, but, briefly, I can say consistent with the commitments made in the hearing before your subcommittee, we did allow any employee, including those in region IX, who had been previously asked to transfer to Washington, an opportunity to remain in the region without loss of pay or status, and we have followed through on that commitment.

Senator CRANSTON. Could you also provide for the record a rundown on the people that have been transferred into Federal Assistance Review?

Mr. MOULD. We would be glad to.

(The information referred to follows:)

The attached is in response to Senator Cranston's question regarding the employment status of 17 persons in ACTION Domestic Operations who were asked in April 1972 to accept reassignment to a headquarters Federal Assistance Review Office.

Employee	From—	To—	Action taken
Godwin, Vincent	Chief, VISTA Operations Division, GS-301-15, region III.	Program analysis officer, GS-345-15, D.C.	Accepted.
Graves, Fletcher	Supervisory program analyst, GS-301-13, region III.	Program analyst, GS-345-13, D.C.	Transferred to Department of Justice.
Kemp, Edward	Program field analyst, GS-301-11, region III.	Program analyst, GS-345-12, D.C.	Accepted.
Terrill, Levi	Program officer, GS-301-13, region IV.	Resources analyst, GS-301-13, D.C.	Assistant to Deputy for P. & T.
Bass, Joseph	VISTA program analyst, GS-301-13, region IV.	Program analyst, GS-345-14, D.C.	Accepted.
Jackson, Charles	Field analyst, GS-301-11, region IV.	Resources analyst, GS-301-12, D.C.	State program officer, GS-301-11 (Ala./Miss.), accepted.
Lowery, Sue	Field analyst, GS-301-11, region IV.	Resources analyst, GS-345-12, D.C.	Accepted.
Bruch, Joseph	Program field analyst, GS-301-13, region VI.	Resources analyst, GS-301-14, D.C.	VISTA coordinator, GS-301-13.
Gault, George	Program field analyst, GS-301-13, regulation VI.	Resources analyst, GS-301-13, D.C.	State program officer, GS-301-13.
Ellis, Leslie	Personal services (VISTA), GS-301-13, regulation VI.	Resources analyst, GS-301-14, D.C.	State program director, GS-301-14.
Ollice, Leonard	Program field analyst, GS-301-11, regulation VI.	Program analyst, GS-345-12, D.C.	State program officer, GS-301-11.
Beemont, Wm.	Personnel officer, GS-201-13, regulation VII.	Resources analyst, GS-301-14, D.C.	Administrative officer, GS-345-13, regulation VII.
Kennedy, Dorothy	Program field analyst, GS-301-12, regulation VII.	Resources analyst, GS-301-13, D.C.	State program officer, GS-301-12, accepted.
Tooker, Charles	Program officer, GS-301-14, regulation IX.	Program analysis officer, GS-345-15, D.C.	Headquarters office of evaluation based in San Francisco pending conclusion of discussion on long-range plans.
Horan, John	Program officer, GS-301-13, regulation IX.	Special Assistant, Deputy, RD for P. & T. GS-301-13.	SCORE/ACE coordinator, GS-301-14.
Sauvage, Charles	Chief, VISTA Division, GS-301-14, regulation X.	Resources analyst, GS-301-15, D.C.	Resignation effective, May 19, 1972.
Shacklett, Richard	Program field analyst, GS-301-12, regulation VII.	Program analyst, GS-345-13, D.C.	State program officer GS-301-12, accepted.

FAR PERSONNEL—NAME, POSITION, AND GRADE

Bass, Joseph F., program analyst, GS-14.
 Faison, L. R.,¹ secretary typing, GS-6.
 Godwin, Vincent R., program analysis officer, GS-15.
 Hammer, Jeffrey M., program analyst, GS-13.
 Hill Douglas S.,² resources analyst, GS-13.
 Johnson, Alfred P.,² program analysis officer, GS-15.
 Johnson, Veronica E.,² resources analyst, GS-12.
 Kemp, Edward R., program analyst, GS-12.
 Lowery, Sue Jo, program analyst, GS-12.
 Thomas, Audrey L.,² resource analyst, GS-11.
 Traficanti, Angelo J., resources analyst, GS-14.
 Gause, Thomas,² resources analyst officer, GS-15.
 Dunn, Rosina,³ secretary stenographer, GS-7.

Senator CRANSTON. Could you tell us what activities are involved with the Federal Assistance Review?

Mr. MOULD. The Federal Assistance Review Office, as testified to before, was set up to help us in the process of decentralizing the administration of actual domestic programs.

This is in part complying with the Federal Assistance Review program which was initiated by the administration over 3 years ago.

¹ Hired from outside of agency.

² Reassigned from inside agency through merit promotion.

³ Recent transfer from Region VIII at request of Miss Dunn.

Part of it has to do with designing procedures and guidelines which will apply in the field as decentralization takes place.

It also gets into some specialized projects.

As an example, we have had occasion to respond with VISTA to the areas hit by hurricanes in the last couple of months, and we found it wise for us to try to capture that experience, and to turn it into a book on how to respond to disaster situations. This will be made available to all field employees and offices, and to assist on site as to what was done in this summer.

Senator CRANSTON. I now have some questions that relate to some individuals.

Mr. Charles Tooker, an employee of region IX, was reportedly told by you he could seek additional training at Stanford University, and that ACTION would provide support for any attempts by him to achieve additional training and education at the university. Subsequently, operating on the basis of those assurances from you, he took the necessary steps to enroll at Stanford. After he had been accepted by the university, he was informed that, contrary to your assurances, Mr. Blatchford, the Director of ACTION, would not authorize supporting funds.

I would be most interested in your comments regarding this, and what steps you took to convince Mr. Blatchford of the importance of adhering to a commitment you had made on behalf of the Agency.

Mr. MOULD. It is an unfortunate situation; and the facts as I know them are that Mr. Tooker did come to Washington, we did discuss this as one of several options he might explore, and at that time he indicated to me he wanted to explore and enroll in a graduate program at Stanford.

We indicated he should explore, as distinguished from saying, yes, you may explore, and if accepted, we will commit to paying your salary and the associated costs for participating in that program.

We found out the same day that the application deadline for the particular program had passed.

He inquired of Stanford as to whether he could have a waiver, so he could still apply.

They said, "yes," and he then managed to get hold of an application form here in Washington.

The application required the employer of the applicant to file a recommendation along with the application.

I prepared such a recommendation for him. That was incorporated in the application and filed at Stanford.

Much later he was accepted. He did not contact us with regard to the commitment of the Agency to go through with an arrangement.

At a later time we found out about it, of his acceptance, and of his wish to pursue that.

We then took it up in the Agency. We were operating with a very tight budget, and it was concluded this was not a priority type of program for the Agency. The costs were quite substantial, because it would include his salary and the costs for tuition, books, and associated expenses.

Senator CRANSTON. Did he not understand originally that he would have financial support?

Mr. MOULD. I think there was an honest breakdown in communications.

We had not at that point intended to say you are guaranteed support.

Senator CRANSTON. Going to another matter, we were pleased to receive a letter from Mr. Nick Laird, the Director for Congressional Affairs in ACTION, with regard to the employment status of Chuck Crawford, about whom I and my office have been in contact with ACTION for the last several months.

I was glad to learn from the letter that you had succeeded in finding a permanent career status position for Mr. Crawford at this original grade level, and indeed, at a higher salary.

I would appreciate it if you would thank Mr. Blatchford for the steps which were taken to assist Mr. Crawford, who, as you will recall, is a disabled individual who was unable to accept a transfer to your Kansas City office.

I do have one remaining question about him. Apparently between July 21 and September 3, Mr. Crawford was no longer in a career position, but rather in a temporary position at no loss of salary.

I am concerned that he may have suffered a break in service during that period, and I would appreciate learning from you, subsequently—I assume you would not have the answer now—as to exactly what civil service rights and benefits may have been affected by this break in service.

Mr. MOULD. I would be happy to get that for the record.

He is not one of my employees, and I am not fully familiar with the case.

(The information referred to follows:)

RESPONSE TO SENATOR CRANSTON'S QUESTION REGARDING CHUCK CRAWFORD

There was no loss in civil service benefits to Crawford, either while he was on temporary appointment or now that he is reinstated in his career appointment. His life insurance, health benefits, and retirement deductions have been unaffected.

Senator CRANSTON. Could you tell me what responsibilities Ms. Heina and Mr. Lewis had until recently?

Mr. MOULD. Until recently they were associated with the Office of Staff Placement, which is concerned with the recruitment, selection, and nomination of candidates for staff jobs, particularly the senior level positions.

I do not know if Ms. Heina is still in that job, because that is again outside of my activities.

Mr. Lewis was in that division but is no longer there.

He is now associated with the Office of Policy and Program Development.

Senator CRANSTON. The appointment of State program director is under your jurisdiction?

Mr. MOULD. That is correct.

Senator CRANSTON. I have been provided by somebody who purports to be an employee of ACTION with a copy of what is represented as an internal ACTION memorandum from Chris Heina, to Rich Lewis, dated August 8.

I will read this memorandum.

(The memorandum referred to follows:)

AUGUST 8, 1972.

Rich Lewis.

Chris Heina.

Updated Report on State Program Directors.

The following is some additional information to be added to my report of August 3 on this subject.

Region I—Boston

Massachusetts/Rhode Island Director.—Dick Mastrangelo has a candidate who is his former campaign manager. Resume is coming. Guy is 011 but REM says very reliable for our purposes.

Connecticut Director.—Senator Weicker called me himself last week to recommend a Mr. Norton. I have talked with Norton and he is sending a resume. Barbara Paulson told me today that she understood this position is not to be filled because eventually they want to put the Program Ofer, Cherry, into this job.

Maine/Vermont/New Hampshire Director.—Thomas Endres is in this position and is 013 in Mass. He is also 013 in Oregon. We are now checking in Pennsylvania.

Region III—Philadelphia

Nothing new to report.

Region V—Chicago

Nothing new to report.

Region VII—Kansas City

Nothing new to report except:

Missouri Director.—Marjorie King is in this position and is 013 in Massachusetts. We are now checking in Missouri.

Region VIII—Denver

Colorado Director.—Dorothy Wham is currently Acting State Program Director. We should definitely give her the job on a permanent basis. She is a long time 010 whose husband is 010. She has been active in politics in Denver for some years and has done such things as: Republican Committeewoman for Denver Precinct 1410 since 1960, was Co-Chairman of U.S. Senate Campaign in 1968 (Republican), Co-Chairman of Shoemaker for Mayer (Rep.) in Denver and was on campaign committee for state legislator in 1964, 1966, 1968 and 1970. She has also been active in the Colorado Federation of Republican Women.

Utah Director.—I have had no word from Senator Bennett's office. I will call them and bug them shortly.

Senator CRANSTON. Do you know what those numerical codes stand for?

Mr. MOULD. I have no understanding or knowledge of that at all.

I have not seen this memo. I might explain that the personnel procedure as established in the Agency is that the Office of Staff Placement does recruiting and selection—

Not selection. I am sorry. It recruits and screens candidates, and arrives at nominations which are then forwarded to the head of the office in question, who either accepts or rejects the nomination.

The memorandum I would have to assume relates to that recruitment and screening process, and I am just not familiar with those codes.

Senator CRANSTON. Have you ever heard of the codes before?

Mr. MOULD. No; I have no idea what they mean.

Senator CRANSTON. I would appreciate it if you would find out and submit an explanation in the record.

We have given you a copy of the memo.

Mr. MOULD. I would be glad to.

(Explanation to be submitted:)

With regard to the status of Miss Chris Heina, her current position is that of Staff Assistant to the Director of Staff Placement. Miss Heina is primarily

responsible for developing sources in the recruitment of well qualified women for responsible management positions within ACTION. In addition, she is given various assignments involving operational matters in Staff Placement such as file compilation of candidates including reference checks, interview evaluation comments, resumes and or government applications, and other pertinent detail as it relates to the applicant's qualifications and suitability for employment.

The following is information regarding the evaluation numbers referred to in a memo from Chris Heina to Rich Lewis dated 8/8/72: It is a general practice in most personnel systems within industry and government to assign numbers which indicate various individual appraisals of an applicant. These numbers are used because of the sensitivity of reference checks, interview comments, and other personal information which could reflect on an individual under consideration if made public. In this particular instance these numbers have the following connotations:

- 000—excellent or outstanding
- 010—good
- 011—fair
- 021—poor
- 013—incomplete, undetermined or unavailable

These numbers were originally used to identify the quality of reference checks which are done in the areas where the candidate has resided and/or been employed. Over a period of time these numbers have tended to become more general indications of our overall evaluation of an applicant and/or his file. For example, on the first page we have indicated that Thomas Endres' references from Massachusetts and Oregon were for some reason incomplete, undetermined or unavailable. Apparently at that time we were checking references in Pennsylvania. On page two, Mrs. Wham is identified as having been a "good" candidate for a "long time". Coincidentally, here husband also submitted a resume to this agency for consideration and he was also judged as a "good" candidate.

Senator CRANSTON. I have one more question.

You do not know whether either of the people who presumably were the authors and recipients of the memos are now with the Agency?

Mr. MOULD. I know Mr. Lewis is. I believe Chris Heina is, but I could not swear to it. I am not sure.

Senator CRANSTON. What would be your attitude in the position to which you have been nominated with regard to involvement or non-involvement in partisan politics?

Mr. MOULD. On my part, I believe it behooves me to stay away from partisan activities as much as possible.

I might point out I am a registered Democrat, and not a Republican, and was picked I presume for qualifications other than political.

Senator CRANSTON. How much is possible?

You said you would stay as much away as possible.

Mr. MOULD. Partisan activity is not part of my role.

I have not been involved in it in the past 13 months.

Senator CRANSTON. You feel that ACTION should not be involved in political activity?

Mr. MOULD. I feel ACTION ought to be administered in the most nonpartisan way possible.

Senator CRANSTON. I appreciate your attitude on that.

Mr. Chairman, I have no further questions.

The CHAIRMAN. Thank you very much.

The committee stands adjourned.

(Whereupon, the committee adjourned at 2:10 p.m.)











